

PLANNING COMMITTEE REPORT



ISLINGTON

Development Management Service
Planning and Development Division
Environment and Regeneration Department

PLANNING COMMITTEE		AGENDA ITEM NO: B4
Date:	6 February 2018	

Application number	P2017/3389/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	No
Conservation area	Within 50 metres of the Hat and Feathers Conservation Area.
Development Plan Context	Core Strategy: CS7 - Key Area Bunhill & Clerkenwell Employment Priority Area (General) Central Activities Zone (CAZ)
Licensing Implications	None
Site Address	Gee Street, London EC1V
Proposal	Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 3,956 sqm (GIA) office (Use Class B1a) floorspace on part ground floor and Levels 1-6 and 94 sqm (GIA) retail floorspace on part ground floor.

Case Officer	Simon Greenwood
Applicant	Chait Investment Corporation Ltd
Agent	CBRE – Matt Gore

1. RECOMMENDATION

1.1 The Committee is asked to resolve to **GRANT** planning permission:

1. subject to the conditions set out in Appendix 1 of the attached 7 November 2017 report; and
2. conditional upon the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990

securing the heads of terms as set out in Appendix 1 of the attached 7 November 2017 report.

DEFERRALS

- 1.1 The application was deferred at the Council's Development Control Committee meeting of 7 November 2017 in order that the applicant could address Members concerns that the scheme was not policy compliant with regards to the provision of retail or leisure floor space on the ground floor. In response, the applicant proposed a ground floor retail unit and the relocation of the small and micro office workspace to part ground floor and part first floor.
- 1.2 The revised plans were the subject of a second public consultation whereupon it transpired that some local residents did not receive the initial consultation letters.
- 1.3 The application was referred to the Planning Committee meeting of 5 December 2017. The Case Officer reported verbally at the meeting that a further 8 objections had been received following publication of the report raising concerns which are summarised as follows:

Excessive height; overbearing visual impact; loss of daylight; increased footfall; increased demand for on-street parking; out of character; overlooking and loss of privacy – in particular by reason of narrow road and excessive amount of glass; offices will overlook bedrooms and bathrooms; light pollution; measures to address light pollution don't work in practice.
- 1.4 The application was deferred a second time so that the applicant could provide a more permanent solution to the issue of overlooking and loss of privacy.
- 1.5 The relevant excerpt of the minutes of the 5 December Planning Committee is attached as Appendix 1 to this report. Copies of the previous Planning Committee Reports are attached as Appendix 2.

2. APPLICANT'S RESPONSE

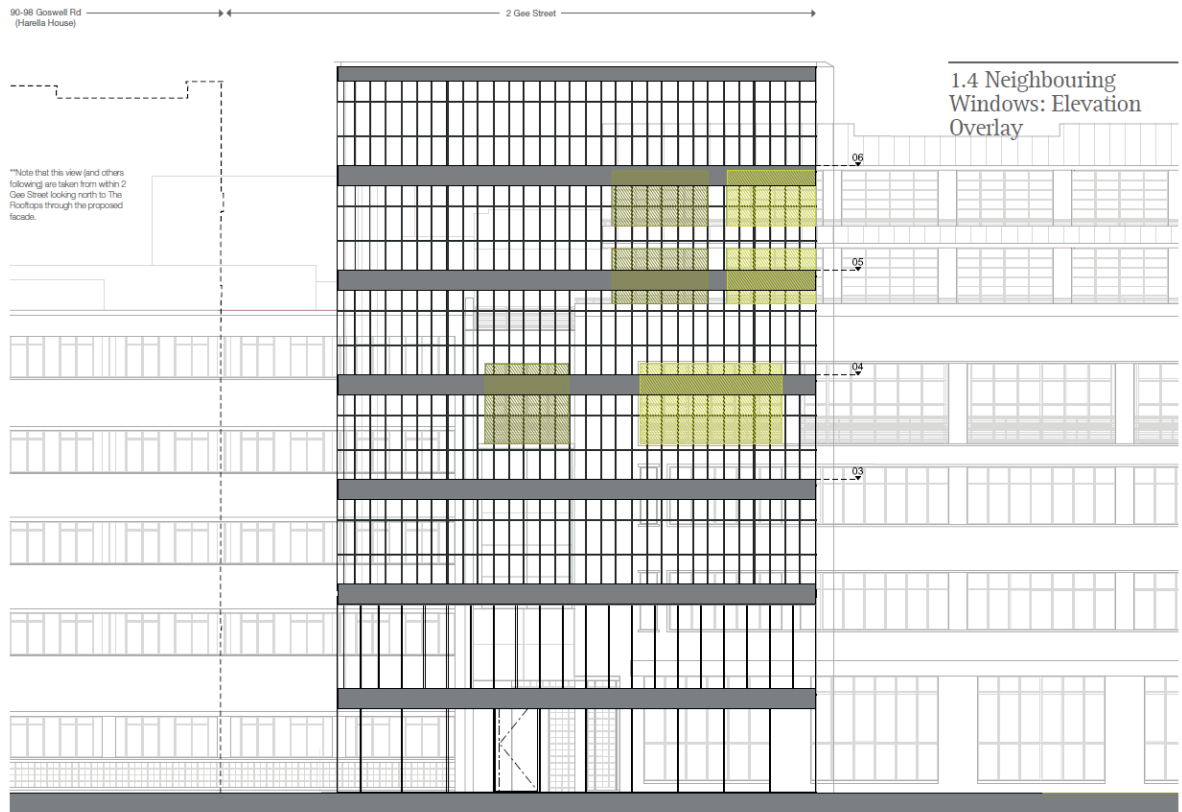
- 2.1 The applicant has provided a detailed response to the Committee's reason for deferral. The response makes reference to three examples of office and residential buildings facing each other across narrow (8.5m-9.5m) roads on Gee Street and Bastwick Street. The applicant also notes that Islington Council policy is clear that privacy distances do not apply to facing commercial and residential uses across a highway.
- 2.2 The applicant's submission identifies that the minimum separation between the proposed office block and The Rooftops is 9.3m on the lowest residential floor, increasing to 10.4m on the next floor and then to 13.5m at penthouse level.
- 2.3 The applicant has identified that 3 dwellings could be most directly overlooked and the windows serving these are identified below.

Windows serving dwellings which could be most directly overlooked



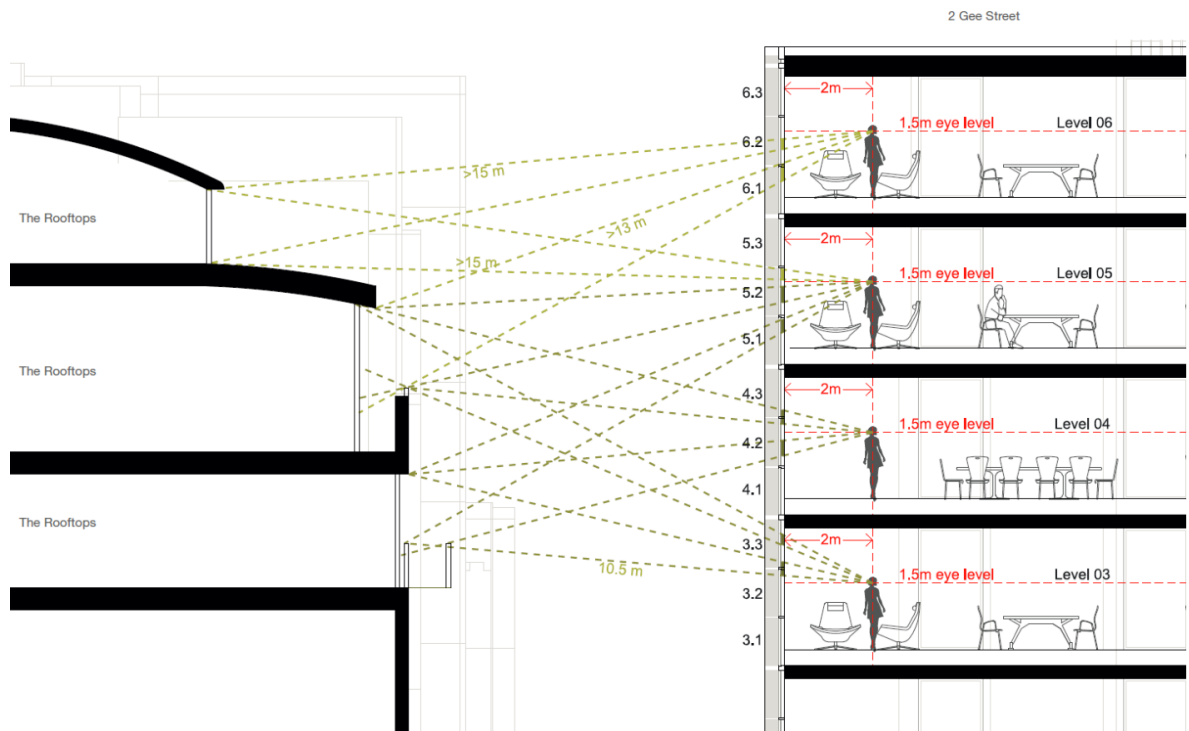
- 2.4 The submission identifies the areas within the proposed building where mitigation measures would be required to respond to the Committee's reason for deferral.

View from within proposed building looking towards The Rooftops with locations for mitigation measures indicated in yellow

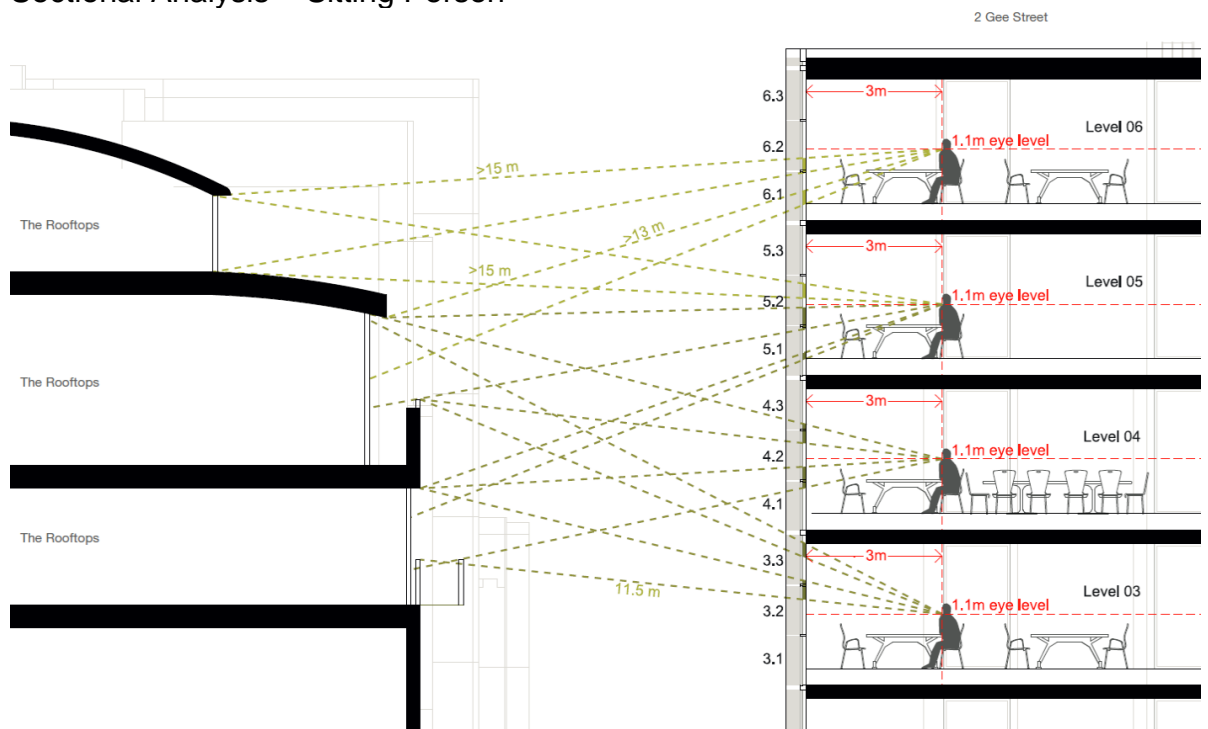


- 2.5 The applicant's submission includes a Sectional Analysis which demonstrates that occupants of the proposed development on the fifth floor may typically have opportunities to overlook dwellings over three floors at The Rooftops, whilst occupants on the third, fourth and sixth floors may typically have opportunities to overlook dwellings over two floors at The Rooftops. The assumption of a person standing 2m from the window edge within the proposed development is considered appropriate for normal office users within any future development.

Sectional Analysis – Standing Person

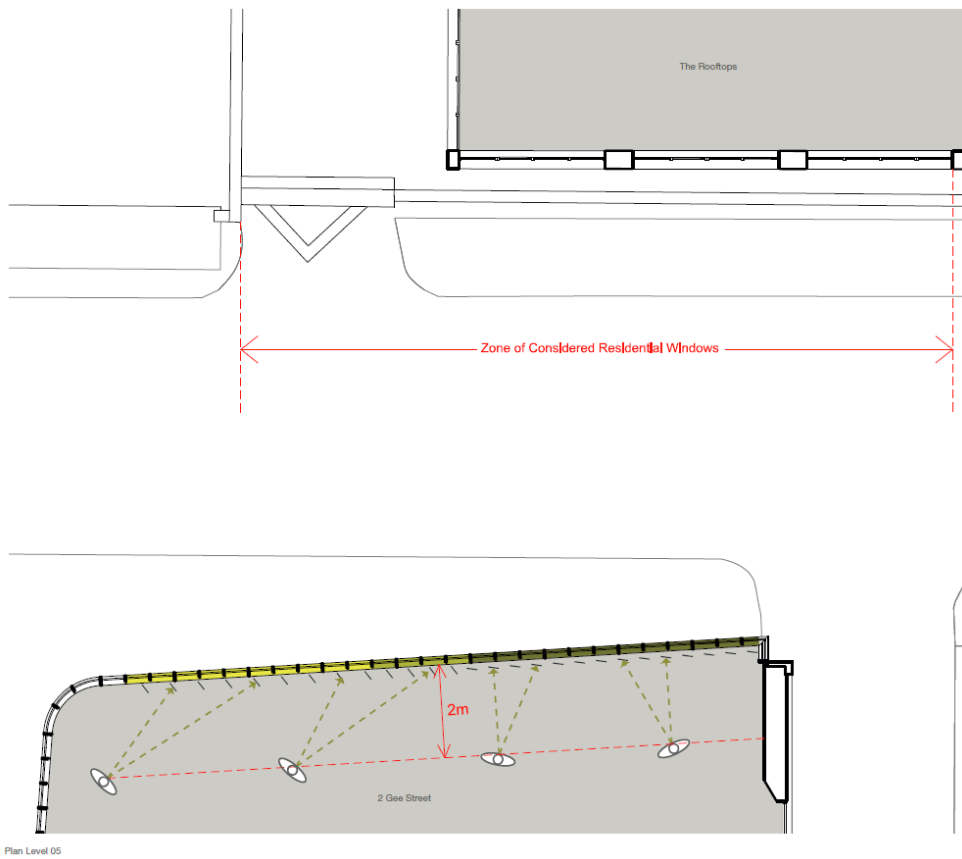


Sectional Analysis – Sitting Person



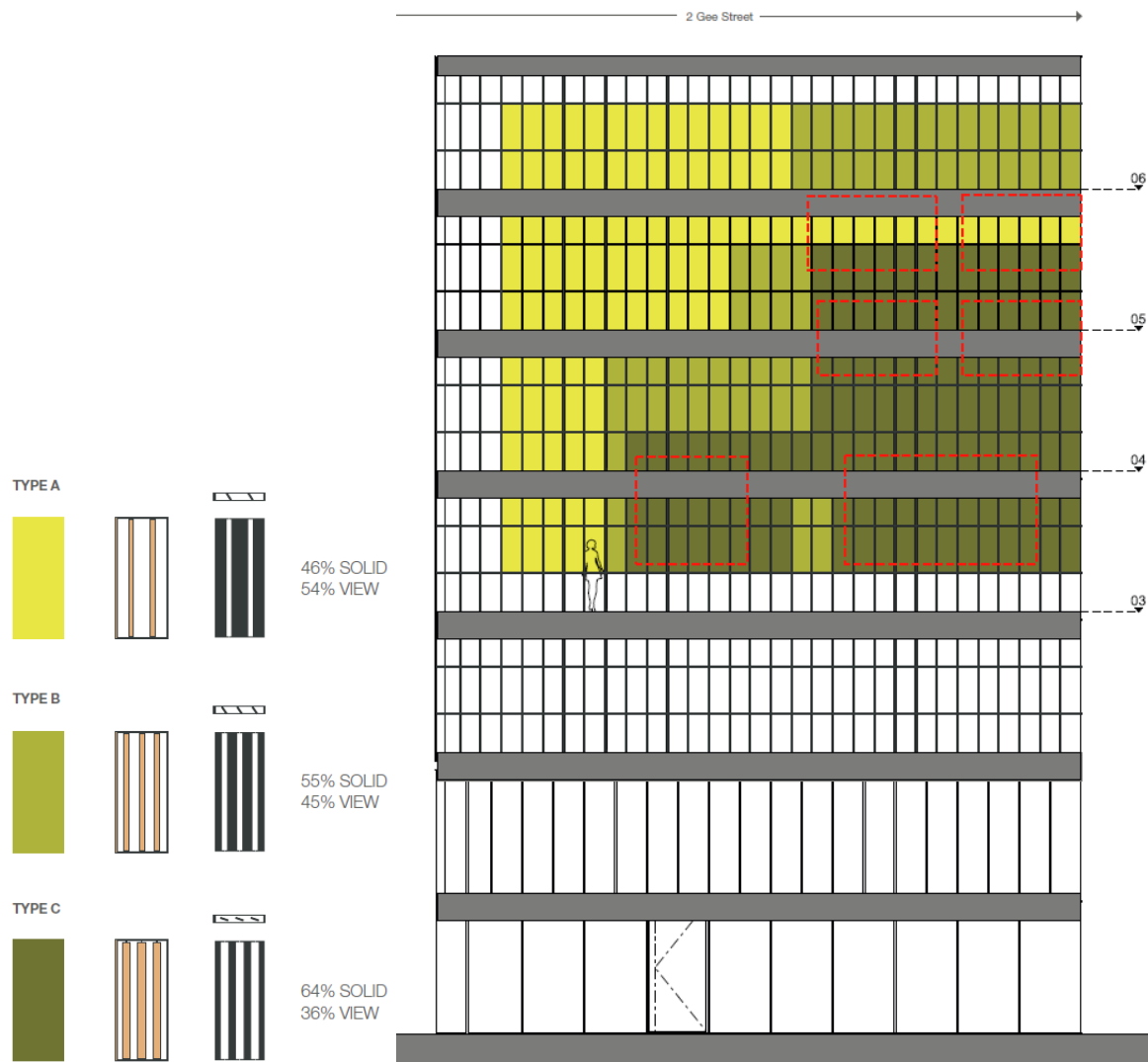
The applicant proposes internal louvres to mitigate overlooking of residential units within The Rooftops. Where residential windows are directly opposite the office floorplate the louvres are rotated to block out the view, whilst where views are more oblique the louvres are orientated to allow straight views out whilst screening angled ones. The applicant has demonstrated this arrangement on the fifth floor plan below and advises that a similar exercise has been carried out for the third, fourth and sixth floors.

Fifth Floor Plan – Louvre arrangement



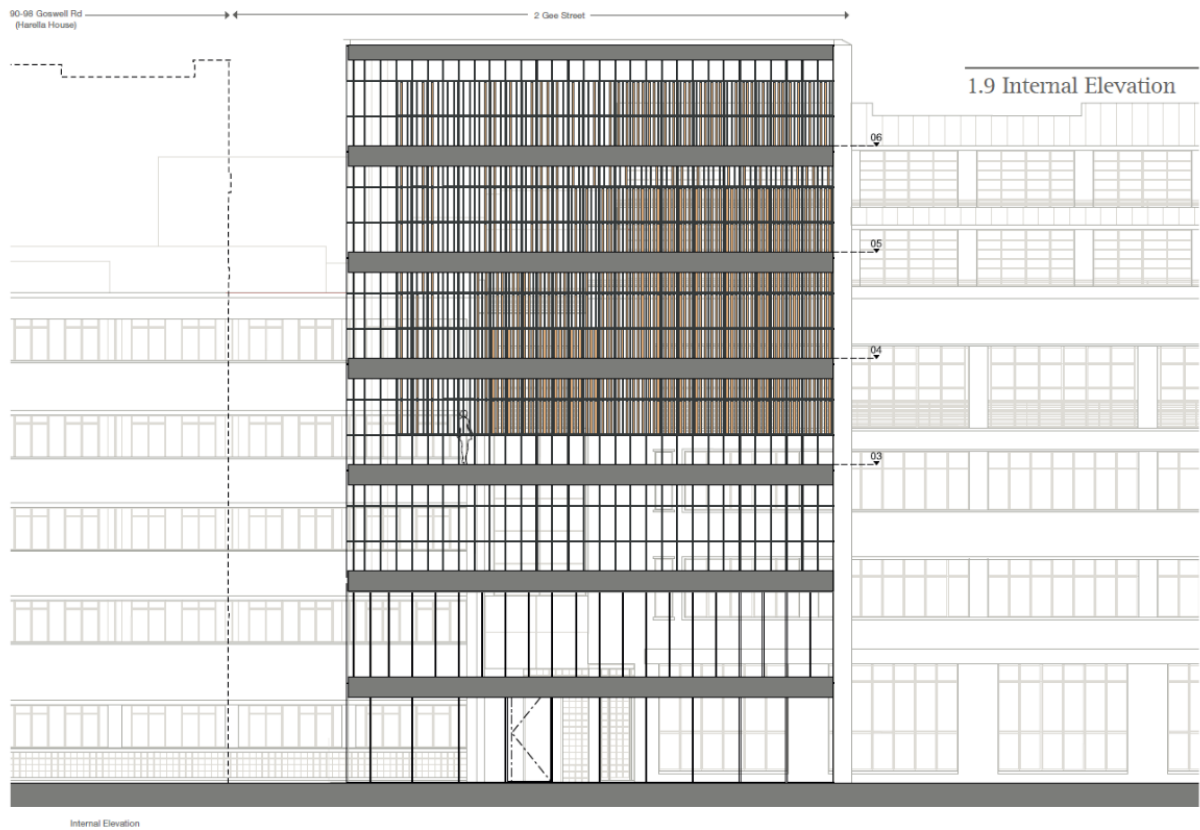
- 2.6 The applicant's submission advises that the sectional and plan analysis carried out has informed the arrangement of louvres indicated on the following diagram. The red dashed lines indicates the positioning of the residential windows at The Rooftops.

Location and arrangements of louvres.

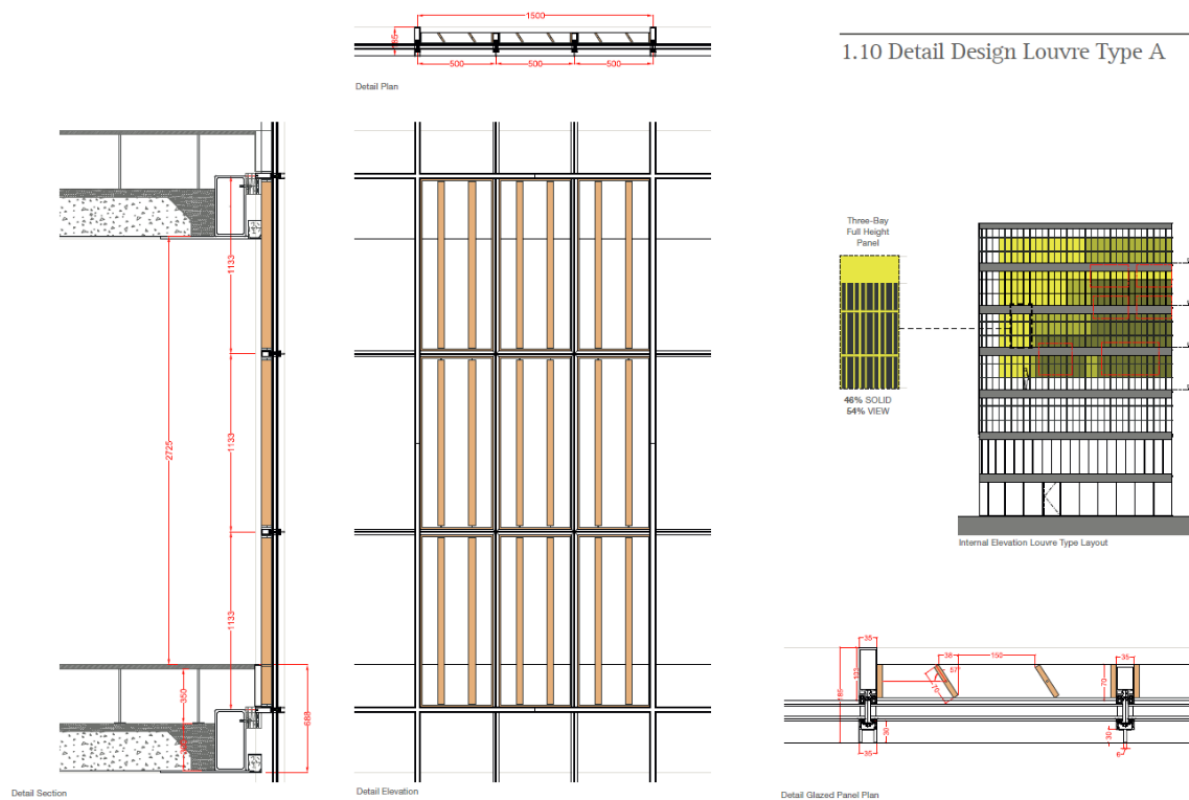


2.7 The applicant's submission also includes an internal elevation plan and detailed design plans to illustrate the proposed arrangement of the louvres.

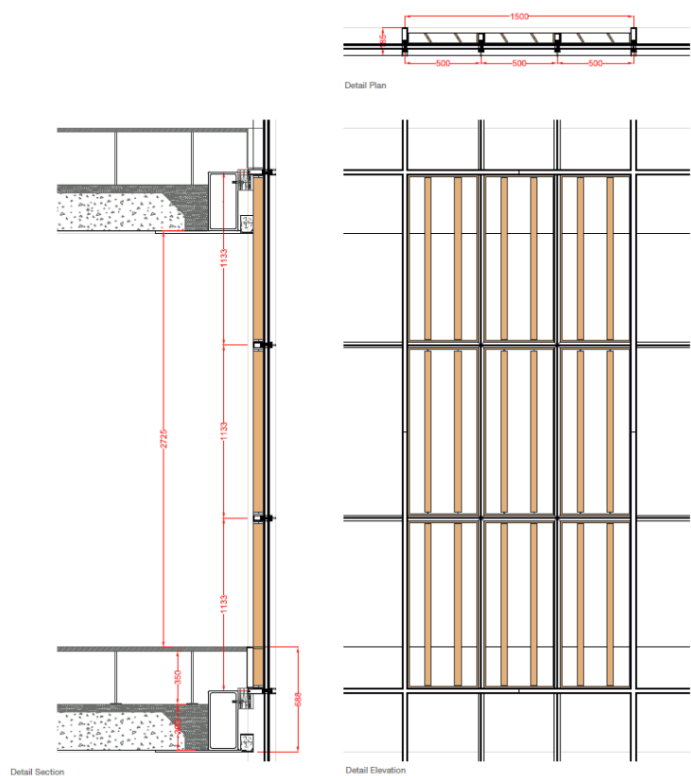
Internal Elevation Plan



Detailed design louvre type A



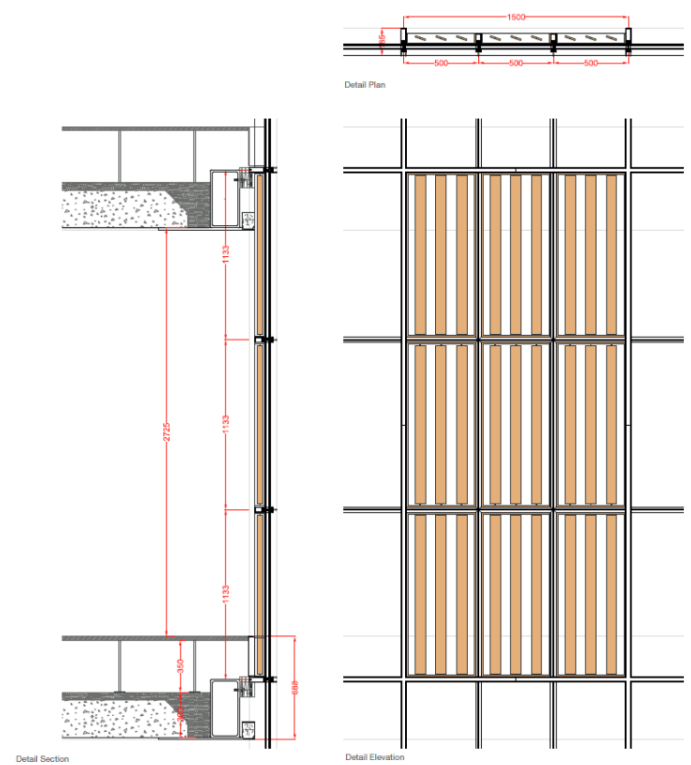
Detailed design louvre type B



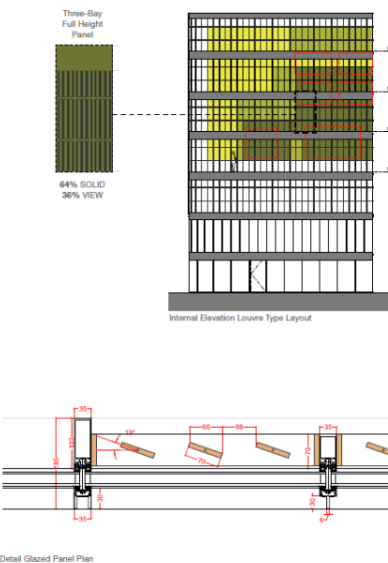
1.10 Detail Design Louvre Type A



Detailed design louvre type C

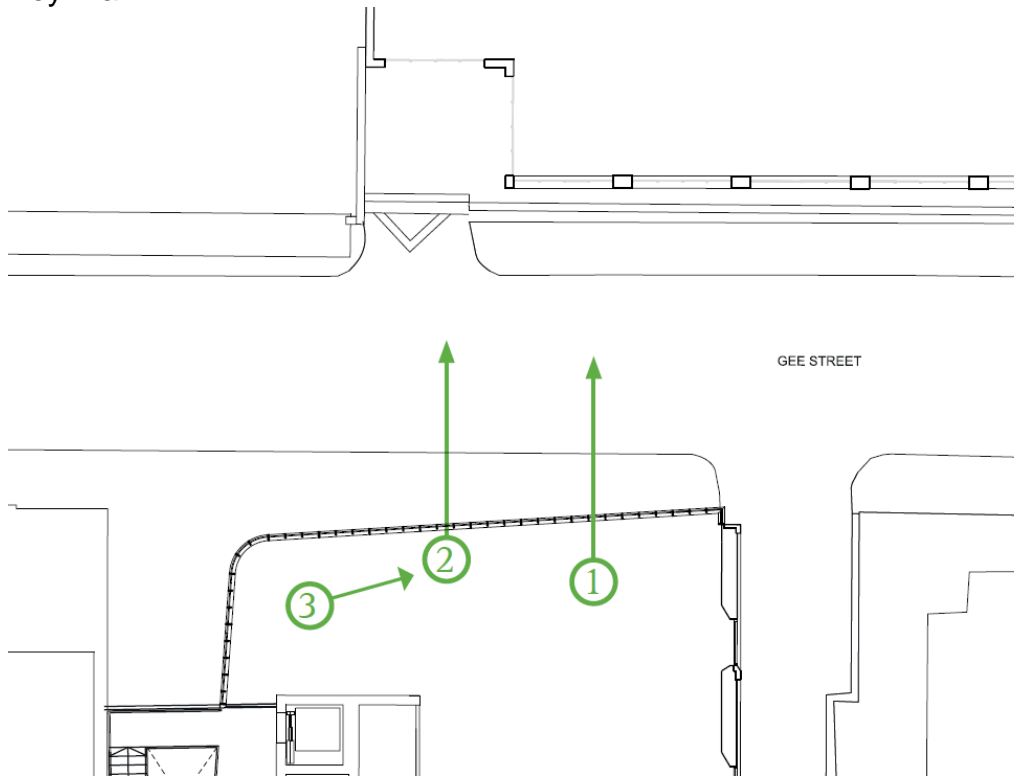


1.12 Detail Design Louvre Type C

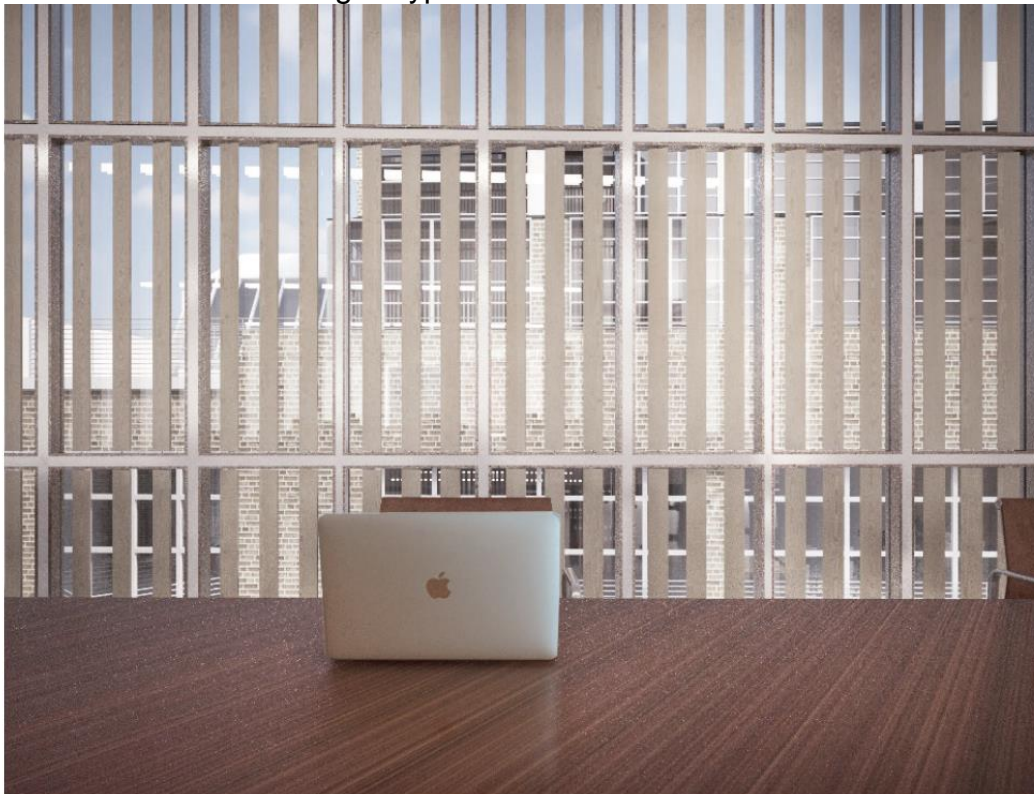


2.8 The applicant has also produced CGIs to demonstrate the extent of overlooking from three standing and sitting positions at different viewpoints within the proposed building.

Key Plan



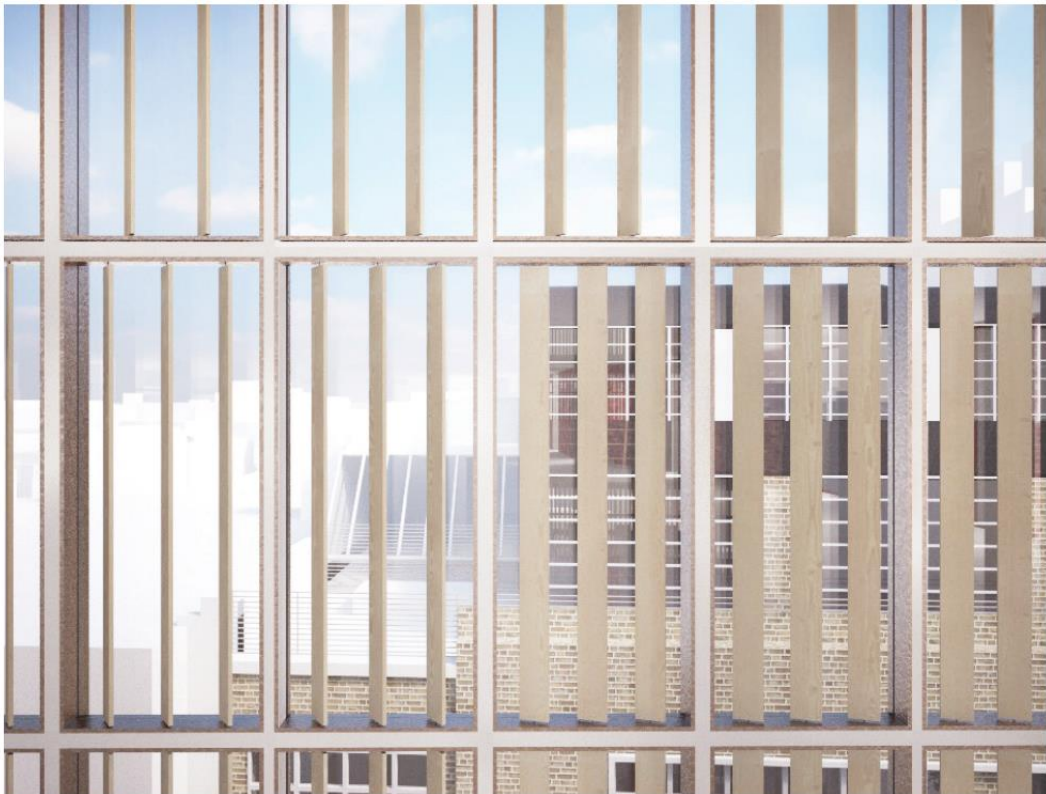
Position 1 Level 4 Sitting – Type C louvres



Position 1 Level 3 Sitting – Upper 2 panels Type C louvres; Lower panel no louvres



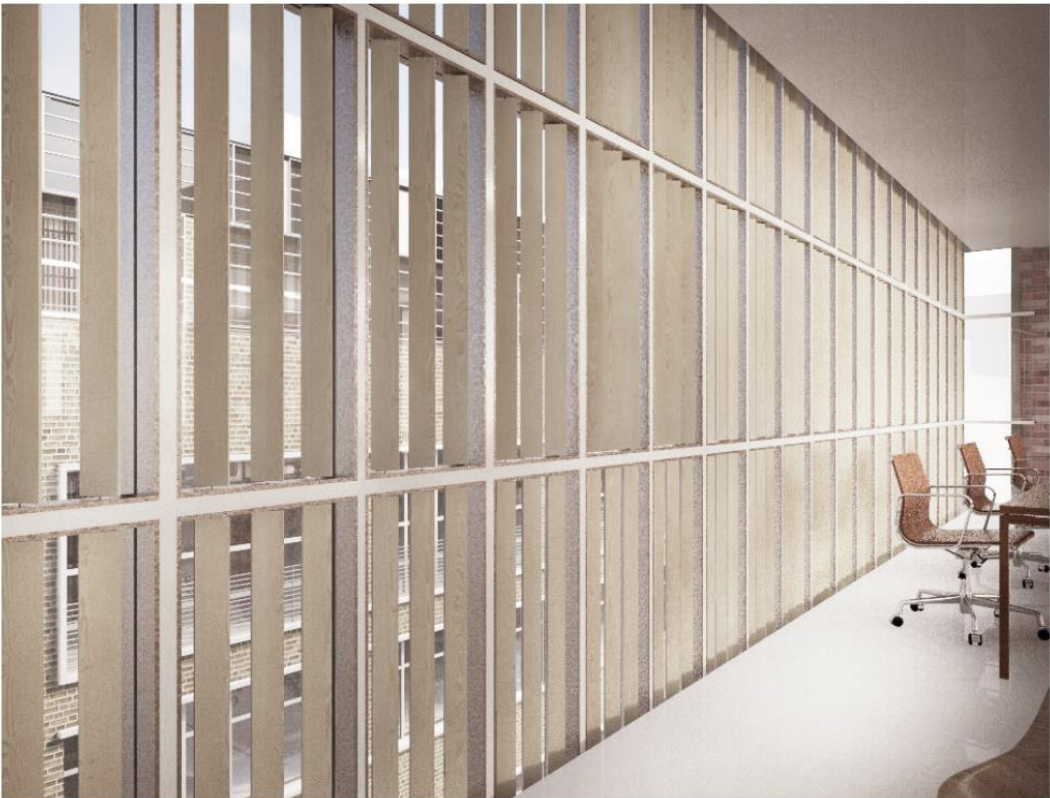
Position 2 Level 5 Standing - Upper panels Type A louvres; Lower two panels Type B (left) and Type C (right)



Position 2 Level 3 Standing – Upper 2 panels Type C louvres, Lower panel no louvres



Position 3 level 4 Sitting – Upper 2 panels Type B louvres, Lower panel Type C louvres



- 2.9 The applicant has responded to comments that the glazed elevation would act as a 'mirror' which would reflect activity within the flats. The applicant states that this would not occur and mirrored glazing is not proposed. It is considered unlikely that there would be any significant opportunities to view activity from the flats on the glazed surface of the building.
- 2.10 The applicant has also provided a CGI of the external appearance of the building with the louvres installed and the proposal is considered acceptable in this regard.

CGI of exterior of building with louvres installed



Consultation

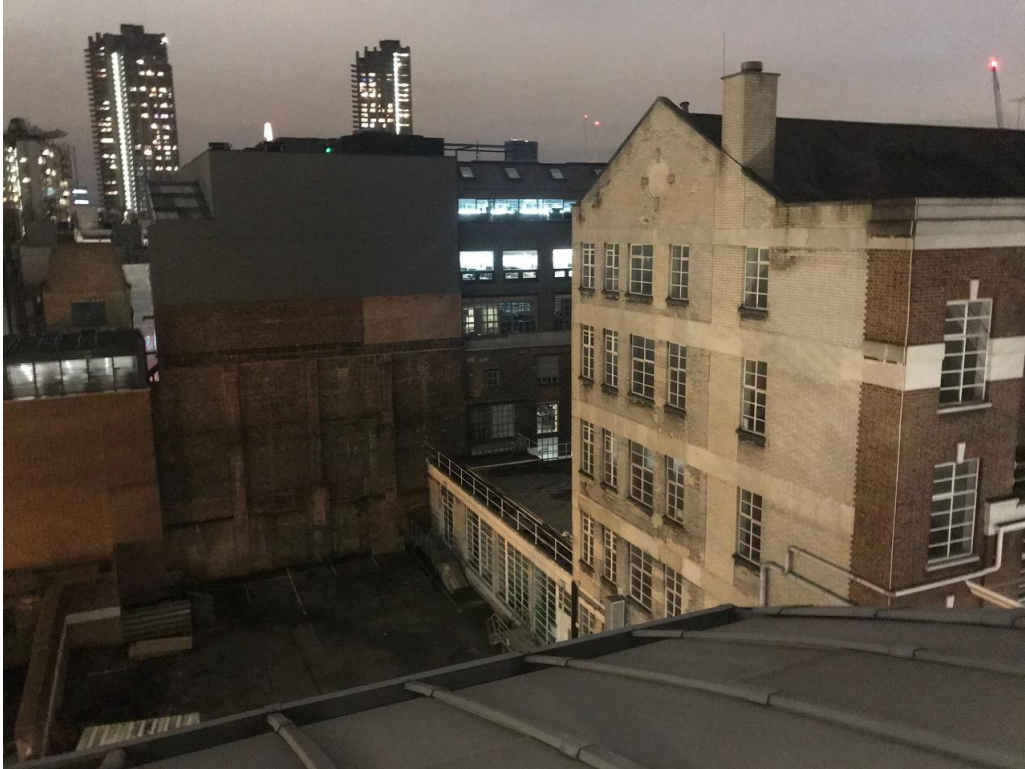
- 2.11 A formal re-consultation on the amendments to the scheme was not undertaken. However, seven residents from the Rooftops who made representations following the previous consultation were emailed by the case officer with details of the applicant's proposed amendments on 10th January 2018 and invited to comment.
- 2.12 At the time of writing five representations have been received which appear to represent a larger number of households within The Rooftops. Some representations make references to approval having been granted, which would

appear to be a misunderstanding, and these references are omitted. The representations are summarised as follows:

- Proposed internal louvres won't protect privacy as the wide angles mean that anyone can walk up to the glass and look through directly into the rooftops private rooms
- Applicant's submission notes that proposed louvres will not be unduly visible externally due to the reflectivity of the glass façade – private activity within dwellings at The Rooftops will also therefore be reflected onto by the façade and will be publicly visible from the street
- Proposed terraces and roof terrace have not been removed and will result in a loss of privacy. *Officer note: fifth and sixth floor external terraces are proposed but no roof terrace is proposed.*
- No measures are proposed to prevent light pollution (other than the light sensors in the first design) - the offices will be open late at night and cleaners will trigger lights resulting in unacceptable nuisance.
- Committee report dismissed overlooking of dwellings within The Rooftops on the basis that it occurred across a public highway – Gee Street is a narrow one-way street and Officer's assessment represents an extreme and possibly deliberate mis-representation of the situation leading to a flawed and unsound recommendation - the Planning Committee agreed that it was a significant consideration given the short separation distances.
- Previous committee offices report states that the offices will be unoccupied when residents are home and this is untrue. *Officer note: the previous committee report stated that 'The proposed development will provide office floorspace which will generally be unoccupied at times when residential dwellings may be most intensively occupied...'*
- Objectors raised concerns regarding light pollution and the provision of external terraces but the applicant's submission does not address these matters. *Officer note: the application was not deferred in order to address these matters.*
- The Design Review Panel raised initial concerns regarding the glazed north façade, which is now considered unsuitable for privacy reasons
- Residents of The Rooftops will consider a legal challenge if planning permission is granted.
- Proposed development is insensitive and ill considered.
- Design of building results in harm to the character of the area / proposed design would appear incongruous in relation to Harella House and surrounding context.

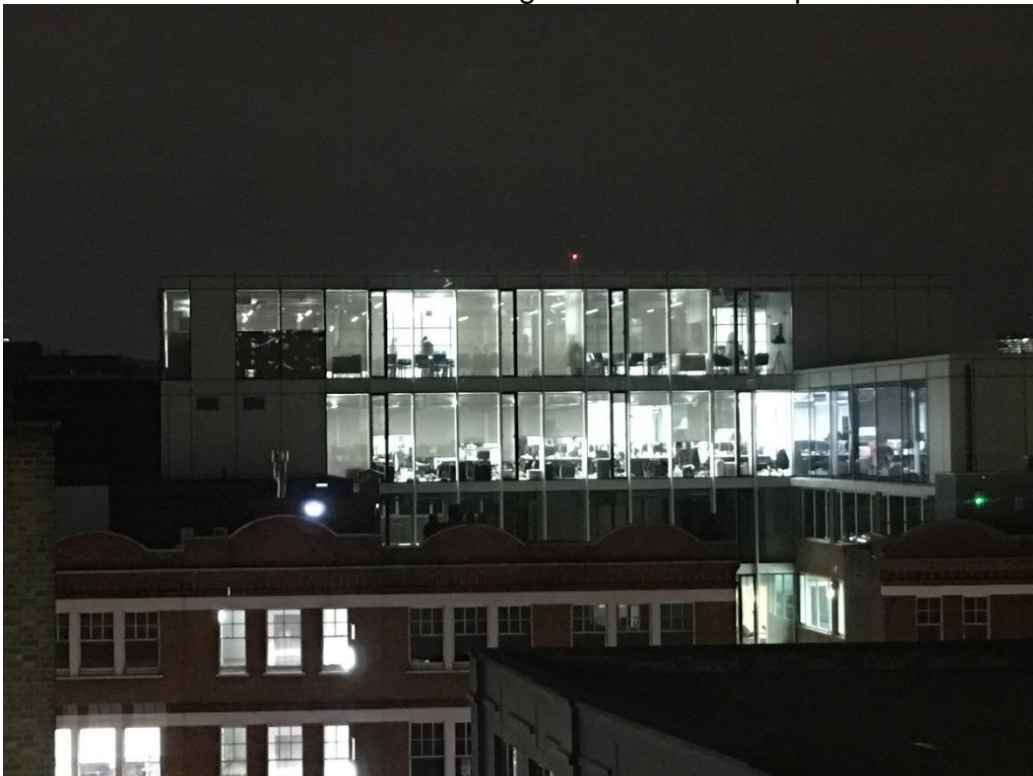
2.13 The following photograph taken from one of the flats within the Rooftops has also been submitted to demonstrate the separation of the dwellings to the proposed building (which would have the same front building line as the adjacent Harella House).

View of application site from dwelling within The Rooftops



- 2.14 A photograph of the nearby Sutton Yard building has also been submitted. The accompanying representation states that this building is approximately ten times the distance from the Rooftops than the application site and results in a harmful light pollution impact.

View of the Sutton Yard from dwelling within The Rooftops



Previous Report

- 2.15 Overlooking of The Rooftops was addressed as follows in the original committee report:

'The subtext to Policy DM2.1 at paragraph 2.14 of the Development Management Policies document sets out guidance to be applied in assessing overlooking of existing residential properties from new residential development.

The proposed development will provide office floorspace which will generally be unoccupied at times when residential dwellings may be most intensively occupied, and accordingly the guidance is not directly applicable. The policy subtext can nevertheless offer a helpful guideline and it states that:

'To protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy.'

In the application of the above guidance it should be acknowledged that the nature of views between rooms can vary. For instance, where the views between rooms are oblique as a result of angles or height difference between windows, there may be no harm.

There are residential units to the upper floors of 15-27 Gee Street. However, any overlooking of these flats will occur across a public highway and would therefore not constitute an unacceptable loss of privacy.'

- 2.16 On the basis that the overlooking would occur across a public highway it is considered that the above assessment represents a correct interpretation of the guidance provided within the Council's Development Management Policies document.

Assessment of proposed mitigation measures

- 2.17 It is considered that an expectation of nil overlooking in a densely built up urban environment is unrealistic. The proposed measures would not eliminate opportunities for overlooking of dwellings within The Rooftops. However, it is considered that the applicant has proposed carefully considered measures which would prevent opportunities for any excessive overlooking by occupants of the proposed offices, whilst maintaining the quality of the proposed development.
- 2.18 It should be noted that there are measures that could be implemented within the affected dwellings to provide total privacy, as required, which could typically involve the use of curtains or blinds.
- 2.19 It is considered that the applicant has satisfactorily addressed the committee's reasons for deferral.

Other matters

- 2.20 The representations received from neighbouring residents reiterate concerns regarding light pollution and also address overlooking from the proposed fifth and sixth floor terraces, raising concerns that these issues have not been addressed within the applicant's submission. It should be noted that the application was deferred only for the applicant to seek a more permanent solution to the issue of overlooking and loss of privacy
- 2.21 The proposed fifth and sixth floor terraces will not face the residential dwellings at The Rooftops. They will face east/north-east towards the Stafford Crips estate and should not afford any significant opportunities for overlooking of The Rooftops. Any overlooking would occur across a distance of over 20m, across a public highway, and at an oblique angle. Accordingly, any limited overlooking that may occur from the fifth and sixth floor terraces is not considered to result in a harmful loss of privacy. It should also be noted that recommended condition 23 would restrict the use of the roof terrace to between 9am and 7pm on Mondays to Fridays only.
- 2.22 The following additional condition is recommended to ensure that the proposed development does not result in undue harm to the amenities of the occupants of nearby residential dwellings from light pollution.

Internal lighting

CONDITION: Details of measures to adequately mitigate light pollution affecting neighbouring residential properties shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site and subsequently implemented prior to first occupation of the development hereby permitted. These measures might include:

- Automated roller blinds;
- Lighting strategies that reduce the output of luminaires closer to the façades;
- Light fittings controlled through the use of sensors.

The approved mitigation measures shall be implemented strictly in accordance with the approved details and shall be permanently maintained thereafter.

REASON: In the interests of the residential amenities of the occupants of adjacent residential dwellings.

- 2.23 A representation was previously received from the Clerkenwell and Shoreditch County Court raising concerns in relation to noise and disturbance during the construction period affecting court proceedings, and construction traffic impeding access to the court building by custody vehicles. It is recommended that conditions 4, 16 and 18 are revised as follows:

4 - Construction Environmental Management Plan (Details)

CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority in consultation with Her Majesty's Court and Tribunal Service (Clerkenwell and Shoreditch County Court) prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.

REASON: In the interests of residential and local amenity, and air quality.

16 - Construction Management Plan and Construction Logistics Plan (Details)

CONDITION: No construction works shall take place unless and until a Construction Management Plan (CMP) and a Construction Logistics Plan (CLP) have been submitted to and approved in writing by the Local Planning Authority in consultation with Her Majesty's Court and Tribunal Service (Clerkenwell and Shoreditch County Court).

The reports shall assess the impacts during the construction phase of the development on surrounding streets, along with nearby residential amenity and other occupiers together with means of mitigating any identified impacts.

The development shall be carried out strictly in accordance with the approved CMP and CLP throughout the construction period.

REASON: In the interests of residential amenity, highway safety, and the free flow of traffic on streets, and to mitigate the impacts of the development.

18 - Delivery and Servicing Plan (Details)

CONDITION: A Delivery and Servicing Plan (DSP) detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority, in consultation with Her Majesty's Court and Tribunal Service (Clerkenwell and Shoreditch County Court), prior to the first occupation of the development hereby approved.

The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.

REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.

Appendix 1 – 5 December 2017 Planning Committee meeting minutes - Excerpt

SITE OF ELECTRICITY SUB-STATION OPPOSITE 15-27 GEE STREET AND CAR PARK SPACES 90-98 GOSWELL ROAD, EC1 (Item B3)

Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 3,956 sqm (GIA) office (Use Class B1a) floorspace on part ground floor and Levels 1-6 and 94 sqm (GIA) retail floorspace on part ground floor.

(Planning application number: P2017/3389/FUL)

In the discussion the following points were made:

- Members were informed that item was deferred at the Committee on 7 November 2017 as there were concerns about the lack of provision of an active retail or leisure floor space on the ground floor.
- Members were advised that the applicant had addressed this concern through the introduction of a ground floor retail unit on part of the ground floor fronting Gee Street whilst the small/micro unit office workspace would be located partly on the ground floor and partly on the first floor.
- The Planning Officer advised that the Council has received a number of representations and that the Planning Service had been advised that the initial consultation letters produced in September were not received. The re-consultation was therefore the first notice received by some residents who had now written Accordingly, residents have raised concerns that they have not been provided with sufficient time to provide responses. Members were advised that the Council had fulfilled its statutory publicity requirements for major planning applications set out within The Town and Country Planning (Development Management Procedure) (England) Order 2015.
- The Planning Officer advised that 8 further objections have been received which raise concerns which are summarised as follows. Excessive height, overbearing visual impact, loss of daylight, increased footfall, increased demand for on-street parking, out of character, overlooking and loss of privacy – in particular by reason of narrow road and excessive amount of glass, offices will overlook bedrooms and bathrooms, light pollution, measures to address light pollution don't work in practice. Objectors requested the Planning Committee visit flats at the rooftops (15-27 Gee Street to appreciate the impact of the proposed development).
- The Planning Officer also advised that a representation had been received from Clerkenwell and Shoreditch County Court raising concerns regarding noise and disturbance during the construction period affecting court proceedings and construction traffic impeding access to the court building by custody vehicles. It was therefore recommended that conditions 4 and 18 be revised to indicate that Her Majesty's Court and Tribunal service are consulted on the Construction Management Plan and Construction Logistics Plan and the Delivery and Servicing Management Plan.
- Objectors who addressed the Committee stated that the road width was 5.4m and that over this distance the potential for overlooking and loss of privacy was felt to be acute. They raised concerns over the length of the office

working day to include cleaner's hours and raised concerns for safety. They did not consider curtains to be appropriate due to potential for them not to be used.

- In addressing these concerns, the applicant referred to the policy applying between facing residential habitable room windows and not to apply across a highway. However, the agent did advise that they would be willing to accept a planning condition to address overlooking requiring such features as blinds.
- Councillor Fletcher in her discussions felt that the massing was acceptable but that she held concerns regarding privacy and the provision of sheet glass opposite residents. It was queried what discussions regarding privacy took place with officers. Planning Committee - 5 December 2017 8
- Councillor Convery advised that the retail provision was satisfactory and referred to the Baltic Street application where obscure glazing / fins were provided to address privacy across the highway.
- The Committee agreed to defer the item so as to allow the applicant provide a more permanent solution to the issue of overlooking and loss of privacy. Suggestions of using obscure glazed windows was noted.

Councillor Kay proposed a motion to Defer. This was seconded by Councillor Fletcher and carried.

RESOLVED:

That consideration of the application be deferred for the reasons outlined above.

PLANNING COMMITTEE REPORT



ISLINGTON

Development Management Service
Planning and Development Division
Environment and Regeneration Department
PO Box 3333
222 Upper Street
LONDON N1 1YA

PLANNING COMMITTEE		AGENDA ITEM NO:
Date:	5 December 2017	

Application number	P2017/3389/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	No
Conservation area	Within 50 metres of the Hat and Feathers Conservation Area.
Development Plan Context	Core Strategy: CS7 - Key Area Bunhill & Clerkenwell Employment Priority Area (General) Central Activities Zone (CAZ)
Licensing Implications	None
Site Address	Gee Street, London EC1V
Proposal	Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 3,956 sqm (GIA) office (Use Class B1a) floorspace on part ground floor and Levels 1-6 and 94 sqm (GIA) retail floorspace on part ground floor.

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1. RECOMMENDATION

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2. DEFERRAL

- 2.1 The application was deferred at the Council's Development Control Committee meeting of 7 November 2017 in order that the applicant could address Members concerns that the scheme was not policy compliant with regards to the provision of retail or leisure floor space on the ground floor.
- 2.2 A copy of the previous Planning Committee Report is attached as Appendix 1 to this report.

3. APPLICANT'S RESPONSE

3.1 The applicant has prepared a detailed response which seeks to address the Committee's reasons for deferral as follows:

- Inclusion of a ground floor retail unit on part of the ground floor fronting Gee Street (Class A1);
- Relocation of the small and micro office workspace to part ground floor and part first floor. The level of small and micro floorspace is 203 square metres which is greater than 5% of the total employment floorspace of the whole development (retail and office); and
- Amendment to the ground floor element of the Gee Street elevation to provide a retail entrance.
- Update in cycle parking provision to reflect the revised mix of the development.

3.2 It is considered that the proposed revisions satisfactorily respond to the reasons for deferral.

Consultation

3.3 Consultation letters were sent out to all neighbouring residents consulted as part of the initial consultation on 14 November 2017 providing 14 days for further comments. The description of development was as follows:

Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 4,050 sqm (GIA) office (Use Class B1a) floorspace. PLEASE NOTE: You are being

reconsulted on the above application as revised drawings have been submitted.

- 3.4 The description of development made clear that revised drawings had been received therefore any persons with an interest in the development would have been able to review the revised plans and understand that a retail unit was being introduced. However, the description of development did not make specific reference to the introduction of a retail unit.
- 3.5 One objection has been received which is summarised as follows:
- Gee Street does not need additional retail. The EC1V area has extensive retail units. Gee Street is primarily residential and is heavily used.
 - It is extremely concerning that this modification was not explicitly identified in the consultation letter. This is a major amendment to the scheme and residents should have been made aware that the proposal will now include a retail unit.
 - Will traffic calming measures be applied to Gee Street to mitigate the impact of this project?
- 3.6 It is unfortunate that the description of development in the consultation letters did not identify the introduction of the retail unit. It is noted that the retail unit comprises 94sqm (GIA) of the 4,059 (GIA) total floorspace proposed. It is not considered that any neighbouring residents have been unduly prejudiced as a result of the omission in the revised description of development. The corrected description of development is included in the above report title.
- 3.7 It is not anticipated that a 94sqm retail unit will result in additional vehicular movements which would give rise to a requirement for traffic calming measures on Gee Street.



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222 Upper Street
LONDON N1 1YA

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4. RECOMMENDATION

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5. SITE PLAN (site outlined in red)

Site location plan



6. PHOTOS OF SITE/STREET

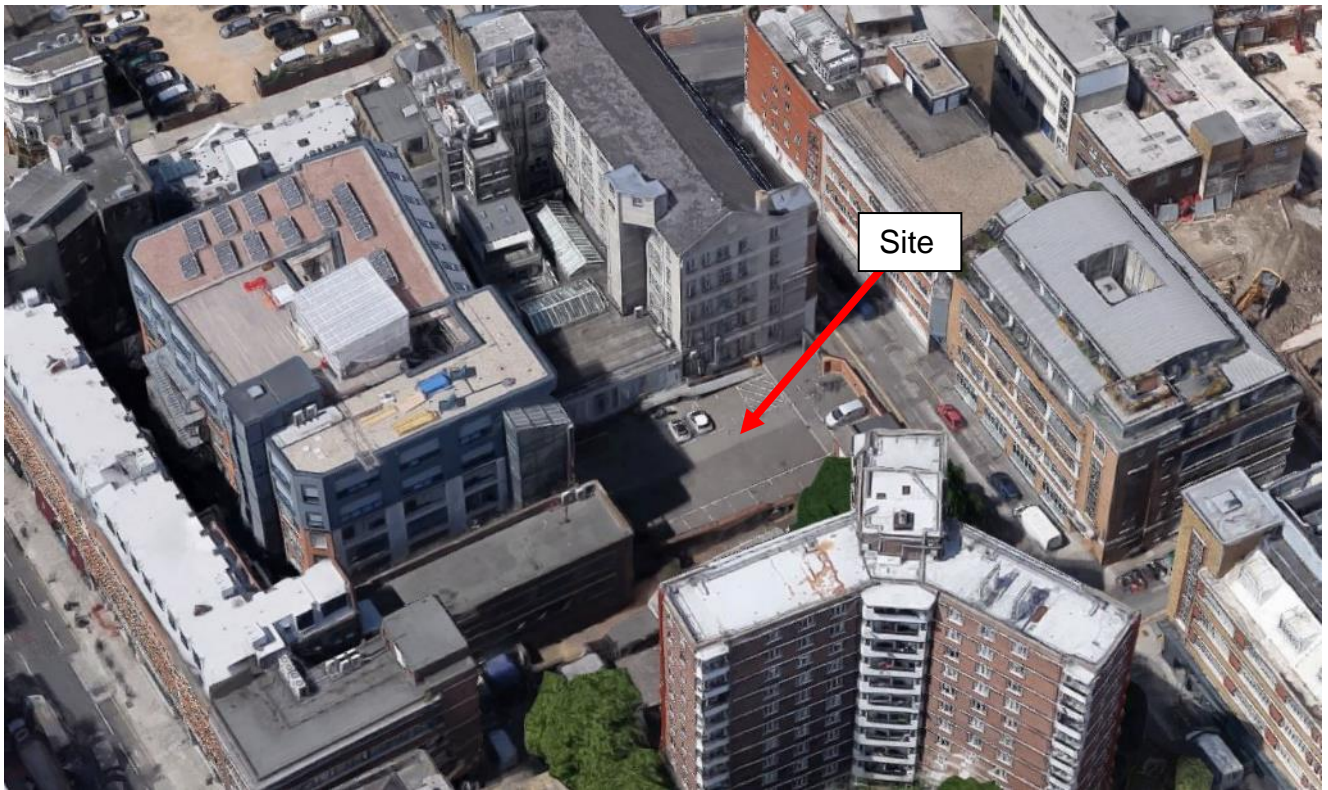
Aerial View



Birds eye view looking from south to north



Birds eye view looking from east to west



Birds eye view looking from north to south



View of site looking west down Gee Street (site indicated in red)



View of site from Goswell Road looking east down Gee Street (site indicated red)



7. SUMMARY

- 7.1 The 677m² site is located on the southern side of Gee Street and currently accommodates a car park along with an electricity sub-station. The site is located in a highly accessible location within the Central Activities Zone (CAZ) and within an Employment Priority Area (General).
- 7.2 It is proposed to relocate the existing substation to Harella House and erect a 7 storey office building (4,050m² GIA) fronting Gee Street with a courtyard adjacent to Harella House.
- 7.3 The policy framework along with the available evidence base provides a strong justification for the provision of new office floorspace in this location. The delivery of new offices on the site is therefore strongly supported.
- 7.4 There is a policy requirement for the delivery of on-site housing along with active, complementary uses at ground floor level. The applicant has satisfactorily demonstrated that a solely office scheme is appropriate in this instance. A payment in lieu of on-site housing of £648,000 is proposed.
- 7.5 207m² of ground floor office floorspace suitable for use by small and micro enterprises is proposed which represents 5.1% of the overall floor space and is in accordance with the Council's policy requirements.
- 7.6 The design approach is informed by the architectural and historic context of the site and the elevational treatment of the building features brickwork within a concrete, gridded frame and a glass and metal curtain walling system. It is considered that the proposed development represents a high quality of architecture and is supported in design terms.
- 7.7 The proposal is considered acceptable in terms of its impact upon the residential amenities of the occupants of nearby dwellings. Furthermore, the proposal is considered acceptable in relation to technical matters, subject to the recommended conditions.
- 7.8 The proposal would deliver flexible, high quality office accommodation in an area of high demand whilst enhancing the street scene and the character of the area. The proposal is considered acceptable in planning terms and it is recommended that planning permission be granted.

8. SITE AND SURROUNDINGS

- 8.1 The 677m² site is located on the southern side of Gee Street and currently accommodates a car park along with an electricity sub-station to its north-east corner. The five storey Harella House is located immediately to the west of the site at the junction of Gee Street and Goswell Road and is in office use.
- 8.2 To the north of the site on the opposite side of Gee Street is 100-102 Goswell Road which is a five storey office building and 15-27 Gee Street which is a 6 storey mixed use office and residential building.

- 8.3 To the south of the site is the Morelands complex which comprises offices and includes a five storey frontage building on Old Street (Nos. 5-23) and a six storey building to the rear with a windowless elevation adjoining the southern boundary of the application site. To the south-east of the site is 27 Old Street which is in office use and comprises a five storey frontage building and a three storey building to the rear with a windowless elevation adjoining the southern boundary of the application site.
- 8.4 There is service road immediately to the east of the site which leads to single storey buildings accommodating plant and caretaker facilities associated with the Stafford Cripps Estate. The Stafford Cripps Estate itself is further to the east and comprises three Y shaped 12 storey residential blocks set within generous grounds.
- 8.5 There is residential accommodation within the upper floors of 15-27 Gee Street (opposite the site) and within the upper floors of 86 Goswell Road (to the west of the site) whilst the remainder of the surrounding area predominantly comprises commercial and office uses.
- 8.6 The site is not located within a Conservation Area. However, the Hat and Feathers Conservation Area is located to the west (along Goswell Road and south along Old Street) and the site has some visibility from within the Conservation Area on Goswell Road. The St Luke's Conservation Area is located to the east and south of the site and the site cannot be viewed from this conservation area.
- 8.7 The site has a Public Transport Accessibility Level (PTAL) rating of 6a (excellent) which is the highest level of accessibility.
- 8.8 The site is located within the Central Activities Zone and is designated as an Employment Priority Area (General).

9. PROPOSAL (IN DETAIL)

- 9.1 It is proposed to relocate the existing substation to Harella House and erect a 7 storey office building (4,050m² GIA) fronting Gee Street with a courtyard adjacent to Harella House.
- 9.2 207m² of ground floor office floorspace suitable for use by small and micro enterprises, representing 5.1% of the overall floor space. The remaining office floorspace is intended to be flexible and therefore suitable for a single occupier or multiple occupiers.
- 9.3 The proposal includes access to external terraces on the fifth and sixth floors of the building which are intended to recess the building more into its frame, thereby mitigating some of the bulk of the building. The terraces will provide external amenity space for occupants of the building.
- 9.4 The proposal includes a courtyard entrance to the building accessed from Gee Street, which is inspired by similar features in the locality. The courtyard area is landscaped at ground level and provides access into an office reception and central

core at ground level. A courtyard gate will be provided which will be open and discreetly located during office hours and will be closed outside of office hours to ensure that the recessed courtyard is effectively managed. A stair core will be provided behind the courtyard and adjoining the rear wall of Harella House which is intended to be a visually attractive feature within the overall composition of the building.

- 9.5 The materiality of the scheme is intended to reflect the industrial built context of Clerkenwell. The eastern façade features textured pink brickwork within a gridded frame which is inspired by the gridded nature of exposed party walls in the surrounding area. The brickwork is recessed more into the frame and becomes lighter in colour as the height increases. A metal glazing system inspired by crittal windows in the surrounding area is proposed on the north facade.

10. RELEVANT HISTORY

- 10.1 Planning permission was refused in June 2015 for the change of use of the site from private car park (Use Class Sui Generis) to commercial car park (Use Class Sui Generis) (application reference P2015/1736/FUL) on the following ground:

‘The proposed public car park would represent an unsustainable use of the site by virtue of encouraging private car journeys which would increase unacceptably traffic movements around the site and surrounding area. The proposed development is considered contrary to Policy CS10 of the Core Strategy and Policy DM8.5 of Islington's Development Management Policies document, which seek to promote sustainable transport choices.’

Harella House

- 10.2 Planning permission was granted in February 2017 for minor external alterations to Harella House including the replacement of windows and entrance door, provision of relocated substation, removal of roof structures including plant room, remodelling of existing single storey rear extension, infilling of lower ground level rear lightwell, provision of consolidated plant enclosure, provision of new balustrade to terraces and other associated works (application reference P2016/5042/FUL).
- 10.3 The application granted approval for the relocation of the substation which is currently located on the application site.

Pre-application Advice

- 10.4 Pre-application discussions took place with Officers which commenced with a meeting in June 2016 and was followed by a further meeting in July 2016.
- 10.5 Following the meetings and in response to the Council's pre-application advice the scheme was revised to incorporate a reduction the overall height and bulk of the proposed block and to amend the way in which the elevations were articulated.

11. CONSULTATION

Public Consultation

- 11.1 Letters were sent to occupants of 296 adjoining and nearby properties on Bastwick Street, Gee Street, Goswell Road and Old Street on 11 September 2017. A site notice and a press advert were displayed on 14 September 2017. The public consultation of the application therefore expired on 5 October 2017. However, it is the Council's practice to continue to consider representations made up until the date of a decision.
- 11.2 At the time of the writing of this report a total of 1 objection and 1 representation expressing support for the proposal had been received from the public with regard to the application. The issues raised within the objection can be summarised as follows (with the paragraph(s) that provides responses to each issue indicated within brackets):

Objections

- Daylight and Sunlight Report does not assess the full impact on Parmoor Court as it only extends to the 6th floor and dwellings on the 7th and 8th floor will also be affected (paragraph 11.72)
- Increased pressure on on-street car parking (paragraphs 11.34-11.36)
- Dust pollution during construction period (paragraphs 11.78-11.79).

Applicant's Consultation

- 11.3 The applicant carried out a consultation exercise with local residents in March 2017. A public exhibition was held on Tuesday 28 and Wednesday 29 March 2017 and 400 newsletters were distributed to local residents, groups and businesses. The consultation is detailed within a Statement of Community Involvement which accompanied the planning application.

External Consultees

- 11.4 Metropolitan Police (Crime Prevention) – no objections raised.
- 11.5 Thames Water – no objections raised.
- 11.6 London Fire and Emergency Planning Authority – no objections raised.

Internal Consultees

- 11.7 Access Officer – the proposal has been revised to incorporate an accessible cycle parking space, an accessible shower and a mobility scooter parking space and charging point. No objections are raised in terms of accessibility.
- 11.8 Design and Conservation Officer – no objections raised to the principle of the development including its massing, height and general architectural approach. However, there are some outstanding concerns relating to the detailed architectural

design of the scheme. Accordingly, a condition (No. 3) should be attached to any planning permission to secure the following:

- Details of materials and elevational detailing including a suitable brickwork bond (preferably a Flemish bond) and satisfactory detailing at the junction of the eastern and northern elevations;
- Appropriate detailing to the courtyard gate on Gee Street;
- Satisfactory details of the appearance of the rooftop plant and plant screen.

11.9 Energy Conservation Officer – at the time of writing the applicant had responded to most of the queries and concerns raised by the Council's Energy Conservation Officer. The applicant has been requested to explore whether there are opportunities to further improve the energy efficiency of the building. A verbal update will be provided at the committee meeting.

11.10 Public Protection Division (Noise) – no objections raised subject to a condition restricting plant noise levels (No. 7).

11.11 Public Protection Division (Air Quality) – no objections raised subject to a condition securing measures to minimise future occupiers' exposure to air pollution (No. 14).

11.12 Highways Officer – no objections raised.

11.13 Sustainability Officer – no objections raised.

Other Consultees

11.14 Design Review Panel – The proposal was considered by the Design Review Panel at pre-application stage on 16 September 2016. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The Panel's observations are attached at **Appendix 3** and are detailed below:

Massing, height and design approach

The Panel felt that the design development had been very positive in relation to height and massing of the new building. They thought that the proposed height responded well to the surrounding context.

Panel members thought there were a lot of positive aspects in the design, in particular, the gap between Harella House and the proposed new building which would insert a lightwell between them with the stair, keeping the existing east elevation of Harella House exposed. This would serve both as a reminder of the historic gable end but also provide some detail relief.

However, there was some concern raised in relation to the different treatments and lack of integration of the front (north) and the side (east) elevations. They felt that the corner of the building needed to be better expressed and the junction between the two different treatments needed to be properly resolved. Further consideration should be given to how the building meets the ground; most buildings nearby have a clearly articulated plinth.

Officer note: Following the comments of the DRP the interface between the glazed Gee Street (north) façade and the brick side (east) facade has been revised and rationalised. The Crittal treatment of the northern elevation no longer wraps around the corner of the building. This allows a clear distinction between the differing elevational treatment. There is a subtle connection between the two facades on the second floor level where the horizontal precast concrete profile continues along the glazed Gee Street facade, wrapping into the entrance courtyard.

Elevational treatment and materiality

The Panel commended the design team for their presentation and approach to materiality. They thought the success of the scheme will be very much dependant on achieving the right detail and appearance.

In terms of the palette of materials, there was a general positive response in particular in relation to the east elevation. Panel members welcomed the proposed use of bricks, the expression of the frames, the set backs to assist in articulating the elevation, the introduction of the terrace. However, they thought clarification was needed on how the concrete frame would meet the ground.

In relation to the North façade, there were some concerns raised in relation to implementation and detail and whether the design would be technically successful. The Panel felt that whilst the initial inspiration may have been a crittal façade, it appeared that due to technical constraints, a different system would be used. Panel members were also unclear about the appearance of the slabs through the curtain walling and stated that details of floor slabs and spandrels needed to be further explored/clarified.

Officer note: To provide further clarity and confidence regarding the quality of the north façade further detailed design development of the curtain walling and the bespoke caps has been carried out. The cap profiles are C and T sections and additional detail is provided within the Design and Appearance section of this report. The application submission has included eastern elevation drawings which provide clarity on the appearance of the building at ground floor level.

The Panel commented on the proportions of Harella House north street elevation and the expression of bottom, middle and top. They felt the ground floor of the proposed building appeared squat and considered that the articulation of the base would benefit from relating more closely to Harella House.

Officer note: In response to comments made about the ground floor proportion, the number of glazing bars on ground and first floor is reduced. A horizontal precast concrete profile/banding has been introduced at second floor level which accentuates this architectural change as well as allowing greater transparency at street level. When the proposal is viewed from Goswell road the change also relates positively to the articulation of the

adjacent Harella House tying in with the proportions and banding of the render and brickwork treatment of this building.

Servicing and implications on design

The Panel felt that a major outstanding issue that needed to be resolved was the servicing/loading bay solution and how it would relate to the substation. Panel members noted that as currently proposed the proposed servicing did not comply with the requirements of the Council's Highways department and encouraged Highways and Planning to find a compromise that would suit both their requirements. The Panel commented that if the proposals were to change and the servicing were to be provided on the ground floor there may be sense in retaining the substation within the new building rather than moving it to Harella House.

Officer note: The Council's Highway advisor had initially raised concern over the servicing proposals. However, following further clarification over how and when servicing would take place, and taking account of the existing single yellow line marked in Gee Street opposite the site, the Highway officer retracted the concerns relating to servicing and deliveries and now supports the proposal.

Summary

The Panel felt that the redevelopment of the car park presented a positive opportunity to improve not only the site but its relationship with the public realm.

Panel members were positive in principle about the height, massing and general design approach. However, concerns were raised in relation to the detail of the front street elevation and the junction/integration between front and side elevations. The Panel also raised concerns about the uncertainty surrounding the servicing requirements as this could have a significant impact on the ground floor and the appearance of the building.'

Officer note: These outstanding matters of the front elevation, junction/integration between the front and side elevations of the building and the servicing arrangement have been responded to positively in the application submission as detailed above.

12. RELEVANT POLICIES

Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following Development Plan documents.

National Guidance

- 12.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

- 12.2 Since March 2014 Planning Practice Guidance for England has been published online.

Development Plan

- 12.3 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy (2011) and Development Management Policies (2013) and Finsbury Local Plan (2013). The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

- 12.4 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013:

Islington Local Plan

- Bunhill and Clerkenwell Key Area
- Employment Priority Area (General)

London Plan

- Central Activities Zone (CAZ)

Supplementary Planning Guidance (SPG) / Document (SPD)

- 12.5 The SPGs and/or SPDs which are considered relevant are listed in Appendix 2.

13. ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

- 13.1 EIA screening is not required by this development, as the site is less than 0.5 hectare.
- 13.2 The applicant team did not submit a request for an Environmental Impact Assessment (EIA) scoping opinion, however the general characteristics of the site and the proposed development are not considered to fall within Schedule 1 or 2 development as set out in the Environmental Impact Assessment Regulations (2017). In particular, the site is significantly less than 0.5 hectares in size and it is not in a sensitive area as defined by the Regulations (nor is it considered appropriate in this case to bring other, local designations into consideration as allowed for under paragraph 032 (ref: 4-032-20170728) of the NPPG). As such, the proposal is not considered to be EIA development.

14. ASSESSMENT

- 14.1 The main issues arising from this proposal relate to:
- Land use:
 - Office use
 - Lack of on-site housing
 - Lack of ground floor retail or leisure use
 - Loss of car park
 - Provision of workspace suitable for small or micro enterprises

- Design and conservation
- Accessibility
- Neighbouring amenity
- Sustainability, energy efficiency and renewable energy
- Highways and transportation
- Planning obligations.

Land-use policy

Office use – planning policy and studies

14.2 Chapter 1 of the London Plan sets out the Context and Strategy and Table 1.1 details a projection that between 2011 and 2036 employment in Islington will have grown by 27.1%, from 196,000 to 249,000 jobs.

14.3 Policy 2.10 of the London Plan is concerned with the strategic priorities of the CAZ and states, inter alia, that boroughs should:

‘enhance and promote the unique international, national and Londonwide roles of the CAZ, supporting the distinct offer of the Zone based on a rich mix of local as well as strategic uses and forming the globally iconic core of one of the world’s most attractive and competitive business locations.’

14.4 Policy 4.1 of the London Plan is concerned with Developing London’s Economy and states, inter alia, that:

‘The Mayor will work with partners to:

- a1) promote and enable the continued development of a strong, sustainable and increasingly diverse economy across all parts of London, ensuring the availability of sufficient and suitable workspaces in terms of type, size and cost, supporting infrastructure and suitable environments for larger employers and small and medium sized enterprises, including the voluntary and community sectors
- d) support and promote the distinctive and crucial contribution to London’s economic success made by central London and its specialist clusters of economic activity
- e) sustain the continuing regeneration of inner London and redress its persistent concentrations of deprivation.’

14.5 Policy 4.2 of the London Plan is concerned with Offices and states, inter alia, that ‘the Mayor will and boroughs and other stakeholders should:

- a) support the management and mixed use development and redevelopment of office provision to improve London’s competitiveness and to address the wider objectives of this Plan, including enhancing its varied attractions for businesses of different types and sizes including small and medium sized enterprises.
- d) seek increases in the current stock where there is authoritative, strategic and local evidence of sustained demand for office-based activities in the context of policies 2.7, 2.9, 2.13 and 2.15–2.17’

- 14.6 The Mayor of London's Central Activities Zone Supplementary Planning Guidance (SPG) (2016) states at paragraph 1.1.3 that:

'The CAZ is an internationally and nationally significant office location, complemented by the north of the Isle of Dogs and Tech City. The density, scale and mix of business functions and activities in the CAZ is unique. This agglomeration results in exceptional levels of productivity which cannot be replicated elsewhere in the UK and provides national level benefits.'

- 14.7 The SPG further notes at paragraph 1.3.1 that 'The supply of sufficient office floorspace, in terms of type, size and cost within the CAZ...to meet growing demand are central to London's economic success.'

- 14.8 The Islington Core Strategy identifies the site as being located within the Bunhill and Clerkenwell Key Area and notes at paragraph 2.8.2 that 'Overall, it is estimated that the Bunhill and Clerkenwell area may need to accommodate an additional 14,000 B-use jobs and around 3,200 new homes by 2025.'

- 14.9 Policy CS7 of the Core Strategy is concerned with Bunhill and Clerkenwell and states, inter alia, that:

'A. Employment development within Bunhill and Clerkenwell will contribute to a diverse local economy which supports and complements the central London economy...Creative industries and Small/Medium Enterprises (SMEs), which have historically contributed significantly to the area, will be supported and encouraged. Accommodation for small enterprises will be particularly encouraged.'

- 14.10 Policy CS13 of the Core Strategy sets out how the Council will provide and enhance employment space throughout the Borough. New business floorspace will be encouraged in the CAZ and town centres, where access to public transport is greatest. New business space will be required to be flexible to meet future business needs and will be required to provide a range of unit types and sizes, including those suitable for SMEs. Development should provide jobs and training opportunities, including through a proportion of small, micro and/or affordable workspace or affordable retail space.

- 14.11 Paragraph 3.4.3 of the Core Strategy notes that employment in Islington is expected to increase by around 35,000 to 45,000 jobs between 2012 and 2027. Furthermore, it notes that the Islington Employment Study 2008 projected that just over 50% of these jobs will be provided within B-use floorspace. Paragraph 3.4.4 states that

'The CAZ is expected to continue to be the most attractive location for increases in B-use floorspace, accounting for around 75% of total growth. In terms of the Key Areas identified in the Spatial Strategy, Bunhill and Clerkenwell is expected to account for around 70% of the borough's new B-use floorspace'.

- 14.12 The Islington Employment Land Study (2016) notes at paragraphs 7.3.1-7.3.2 that:

‘One consequence of the recent rapid growth in office employment in London is that vacancy rates are currently low. A vacancy rate of 8% is generally considered to be an optimal one, and the London Office Policy Review 2012 advises boroughs to factor in this level of vacancy in terms of planning for future supply. This permits the market to function with an appropriate degree of choice or churn without applying significant upward or downward pressure on rents.

Where existing vacancy rates are below 8% then additional supply should be added to the forecast to account for this shortfall. At 2014, the base date for our forecasts, the estimated vacancy rate in Islington’s CAZ area was almost 4%.’

14.13 The Study further notes at paragraph 7.8.1 that:

‘For the period 2014-2036, employment as a whole in Islington is projected to increase by 50,500. Continued high levels of growth are projected for the future. Islington is forecast to have high levels of employment growth in the types of professional and technical services sectors that generate demand for office space. The London Office Policy Review 2012 had a guideline figure of 433,000 sq m over the period 2011-2036, and our revised forecasts come out with broadly the same figure. Once we have adjusted for the current low vacancy rate our forecasts in total give a planning target of 400,000 sq m of office floorspace for the period 2014-2036 to meet forecast demand and allowance of an 8% vacancy factor.’

14.14 Against the backdrop of an identified requirement to deliver new office floorspace Islington Council’s Annual Monitoring Reports (AMR) have identified consistent net losses in office floorspace over recent years as follows:

Reporting Period	Net loss Class B1(a) floorspace (m²)
1 April 2011 – 31 March 2012	4,630
1 April 2012 – 31 March 2013	7,923
1 April 2013 – 31 March 2014	7,705
1 April 2014 – 31 March 2015	15,635

14.15 The application is accompanied by a Market Demand Analysis which identifies that in May 2017 approximately 33,000m² of B1(a) floorspace was vacant and available in the EC1V postcode within which the site lies. The analysis also identified the following:

- The area has a vacancy rate of 4.8%, significantly lower than the optimal rate of 8% and the current vacancy rate of 5.7% found in the City as a whole;
- The market within this area is characterised by small units, with 87.5% of available units being less than 1,500m² in size - this presents little potential opportunity for large office occupiers to take space in this area;
- The quality of the office floorspace available is also limited with only two of the current 24 available units in the area being considered to provide good quality space;

- Historically, this area primarily provided floorspace for creative and ‘tech’ companies, with such companies taking 45% of total floorspace in 2006, whilst in 2017, this has reduced to 14% showing that the occupier market is becoming much more diverse and attractive;
- Across Central London active demand for space stands at circa 595,000m² - it is estimated that there is around 32,000m² of demand from office occupiers in the EC1V market.

14.16 It is therefore the case that, in land use terms, the policy framework along with the available evidence base provides a very strong justification for the provision of new, high quality office floorspace on the application site.

Requirement for mix of uses in the CAZ – planning policy

14.17 Policy 4.3 of the London Plan states that ‘Within the Central Activities Zone...increases in office floorspace...should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies within this plan’.

14.18 Core Strategy Policy CS12(B) makes clear that proposed development which results in the reduction of land supply for conventional housing will be refused.

14.19 Policy BC8 of the Finsbury Local Plan is concerned with achieving a balanced mix of uses and states, inter alia, that:

‘A. Within the Employment Priority Areas (General and Offices) designated on the Policies Map and shown on Figure 16:

- ii. Proposals should incorporate the maximum amount of business floorspace reasonably possible on the site.

B. Within the Employment Priority Area (General) designated on the Policies Map and shown on Figure 16, the employment floorspace component of a development or change of use proposal should not be unfettered commercial office (B1(a)) uses, but, where appropriate, must also include retail or leisure uses at ground floor, alongside:

- i. A proportion of non-B1(a) business or business related floorspace (e.g. light industrial workshops, galleries and exhibition space), and/or
- ii. Office (B1(a)) or retail (A1) floorspace that may be suitable for accommodation by micro and small enterprises by virtue of its design, size or management, and/or
- iii. Affordable workspace, to be managed for the benefit of occupants whose needs are not met by the market.

For proposals in excess of 10,000m² gross employment floorspace, the proportion of micro, small and/or affordable workspace or retail space to be provided should be equivalent to at least 5% of the total amount of proposed employment floorspace.

D. Throughout the area, major development proposals that would result in a net increase in office floorspace should also incorporate housing, consistent with London Plan Policy 4.3. Where housing comprises less than 20% of the total net increase in office floorspace, an equivalent contribution will be sought for the provision of housing off-site.

I. New business floorspace must be designed to allow for future flexibility for a range of uses, including future subdivision and/or amalgamation for a range of business accommodation; and should provide full separation of business and residential floorspace where forming part of a mixed use residential development.'

14.20 Policy DM5.1 is concerned with New Business Floorspace and states, inter alia, that:

'E. Within the Central Activities Zone (CAZ) major development proposals that would result in a net increase in office floorspace should also incorporate housing, consistent with London Plan Policy 4.3. Where housing comprises less than 20% of the total net increase in office floorspace, an equivalent contribution will be sought for the provision of housing off-site.

F. New business floorspace must be designed to:

i) allow for future flexibility for a range of uses, including future subdivision and / or amalgamation for a range of business accommodation, particularly for small businesses...'

14.21 The subtext at paragraphs 5.9-5.10 states, inter alia, that:

'London Plan Policy 4.3 states that, within the CAZ, strategically important office developments should provide for a mix of uses, including housing. Policy DM5.1 quantifies this requirement by stating that major development proposals which would result in a net increase of office floorspace should also incorporate housing; and that the total amount of housing floorspace should be equivalent to at least 20% of the total net increase in office floorspace...Where it is not appropriate for housing to be provided on site, an equivalent financial contribution will be sought for the development of affordable housing off-site by the council. This will be determined based on the number of additional housing units that would be required on-site to achieve a genuine mixed use development...'

14.22 The proposal does not include housing or ground floor retail or leisure uses and would therefore fail to meet the requirements of Policies CS12, DM5.1 and BC8 and London Plan Policy 4.3. This matter is considered in the assessment of the proposed land use below.

Affordable Workspace - planning policy

14.23 Policy 2.7 of the London Plan identifies that the Mayor and boroughs should manage and improve the stock of industrial capacity to meet both strategic and local needs, including those of small and medium size enterprises, start-ups and businesses

requiring more affordable workspace, including flexible, hybrid office/industrial premises.

14.24 Policy BC8 of the Finsbury Local Plan is detailed above and requires the provision of 5% of the uplift in office floorspace to be provided as affordable workspace. The policy indicates that the workspace can be provided as micro, small and/or affordable workspace.

14.25 The subtext at to Policy BC8 at paragraph 11.1.5 advises that, 'Micro and small workspaces are considered to be workspaces in business use (B use classes) with a gross internal floor area of around 90m² (gross) or less and which will be offered to occupants on favourable and flexible terms.'

14.26 Policy DM5.4 of the Council's Development Management Policies Document is concerned with the size and affordability of workspace and states, inter alia, that:

'A. Within Employment Growth Areas and Town Centres, major development proposals for employment floorspace must incorporate an appropriate amount of affordable workspace and/or workspace suitable for occupation by micro and small enterprises.

C. Where workspace is to be provided for small or micro enterprises, but is not within physically separate units, the applicant will be required to demonstrate that the floorspace will meet the needs of small or micro enterprises through its design, management and/or potential lease terms.'

14.27 Paragraphs 5.27-5.28 state, inter alia, that:

'The design of workspace for small or micro enterprises will vary, depending on the end occupier or sector. In general; however, applicants should demonstrate that workspace for small/micro enterprises incorporates:

- a basic, but good quality fit-out, which incorporates servicing to all areas of workspace;
- flexible internal arrangements that permit a number of different internal work areas to be accessed from shared spaces;
- good standards of internal sound insulation;
- a range of shared spaces and facilities, such as communal breakout space, kitchen areas, bike storage and goods lifts; and external space reserved for loading/unloading.'

14.28 The applicant proposes 207m² (5.1% of the total floor space) of small/micro workspaces in accordance with policies BC8 and DM5.4.

14.29 The applicant has advised that viability considerations informed the decision to provide small/micro units rather than affordable workspace. The application site is a cleared site and accordingly there is no existing floorspace on the site to discount against the proposed floorspace in calculating the Mayoral Crossrail levy and Islington Community Infrastructure Levy (CIL). The scheme gives rise to a requirement for a Mayoral CIL payment of £261,524.66, a Crossrail contribution of

£305,475.34 and an Islington CIL payment of £390,426.78 as well as a payment in lieu of on-site affordable housing of £648,000. Furthermore, the applicant proposes to connect to the Bunhill District Energy Network in accordance with Policy DM7.3, which is understood to be more expensive than alternative options. As noted above, the provision of micro/small workspaces is policy compliant.

Land use assessment

Office floorspace

- 14.30 As noted above, the policy framework and available evidence base provides very strong support for the delivery of new office floorspace and employment growth in this location. The proposal would result in the delivery of 4,050m² new office floorspace to contribute towards meeting an identified need, with corresponding economic and employment benefits, and is welcomed.

Lack of on-site housing

- 14.31 The proposed development does not include residential floorspace. An alternative mixed-use scheme featuring four residential units on the 6th floor is detailed within the Design and Access Statement which accompanied the planning application. The details of the alternative scheme demonstrate that the provision of 20% of the GIA as residential floorspace would result in a less efficient scheme due to the requirement for a separate residential entrance, lobby, core, refuse and cycle storage which would result in a corresponding reduction in business floorspace. It is therefore proposed to make a £648,000 financial contribution in lieu of on-site housing. It is noted that if housing were proposed on-site it would not give rise to a requirement for on-site affordable housing as it would be below the 10 unit threshold indicated in Policy CS12. In this alternative scenario a financial contribution of £240,000 would be sought in accordance with the Affordable Housing Small Sites Contribution SPG, which is significantly lower than the £648,000 which would be secured under the application proposal.
- 14.32 In view of the fact that the applicant has demonstrated that a mixed use scheme would undermine the efficiency and functionality of the building, and given the evidence base and policies which lend strong support for the delivery of new office floorspace in this location, it is considered that there is sufficient justification in this instance to accept a payment in lieu of on-site housing.

Lack of ground floor retail or leisure use

- 14.33 Policy BC8(B) requires that new development of employment floorspace should include retail or leisure floorspace at ground floor level. The provision of retail or leisure floorspace would be at the expense of office floorspace, for which there is a demonstrably strong demand in this location. Gee Street is not located within a designated Town Centre or Shopping Frontages where retail and leisure uses are focused. Gee Street has the characteristics of a secondary street in the context of the surrounding area and does not feature any other examples of retail or leisure uses at ground floor level. Accordingly, the introduction of an active commercial retail or leisure use at ground floor level is considered out of keeping with the established character of Gee Street. The applicant also notes that the viability and long term success of such a unit is of question given its isolation from other similar uses and relative absence of significant footfall which helps sustain such uses, and this point is acknowledged. Accordingly, it is considered that there is sufficient justification in this instance to provide unfettered office floorspace within the proposed block.

Loss of car park

- 14.34 The scheme involves the loss of the existing car park. Core Strategy Policy CS10(H) seeks to minimise Islington's contribution to climate change by 'encouraging sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free.'
- 14.35 Development Management Policies policy DM8.5(E) states that 'proposals for the redevelopment of existing car parks for a different use shall be subject to the car-free restriction within this policy and the Core Strategy.' The proposed loss of existing parking is in keeping with the borough's car free strategy and is supported.

Relocation of substation

- 14.36 The existing substation detracts from the appearance of the street scene and its relocation to Harella House is considered beneficial in character terms.

Design & Appearance

- 14.37 The National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 14.38 London Plan Policy 7.4 is concerned with Local Character and states, inter alia, that:
- 'Buildings, streets and open spaces should provide a high quality design response that:
- a) has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass
 - b) contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
 - c) is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
 - d) allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area is informed by the surrounding historic environment.'

- 14.39 London Plan Policy 7.6 is concerned with architecture and states, inter alia, that:

'Buildings and structures should:

- a) be of the highest architectural quality
- b) be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm
- c) comprise details and materials that complement, not necessarily replicate, the local architectural character
- d) not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.

- e) incorporate best practice in resource management and climate change mitigation and adaptation
- f) provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces
- g) be adaptable to different activities and land uses, particularly at ground level
- h) meet the principles of inclusive design
- i) optimise the potential of sites.'

14.40 Policy DM2.1 (Design) requires all forms of development to be of a high quality, to incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Development which fails to take the opportunities available for improving the character and quality of an area and the way that it functions will not be supported.

Height of block

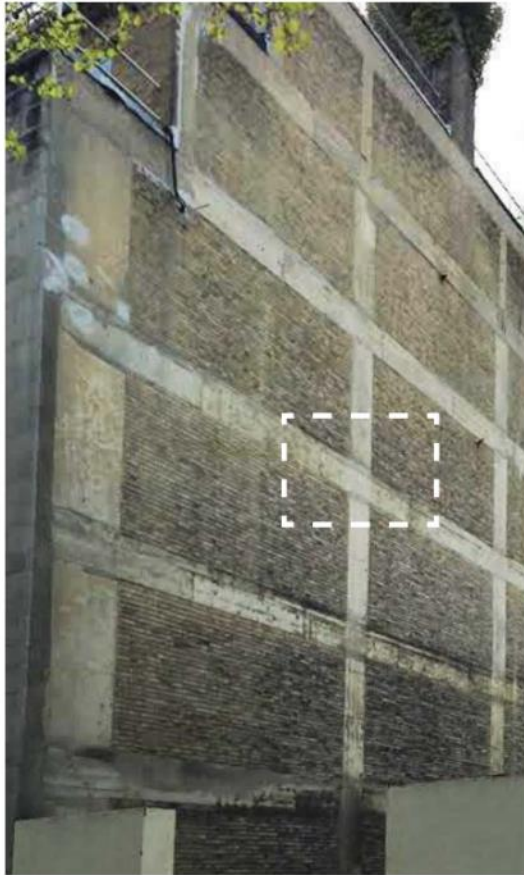
14.41 In terms of the context of the site, Harella House immediately to the west is 5 storeys high. 100-102 Goswell Road on the opposite side of Gee Street to the north is 5 storeys high whilst the adjoining 15-27 Gee Street is 6 storeys high. To the south of the site is the 27 Old Street which comprises a five storey frontage building and a 3 storey building to the rear which adjoins the south-east boundary of the application site. The adjoining Morelands complex comprises a 5 storey frontage building and a 6 storey building to the rear which adjoins the southern boundary of the application site. The buildings fronting Old Street effectively prevent views of the proposed new building from the south and southwest. The Stafford Cripps Estate to the east of the site comprises three 12 storey blocks and it is noted that these buildings benefit from a spacious landscaped setting.

14.42 In view of the context of the application site, the seven storey height of the proposed building is not considered excessive or to result in a building which is overly prominent, and is therefore considered acceptable.

Eastern facade

14.43 The principal elevations of the building visible from Gee Street would be the eastern facade and the front elevation facing onto Gee Street. The eastern facade is inspired by the gridded exposed party walls found in the locality and is composed of regular gridded brick bays and glazing.

Gridded exposed party walls in the locality



Gee Street, Clerkenwell



Kiffen Street, Shoreditch

Existing eastern elevation



Proposed eastern elevation



- 14.44 The eastern elevation will feature three shades of dusky pink brickwork laid in a running bond, lightening in colour to the upper floors. The design has been articulated and textured by varying the depth of the brick bays on the elevation, which creates shadows on the upper levels and reveals the chamfer of the façade frame. This approach is intended to present subtle shifts in the façade geometry and form and to create refinement and relief.

Variation in colour and varying depth of brick bays on the east elevation



- 14.45 When looking from the east to the west along Gee Street the proposed new building would appear quite prominent. The visual impact of the eastern elevation is moderated through the deeper reveals and setbacks in the elevation to the upper levels. It is considered that the pattern and rhythm of the bays on the east elevation is successful in breaking up its visual mass. The elevational treatment and use of materials on the eastern elevation is supported in design terms.

Northern facade

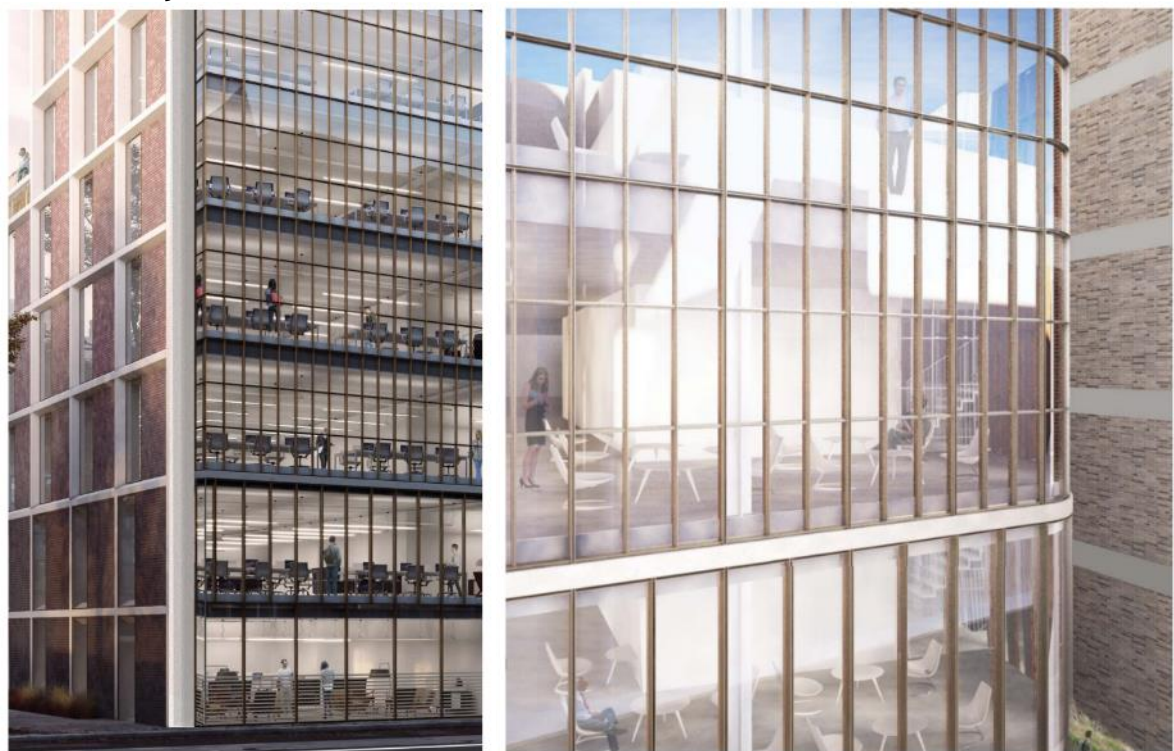
- 14.46 The proposed north elevation of the facade including where it turns into the courtyard space is a composed of glass and metal. The proportions and detailing of the facade are inspired by the industrial past of the surrounding area and by a number of old factory and warehouse style buildings in the area which feature crittal windows.

Crittall windows in the locality



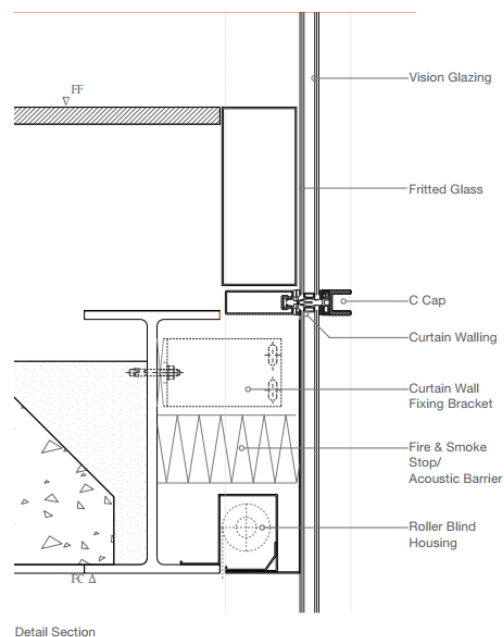
14.47 The northern façade will feature a curtain walling system which would appear as crittal window style glazing.

Northern façade elevational treatment



14.48 The application is accompanied by a detailed design for the curtain walling bespoke cap system. This responds to the comments from the DRP regarding potential technical constraints associated with the curtain walling system and its detailed appearance. The submission of this detailed design information is considered to satisfactorily address the DRP comments in this regard.

Curtain walling bespoke cap system – Detail section



- 14.49 The glazing would be set back to form a small courtyard where the proposed building adjoins Harella House and is inspired by examples of similar features in the locality. This approach is intended to integrate the proposed building with Harella House and allows the existing party wall to be seen and contribute positively to the entrance space. There would be a horizontal precast concrete profile at second floor level of the proposed building at a similar level to a horizontal band on Harella House and this is intended to provide a subtle connection between two buildings. It is considered that the design approach would provide a suitable interface between the eastern end of Harella House and the proposed office building.

Courtyard entrance and interface with Harella House



Views from the west

- 14.50 In views of Gee Street from the west, much of the proposal would be screened by Harella House.

Existing view from the west on Goswell Street



Proposed view from the west on Goswell Street



Conclusion

- 14.51 It is considered that there is a strong rationale and justification for the proposed design approach which has been informed by the architectural and historic context of the site. The height and massing of the proposed building is considered appropriate and the treatment of the eastern elevation is successful in mitigating against any impression of bulk. The treatment of the northern elevation in particular is considered to represent a high quality design approach. The proposed building has been carefully considered in architectural terms and represents a high quality of detailed architectural design.

Accessibility

- 14.52 London Plan Policy 7.2 states that development should achieve the highest standards of accessible and inclusive design, ensuring that developments can be used safely, easily and with dignity by all regardless of disability, age gender ethnicity or economic circumstances.
- 14.53 The Council's Accessibility Officer observed that the proposed development did not include mobility scooter parking/charging points, accessible cycle parking and accessible shower facilities. The applicant has submitted an amended ground floor plan which satisfactorily addresses these matters. The proposed development is considered acceptable in terms of accessibility.

Neighbouring Amenity

- 14.54 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. London Plan policy 7.6 identifies that buildings should not cause unacceptable harm to the amenity of in particular, residential buildings in respect of matters including privacy and overshadowing. Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook.
- 14.55 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 14.56 Daylight: the BRE Guidelines stipulate that there should be no real noticeable loss of daylight provided that either:

The Vertical Sky Component (VSC) as measured at the centre point of a window is greater than 27%; or the VSC is not reduced by greater than 20% of its original value. (Skylight); or

The area of the working plane in a room which can receive direct skylight is not reduced to less than 0.8 times its former value. (No Sky Line / Daylight Distribution).

- 14.57 The No Sky-Line or Daylight Distribution contour shows the extent of light penetration into a room at working plane level, 850mm above floor level. If a substantial part of the room falls behind the no sky-line contour, the distribution of light within the room may be considered to be poor.
- 14.58 Average Daylight Factor (ADF) is another daylight measurement which requires 1% for a bedroom, 1.5% for a living room and 2% for a family kitchen. In cases where one room serves more than one purpose, the minimum ADF should be that for the room type with the higher value. It should be noted that this test is normally applicable to proposed residential units, but in some cases is used as supplementary information (rather than key assessment criteria) to provide a clearer picture regarding impacts upon existing properties.
- 14.59 Sunlight: the BRE Guidelines confirm that windows which do not enjoy an orientation within 90 degrees of due south do not warrant assessment. For those windows that do warrant assessment, it is considered that there would be no real noticeable loss of sunlight where:
- In 1 year the centre point of the assessed window receives more than 1 quarter (25%) of annual probable sunlight hours (APSH), including at least 5% of Annual Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March – being winter; and less than 0.8 of its former hours during either period.*
- In cases where these requirements are breached there will still be no real noticeable loss of sunlight where the reduction in sunlight received over the whole year is no greater than 4% of annual probable sunlight hours.*
- 14.60 Where these guidelines are exceeded then daylighting and/or sunlighting may be adversely affected. The BRE Guidelines provides numerical guidelines, the document though emphasizes that advice given here is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design. In special circumstances the developer or planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings.
- 14.61 The application site is located within an accessible location, where the potential of sites and density should, according to policy, be maximised where possible. Urban design considerations are also important when applying the guidance quoted above.
- 14.62 It is noted that the BRE Guidelines are predicated upon a suburban development model and the 'ideal' baseline target values they set out are based upon a suburban situation i.e. the level of light that would be expected in a situation with two storey dwellings facing one another across a reasonable width road.
- 14.63 The Mayor of London's Housing SPD is primarily concerned with the impacts of new residential development but can be considered more generally relevant in stating at paragraphs 1.3.45-46 that:

'Policy 7.6Bd requires new development to avoid causing 'unacceptable harm' to the amenity of surrounding land and buildings, particularly in relation to privacy and overshadowing and where tall buildings are proposed. An appropriate degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.

The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm.'


14.64 The following 4 properties contain residential dwellings which need to be assessed in terms of daylight/sunlight impacts:


- 1-60 Parmoor Court;
- Upper Floors of 86 Goswell Road;
- 100-102 Goswell Road;
- 3 Upper Floors of 15-27 Gee Street.

14.65 The assessment demonstrates that all of the rooms within 100-102 Goswell Road will experience no transgression beyond the BRE Recommendations in relation to any loss of daylight and sunlight.

14.66 The following table identifies all cases where there will be a loss of daylight which exceeds the BRE recommendations in terms of the VSC or the NSL method of assessment. As noted above, the BRE Guidelines indicate that there would only be a real noticeable loss of daylight in cases where there the loss would exceed the recommendations under both the VSC and the NSL method of assessment.

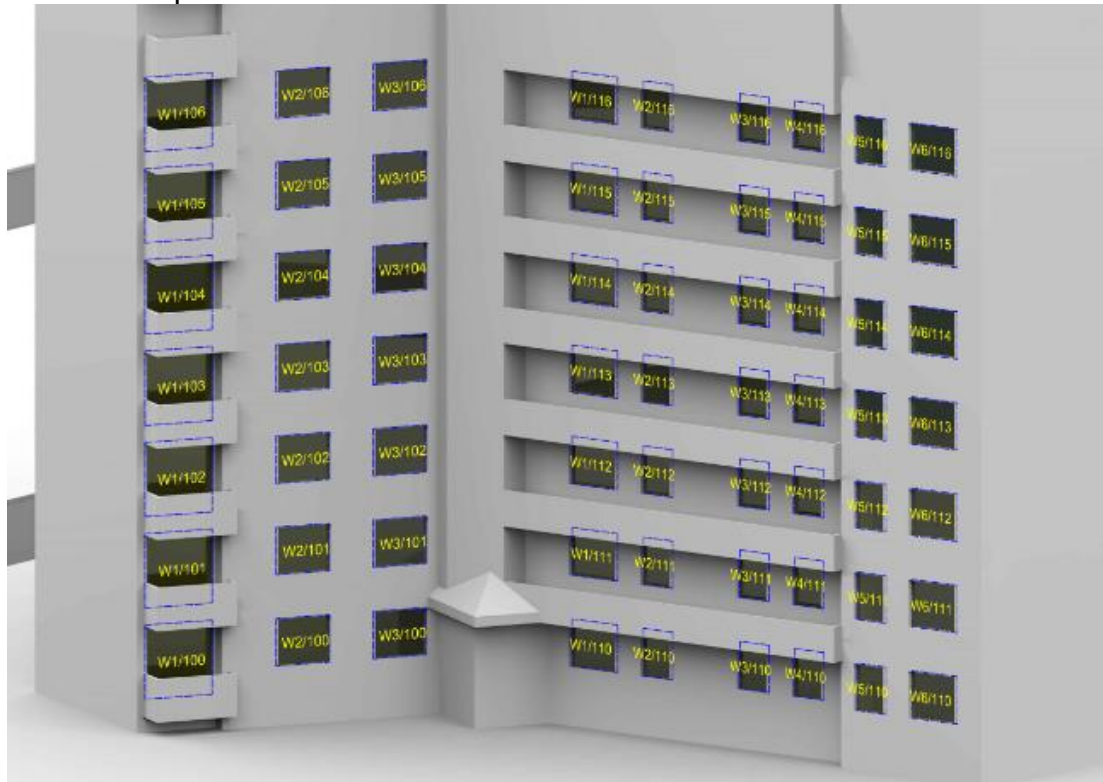
Daylight losses in excess of BRE recommendations (indicated in **bold**)

 Achieves compliance with BRE Guidelines for one method of assessment – no real noticeable loss of daylight

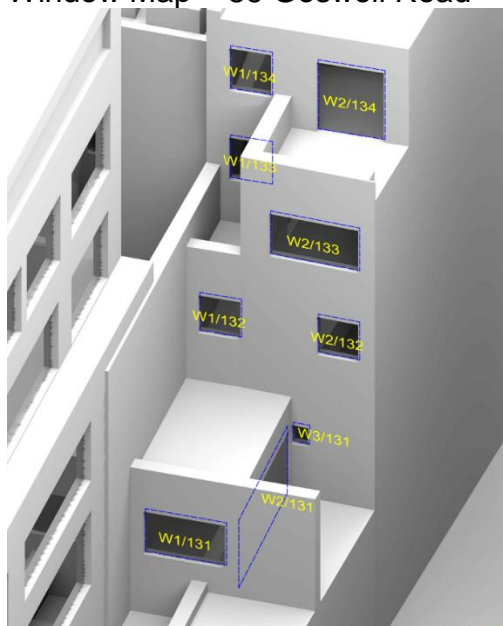
 Does not achieve compliance with BRE Guidelines for either VSC or NSL – noticeable loss of daylight

		Vertical Sky Component			No Sky Line (Daylight Distribution)			
Room / Window	Room use	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Whole room m ²	Previous m ²	Proposed m ²	Factor of former value (target: 0.8)
1-60 Parmoor Court								
R1/100 W1	Living Room	21.69	17.15	0.79	8.0	7.8	7.6	0.97
R1/110 W1	Kitchen	22.22	16.21	0.73	8.9	8.6	5.0	0.58
R3/110 W3	Bedroom	23.45	17.84	0.76	5.4	5.2	3.0	0.58
R4/110 W4	Bedroom	22.39	17.29	0.77	5.5	5.1	3.1	0.61
R6/110 W6	Kitchen	21.89	17.99	0.82	11.1	8.8	5.1	0.58
R2/111 W2	Kitchen	25.30	19.44	0.77	6.0	5.9	3.8	0.66
R3/111 W3	Bedroom	25.38	20.06	0.79	5.4	5.2	3.5	0.67
R4/111 W4	Bedroom	24.34	19.47	0.8	5.5	5.2	3.7	0.71
R6/111 W6	Kitchen	24.20	20.37	0.84	11.1	9.5	5.9	0.62
R2/112 W2	Kitchen	27.08	21.66	0.8	6.0	5.9	4.6	0.79
R6/112 W6	Kitchen	26.60	22.90	0.86	11.1	9.7	6.8	0.70
86 Goswell Road								
R1/131 W1	Unknown	11.20	7.91	0.71	33.0	15.2	7.8	0.51
R2/132 W2	Unknown	11.70	10.82	0.94	11.7	8.4	5.1	0.60
15-27 Gee Street								
R2/173 W2	Unknown	29.50	16.38	0.55	30.6	30.6	28.3	0.93
R3/173 W3	Unknown	29.45	21.37	0.73	32.0	32.0	0.0	1.0
R1/174 W2	Unknown	32.54	21.33	0.66	21.5	21.5	0.0	1.0
R1/174 W3	Unknown	32.41	23.86	0.74				

Window Map – 1-60 Parmoor Court



Window Map – 86 Goswell Road



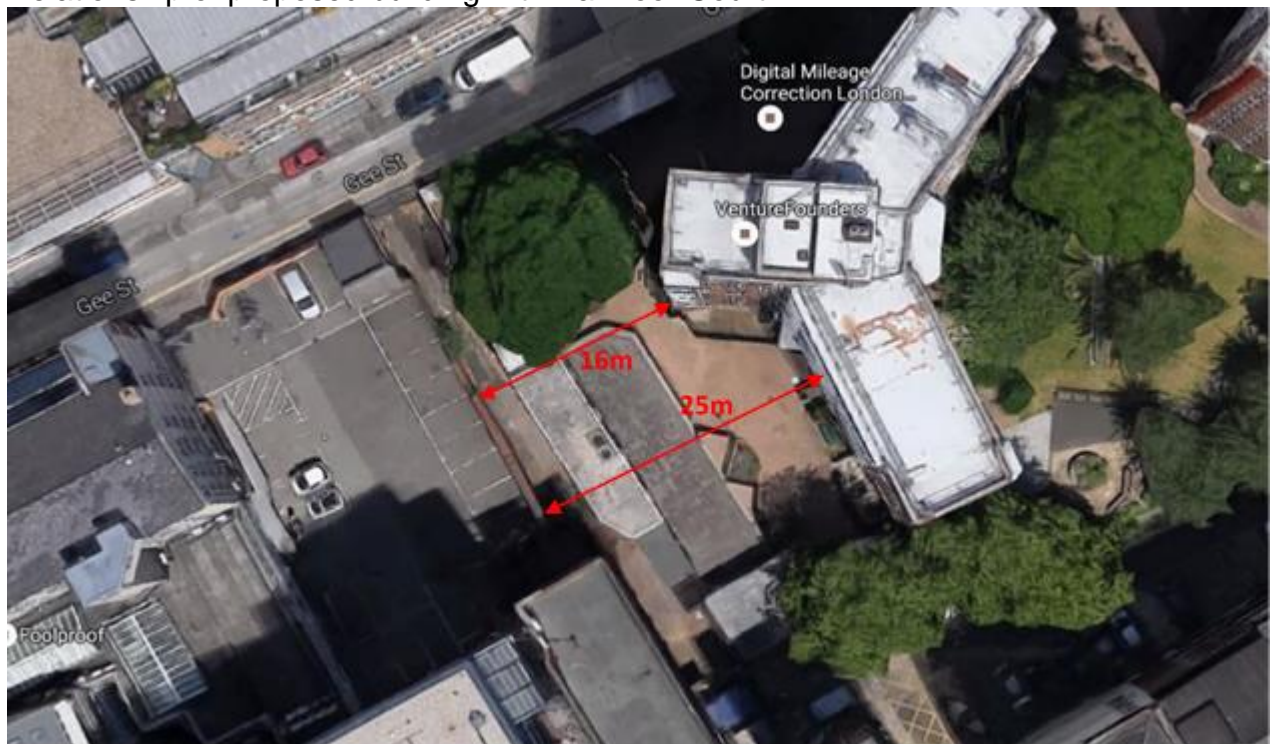
- 14.67 Two kitchens and three bedrooms at 1-60 Parmoor Court would experience a reduction in VSC and NSL in excess of the BRE recommendations. It is noted that the reduction in VSC for these units is not significantly in excess of the 20% reduction considered acceptable within the BRE Guidelines. It is also noted that the retained VSC levels are reasonable for dwellings in a built up urban context. The reductions in daylight distribution for these rooms is considered acceptable in view of the VSC results.

- 14.68 One window at 86 Goswell Road will experience a 29% reduction in VSC and a 49% reduction in daylight distribution. The report notes that this window is located directly adjacent to Moorlands and is therefore subject to a lower existing VSC level and therefore a 3.4% reduction reflects disproportionately as a percentage reduction.
- 14.69 Four windows serving 15-27 Gee Street will experience notable reductions in VSC but limited or nil reductions in NSL due to the size of the windows. The VSC test takes a calculation point from the centre of the window and therefore does not take into account the size of the window (which in this case are wide) whilst the NSL test considers the size of the window and the overall distribution of daylight within the room.
- 14.70 Only one room relevant for sunlight assessment would experience a transgression beyond the BRE Guidelines in terms of sunlight. Room R4/110 W4 located on the ground floor of 1-60 Parmoor Court would receive 23% APSH which is 2% below BRE Guidance and in view of the urban context is considered reasonable.
- 14.71 In view of the densely built up urban context of the site and given the above considerations it is considered that the daylight and sunlight impacts of the proposal would not be unduly harmful in planning terms.
- 14.72 An objection has been received from a resident of Parmoor Court that an assessment of the daylight and sunlight impact upon rooms to the 7th floor and above has not been carried out. On the basis that the impact to the lower floors is considered acceptable, and given that there will be less impact to the rooms at higher levels, it is not considered necessary to assess these rooms.
- 14.73 Overlooking / Privacy: The subtext to Policy DM2.1 at paragraph 2.14 sets out guidance to be applied in assessing overlooking of existing residential properties from new residential development. The proposed development will provide office floorspace which will generally be unoccupied at times when residential dwellings may be most intensively occupied, and accordingly the guidance is not directly applicable. The policy subtext can nevertheless offer a helpful guideline and it states that:
- ‘To protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’.
- 14.74 In the application of the above guidance it should be acknowledged that the nature of views between rooms can vary. For instance, where the views between rooms are oblique as a result of angles or height difference between windows, there may be no harm.
- 14.75 The proposal is considered acceptable in terms of overlooking of nearby office buildings to the south and west. There are residential units to the upper floors of 86 and 100-102 Goswell Road. However, these units are located approximately 30m

from the proposed building and this is considered to be a sufficient distance to ensure that there will be no unduly harmful overlooking.

- 14.76 There are residential units to the upper floors of 15-27 Gee Street. However, any overlooking of these flats will occur across a public highway and would therefore not constitute an unacceptable loss of privacy.
- 14.77 The proposed eastern elevation of the proposed office building would have windows facing directly towards residential units within Parmoor Court. These flats are approximately 25m from the proposed building, which is considered a sufficient distance to ensure that no unduly harmful overlooking would occur. The north-western arm of Parmoor Court includes flats which have a south-westerly outlook towards the proposed building, albeit at an oblique angle. There are two windows and a balcony served by doors on each floor. The windows are located more than 18m from the site whilst the balconies are approximately 16m from the site. In view of the distance from the proposed building and the oblique angle of the balcony doors as well as the non-residential use of the proposed development it is considered that no unduly harmful loss of privacy will occur within the accommodation served by these doors.

Relationship of proposed building with Parmoor Court



Outlook / Sense of Enclosure: The impact of a development on outlook can be considered a material planning consideration if there is an undue sense of enclosure for neighbouring residential properties. There are no established guidelines for what is acceptable or unacceptable in this regard, with any assessment subjective as opposed to empirical with key factors in this assessment being the local context and arrangement of buildings and uses.

- 14.78 In view of the siting of the building in relation to neighbouring residential properties it is considered that the proposed development would not result in any unduly harmful loss of outlook or visual impact.
- 14.79 Construction Impacts: In the interest of protecting neighbouring residential amenity during the construction phase of the development (having regard to impacts such as noise and dust) the applicant is required to comply with the Council's Code of Construction Practice. Compliance would need to be secured as part of a section 106 agreement together with a payment towards the monitoring of the site to ensure its neighbourliness. This payment is considered be an acceptable level of contribution having regard to the scale of the development, the proximity of other properties, and likely duration of the construction project. The submission of a method statement for the construction phase and a construction logistics plan would also be required.
- 14.80 The Council's Environmental Health (Pollution) Officer has recommended that a Construction Environmental Management Plan (CEMP) is secured by condition (No. 4), in particular to ensure that a satisfactory acoustic environment is maintained for hearings and procedures at the nearby Clerkenwell and Shoreditch County Court on Gee Street. The CEMP would also be required to address other environmental impacts including (but not limited to) air quality (including dust), smoke and odour, vibration and TV reception.
- 14.81 Noise: The application is accompanied by a Noise Report which sets out suitable noise level limits for plant installed as part of the proposed development.
- 14.82 The Council's Environmental Health (Pollution) Officer has raised no objections to the proposal subject to a condition restricting plant noise levels.
- 14.83 Air Quality: Policy 7.14 of the London Plan states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs)). Policy DM6.1 of the Development Management Policies document requires that development should not cause significant harm to air quality, cumulatively or individually.
- 14.84 The application is accompanied by an Air Quality Report which advises that good practice measures will ensure any impact on air quality from construction activity will be reduced to an acceptable level. The Report further advises that, based upon the air quality assessment carried out, there will be no requirement for air quality mitigation measures during the operational stage of the development.
- 14.85 The Council's Environmental Health (Pollution) Officer does not accept the Report's recommendation that air quality mitigation measures would not be required for the operational stage of the development as the site is predicted to exceed annual mean nitrogen dioxide objective levels. Accordingly, it is recommended that measures to minimise future occupier's exposure to air pollution is secured by condition 9No. ??).
- 14.86 Subject to the above recommended conditions the proposal is considered acceptable in terms of air quality.

Sustainability, Energy Efficiency and Renewable Energy

- 14.87 London Plan Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent (below 1990 levels) by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 14.88 Core Strategy Policy CS10 requires it to be demonstrated that new development has been designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO₂ emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO₂ emissions should be offset through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.

BE LEAN

Energy efficiency standards

- 14.89 The Council's Environmental Design SPD states 'The highest possible standards of thermal insulation and air tightness and energy efficient lighting should be specified'. 'U values' are a measure of heat loss from a building and a low value indicates good insulation. The proposed U-values for the development are: external walls = 0.20w/m²k, roof = 0.13w/m²k, floors = 0.20 w/m²k and glazing = 1.5w/m²k. These U-values are generally consistent with the values suggested in the Council's SPD. The air permeability would be 3m³/m²/hr.
- 14.90 LED lighting with occupancy and daylight sensor control systems are proposed and these measures are supported.
- 14.91 The Council's Energy Conservation Officer notes that the development falls short of the London and Islington carbon reduction targets. It is therefore recommended that additional improvements to the energy demand reduction measures are targeted in order to deliver further CO₂ reductions. At the time of writing a response was awaited from the applicant and an update will be provided at the committee meeting.

BE CLEAN

District heating

- 14.92 Policy DM7.3B requires that proposals for major developments within 500m of an existing or planned District Energy Network (DEN) should be accompanied by a feasibility assessment of connection to that network, to determine whether connection is reasonably possible.

- 14.93 The applicant proposes connection to the Bunhill Heat Network and this is welcomed and supported. The applicant has also confirmed that the scheme will be futureproofed for connection to the Network if connection is not currently feasible.

BE GREEN

Renewable energy technologies

- 14.94 The Energy Strategy indicates that photovoltaic arrays covering an area of 24m² would be provided on roof and which would produce an output of 3kWp and would deliver a saving of 1.47 tCO₂ per year. There is a very constrained area on the roof available for PV and it is not feasible to expand the area of the proposed system. The Council's Energy Conservation Officer has advised that, given that the development falls short of its emissions targets, the applicant should investigate the feasibility of increasing the output per area through greater panel efficiencies. At the time of writing a response was awaited from the applicant and an update will be provided at the committee meeting. Further details of renewable energy technologies will be secured by condition should planning permission be granted (condition 11).
- 14.95 The proposed development is expected to achieve a BREEAM rating of 'Excellent' with a score of 73.79% and this is supported (condition 5).
- 14.96 Carbon Emissions: Policy CS10A states that the promote zero carbon development by minimising on-site carbon dioxide emissions, promoting decentralised energy networks and by requiring development to offset all remaining CO₂ emissions associated with the building through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.
- 14.97 Paragraphs 2.0.8 – 2.0.10 detail the Council's energy hierarchy which should be followed in meeting the Council's CO₂ emissions reduction target. The final stage of the hierarchy requires developers to:

'...offset all remaining CO₂ emissions (Policy CS10) through a financial contribution, secured via a Section 106 agreement, towards measures which reduce CO₂ emissions from the existing building stock (e.g. through solid wall insulation of social housing). For all major developments the financial contribution shall be calculated based on an established price per tonne of CO₂ for Islington. The price per annual tonne of carbon is currently set at £920, based on analysis of the costs and carbon savings of retrofit measures suitable for properties in Islington.

The applicant proposes a reduction on regulated emissions of 27.5% compared to a 2013 baseline target, which falls short of the London Plan target of 35%. The development is predicted to achieve a reduction in total emissions of 12.2% compared to a 2013 Building Regulations Baseline, which falls short of the Islington requirement of 39%. The scheme therefore gives rise to a requirement for a carbon offset contribution of £137,825.

- 14.98 Overheating and Cooling: Policy DM7.5A requires developments to demonstrate that the proposed design has maximised passive design measures to control heat gain and deliver passive cooling, in order to avoid increased vulnerability against rising

temperatures whilst minimising energy intensive cooling. Part B of the policy supports this approach, stating that the use of mechanical cooling shall not be supported unless evidence is provided to demonstrate that passive design measures cannot deliver sufficient heat control. Part C of the policy requires applicants to demonstrate that overheating has been effectively addressed by meeting standards in the latest CIBSE (Chartered Institute of Building Service Engineers) guidance.

- 14.99 The applicant has provided evidence to demonstrate how the lower levels of the cooling hierarchy have been maximised and it is accepted that active cooling, provided via a centralised chiller plant, would be required within the development.
- 14.100 Sustainable Urban Drainage System (SUDS): Policy DM6.6 is concerned with flood prevention and requires that schemes must be designed to reduce surface water run-off to a 'greenfield rate', where feasible.
- 14.101 The proposed development will incorporate a 29m² storage tank underneath the building in order to achieve a discharge rate of 50 l/s/ha into the public sewer on Gee Street.
- 14.102 The Council's Sustainable Design Officer has reviewed the proposals and raises no objection subject to further details to be secured by condition. Thames Water raise no objections to the proposal in relation to foul or surface water drainage. It is recommended that the Sustainable Urban Drainage System proposals are secured by condition (No. 13).
- 14.103 Green Performance Plan: This would be secured through the Section 106 legal agreement.

Highways and Transportation

- 14.104 The site has a Public Transport Accessibility Level (PTAL) rating of 6a indicating excellent accessibility.
- 14.105 Cycle access and parking: Development Management Policy DM8.4 (Walking and cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. Appendix 6 of the Development Management Policies document details a requirement for cycle parking to be provided at a rate of 1 long stay space per 80m² (GIA) for office uses, which equates to a requirement for 50 cycle parking spaces.
- 14.106 Table 6.3 of the London Plan details a requirement for cycle parking to be provided at a rate of one long stay space per 90m² and one short stay space per 500m² for the first 5,000m² and one space per 5,000m² thereafter. London Plan standards therefore give rise to a requirement for 45 long stay and 8 short stay cycle parking spaces.
- 14.107 It is proposed to provide 51 secure, covered cycle parking spaces at ground floor level including 1 accessible cycle parking space, in accordance with Islington's requirements. Five showers and cycle lockers will also be provided.

- 14.108 Servicing, deliveries and refuse collection: The proposed development will be serviced from a single yellow line area opposite the site on Gee Street. The single yellow line area restricts the parking of cars (not loading vehicles) between 8.30am and 6.30pm.
- 14.109 A refuse and recycling store would be provided at ground floor level and during collections the bins would be wheeled through the bicycle store to the entrance courtyard area on Gee Street.
- 14.110 In order to ensure satisfactory delivery and servicing arrangements it is recommended that a Delivery and Servicing Plan (DSP) is secured by condition should planning permission be granted (condition No. 18).
- 14.111 The Council's Highways Officer has raised no objections to the proposed delivery, servicing and refuse collection arrangements.
- 14.112 Vehicle parking: Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. Development Management Policies policy DM8.5(E) states that 'proposals for the redevelopment of existing car parks for a different use shall be subject to the car-free restriction within this policy and the Core Strategy.' The proposed loss of existing parking is in keeping with the borough's car free strategy and is supported
- 14.113 Disabled car parking is not proposed on-site and it was agreed at pre-application stage that this could be justified in highway safety and townscape terms and the need to make efficient use of the site. The applicant has agreed to make a contribution of £14,000 towards the provision of accessible transport initiatives, to be secured through a Section 106 agreement.
- 14.114 The proposals involve the removal of the existing crossover used to access the car park and this will be carried out under a Section 278 agreement, to be secured under the Section 106 agreement.
- 14.115 Construction Management Plan and Construction Logistics Plan: The Transport Statement proposes measures to minimise the highways impacts of the proposed development during the construction period. It is recommended that a full Construction Management Plan and Construction Logistics Plan be secured by condition (No. 16) should planning permission be granted.
- 14.116 Travel Plan: The application is accompanied by a Framework Travel Plan which details proposals to promote sustainable travel amongst future occupiers of the building. It is recommended that a full Travel Plan be secured through the Section 106 legal agreement, should planning permission be granted.
- 14.117 The Council's Highways Officer has raised no objections to the proposal and the proposal is considered acceptable in highways terms.

Planning Obligations, Community Infrastructure Levy and local finance considerations

14.118 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

14.119 The Section 106 agreement would include the following agreed Heads of Terms:

- Contribution of £137,825 towards offsetting projected residual CO2 emissions of the development;
- The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required;
- Compliance with the Code of Employment and Training;
- Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI;
- Compliance with the Code of Local Procurement;
- Compliance with the Code of Construction Practice, including a monitoring fee of £4,050;
- Provision of 7 additional accessible parking bays or a contribution of £14,000 towards provision of on-street bays or other accessible transport initiatives;
- Submission of a Green Performance Plan and a post occupation Green Performance Plan;
- Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development;
- Submission of a final post occupation Green Performance Plan;
- Payment of Council's fees in preparing and monitoring the S106;
- Connection to the Bunhill Heat Network, or futureproofing for connection if it is not currently feasible;
- Provision of micro/small workspace;
- Payment towards employment and training of local residents of a commuted sum of £39,929;
- A contribution towards Crossrail of £567,000 (note: the Mayoral CIL liability is deducted from this sum);
- Contribution towards off-site housing of £648,000.

14.120 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

15. SUMMARY AND CONCLUSION

Summary

15.1 The 677m² site is located on the southern side of Gee Street and currently accommodates a car park along with an electricity sub-station. The site is located in a highly accessible location within the Central Activities Zone (CAZ) and within an Employment Priority Area (General).

- 15.2 It is proposed to relocate the existing substation to Harella House and erect a 7 storey office building (4,050m² GIA) fronting Gee Street with a courtyard adjacent to Harella House.
- 15.3 The policy framework along with the available evidence base provides a strong justification for the provision of new office floorspace in this location. The delivery of new offices on the site is therefore strongly supported.
- 15.4 There is a policy requirement for the delivery of on-site housing along with active, complementary uses at ground floor level. The applicant has satisfactorily demonstrated that a solely office scheme is appropriate in this instance. A payment in lieu of on-site housing of £648,000 is proposed.
- 15.5 207m² of ground floor office floorspace suitable for use by small and micro enterprises is proposed which represents 5.1% of the overall floor space and is in accordance with the Council's policy requirements.
- 15.6 The design approach is informed by the architectural and historic context of the site and the elevational treatment of the building features brickwork within a concrete, gridded frame and a glass and metal curtain walling system. It is considered that the proposed development represents a high quality of architecture and is supported in design terms.
- 15.7 The proposal is considered acceptable in terms of its impact upon the residential amenities of the occupants of nearby dwellings. Furthermore, the proposal is considered acceptable in relation to technical matters, subject to the recommended conditions.
- 15.8 The proposal would deliver flexible, high quality office accommodation in an area of high demand whilst enhancing the street scene and the character of the area. The proposal is considered acceptable in planning terms and it is recommended that planning permission be granted.

Conclusion

- 15.9 The proposal is considered to comply with local, regional and national planning policy and guidance. It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms as set out in Appendix 1–RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service.

1. Contribution of £137,825 towards offsetting projected residual CO2 emissions of the development;
2. The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required;
3. Compliance with the Code of Employment and Training;
4. Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI;
5. Compliance with the Code of Local Procurement;
6. Compliance with the Code of Construction Practice, including a monitoring fee of £4,050;
7. Provision of 7 additional accessible parking bays or a contribution of £14,000 towards provision of on-street bays or other accessible transport initiatives;
8. Submission of a Green Performance Plan and a post occupation Green Performance Plan;
9. Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development;
10. Submission of a final post occupation Green Performance Plan;
11. Payment of Council's fees in preparing and monitoring the S106;
12. Connection to the Bunhill Heat Network, or futureproofing for connection if it is not currently feasible;
13. Provision of micro/small workspace;
14. Payment towards employment and training of local residents of a commuted sum of £39,929;
15. A contribution towards Crossrail of £567,000;
16. Contribution towards off-site housing of £648,000.

That, should the **Section 106** Deed of Planning Obligation not be completed within 13 weeks / 16 weeks (for EIA development) from the date when the application was made valid, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

ALTERNATIVELY, should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure the heads of terms as set out in this report to Committee.

RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following:

List of Conditions:

1	Commencement (compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans: 13505 AP L00 01 100; 13505 AP LXX 01 141; 13505 E LXX 01 142; 13505 E LXX 01 151; 13505 E LXX 01 152; 13505 E LXX 01 001; 13505 AP L00 02 100; 13505 P L00 00 100 Rev. A; 13505 P L01 00 101; 13505 P L02 00 102; 13505 P L03 00 103; 13505 P L04 00 104; 13505 P L05 00 105 Rev. A; 13505 P L06 00 106; 13505 P L07 00 107 Rev. A; 13505 A LXX 04 141; 13505 A LXX 04 142; 13505 A LXX 04 143; 13505 A LXX 05 151; 13505 A LXX 05 152; Daylight and Sunlight Report prepared by Point 2 Surveyors (May 2017) - amended version received 21 September 2017; Noise Report prepared by Applied Acoustic Design (16 June 2017); Air Quality Assessment prepared by Resource and Environmental Consultants Ltd (May 2017); Design and Access Report prepared by Piercy and Company (June 2017) (as amended by revised page 48 submitted by email on 17 October 2017) ; Draft Construction Management Plan prepared by CBRE (April 2017); Drainage Strategy (DMag-1608-DrSt1) prepared by Davies Maguire (October 2016); Market Demand Analysis prepared by CBRE (June 2017); Planning Statement prepared by CBRE (August 2017); Sustainable Design and Construction Statement prepared by Elementa (19.10.2017); Draft Green Performance Plan prepared by Elementa (October 2017) Transport Statement prepared by Steer Davies Gleave (May 2017); Framework Travel Plan prepared by Steer Davies Gleave (May 2017).</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and Samples (Compliance and Details)
	Details and samples of the following facing materials shall be submitted to and approved in writing by the Local Planning Authority before the relevant part of

	<p>the works commence on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) Brickwork, bond and mortar courses; b) Window treatment (including glazing, sections and reveals); c) Doors; d) Curtain walling; e) Balustrades; f) Terraces; g) Green procurement plan for sourcing the proposed materials; h) Courtyard gate; i) Plant screen; j) Roofing materials; k) Updated Green Procurement Plan for sourcing the proposed materials; l) Any other materials to be used. <p>The Updated Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste.</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	<p>Construction Environmental Management Plan (Details)</p> <p>CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of residential and local amenity, and air quality.</p>
5	<p>BREEAM (Compliance)</p> <p>CONDITION: The commercial element of the development shall achieve a BREEAM rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
6	<p>Green/Brown Biodiversity Roofs (Details)</p> <p>CONDITION: Notwithstanding the roof plan indicated on drawing reference 13505-A-L07-00-107 details of a lightweight biodiversity (green/brown) roof</p>

	<p>shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site unless it is satisfactorily demonstrated that it is not feasible. The biodiversity (green/brown) roof(s) shall be:</p> <ul style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth to be agreed); and b) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum) unless it can be robustly demonstrated that this mix cannot be provided. <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
7	<p>Fixed Plant (Compliance)</p> <p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: In the interests of neighbouring residential amenity.</p>
8	<p>Piling Method Statement (Details)</p> <p>CONDITION: No impact piling shall take place until a piling method statement (detailing the type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure.</p>
9	<p>Energy Efficiency – CO2 Reduction (Compliance/Details)</p> <p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy which shall together provide for no less than an 12.2% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 as detailed within the Sustainability Statement shall be installed and operational prior to the first</p>

	<p>occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following shall be submitted prior to the commencement of the development:</p> <p>a) A revised Energy Strategy, which shall provide for no less than a 12.2% onsite total CO₂ reduction in comparison with total emissions from a building which complies with Building Regulations 2013. This shall include the details of any strategy needed to mitigate poor air quality (such as mechanical ventilation).</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
10	<p>Renewable Energy (Compliance)</p> <p>CONDITION: The energy efficiency measures/features and renewable energy technology (solar PV panels), which shall provide for no less than 1.94% on-site regulated CO₂ reduction as detailed within the 'Energy Strategy' shall be installed and operational prior to the first occupation of the development.</p> <p>Should, following further assessment, the approved renewable energy option be found to be no-longer suitable:</p> <p>a) a revised scheme of renewable energy provision, which shall provide for no less than 1.94% onsite regulated CO₂ reduction, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The final agreed scheme shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO₂ emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
11	<p>Solar Photovoltaic Panels (Details)</p> <p>CONDITION: Prior to the commencement of the development hereby approved, details of the proposed Solar Photovoltaic Panels at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - Location; - Area of panels; and - Design (including elevation plans).

	<p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development and to secure high quality design in the resultant development.</p>
12	Cycle Parking Provision (Compliance)
	<p>CONDITION: The long stay bicycle parking indicated on approved plan reference 13505-A-L00-00-100 Rev. A which shall provide no less than 50 long stay parking spaces and 1 accessible parking space shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
13	Sustainable Urban Drainage System (Compliance)
	<p>CONDITION: The development hereby permitted shall incorporate the Sustainable Urban Drainage Systems proposals detailed within the Drainage Strategy (DMag-1608-DrSt1 – October 2016) prepared by Davies Maguire unless otherwise agreed in writing by the Local Planning Authority. The drainage system will achieve a discharge rate of 50l/s/ha (or 3l/s based on site area). The drainage system shall be installed/operational prior to the first occupation of the development and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
14	Air Quality (Details)
	<p>CONDITION: Prior to the commencement of works on the development hereby permitted, a site report detailing steps to minimise the development's future occupiers' exposure to air pollution shall be submitted to and approved by the Local Planning Authority. The approved scheme is to be completed prior to occupation of the development and shall be permanently maintained thereafter.</p> <p>REASON: In order to ensure satisfactory air quality for future occupants of the development.</p>
15	Roof-top Plant and Lift Overrun
	<p>CONDITION: Details of any roof-top structures/enclosures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall include the location, height above roof level, specifications and cladding and shall relate to:</p> <ul style="list-style-type: none"> • roof-top plant; • ancillary enclosures/structure; and • lift overrun <p>The development shall be carried out strictly in accordance with the details so</p>

	<p>approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of good design and also to ensure that the Authority may be satisfied that any roof-top plant, ancillary enclosure/structure and/or the lift overruns do not have a harmful impact on the surrounding streetscene.</p>
16	<p>Construction Management Plan and Construction Logistics Plan (Details)</p>
	<p>CONDITION: No construction works shall take place unless and until a Construction Management Plan (CMP) and a Construction Logistics Plan (CLP) have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The reports shall assess the impacts during the construction phase of the development on surrounding streets, along with nearby residential amenity and other occupiers together with means of mitigating any identified impacts.</p> <p>The development shall be carried out strictly in accordance with the approved CMP and CLP throughout the construction period.</p> <p>REASON: In the interests of residential amenity, highway safety, and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
17	<p>Refuse/Recycling Provided (Compliance)</p>
	<p>CONDITION: The dedicated refuse / recycling enclosures shown on plan reference 13505-A-L00-00-100 Rev. A shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
18	<p>Delivery and Servicing Plan (Details)</p>
	<p>CONDITION: A Delivery and Servicing Plan (DSP) detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.</p>
19	<p>Cycle Lockers and Showers (Compliance)</p>
	<p>CONDITION: Unless otherwise approved in writing by the local planning authority, changing facilities and showers, including no less than 5 showers (including 1 accessible shower) and 19 lockers, shall be provided in accordance with the drawings reference 13505-A-L00-00-100 Rev. A hereby approved and maintained throughout the life of the building for the use of</p>

	<p>occupiers of the building.</p> <p>REASON: To make travel by bicycle more convenient in order to encourage greater use of bicycles by commuters.</p>
20	Retention of Current Architect (Compliance)
	<p>CONDITION: The current architect shall be retained for the design development phase of the project unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure continuity in the design approach and the standard of the appearance and construction of the development.</p>
21	Mobility Scooter Storage and Charging Facilities (Compliance)
	<p>CONDITION: The mobility scooter parking space with charging points indicated on plan reference 13505-A-L00-00-100 Rev. A shall be made available prior to first occupation of the building unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: In the interests of providing an accessible and inclusive development.</p>
22	Construction Method Statement (Details)
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until a Construction Method Statement (CMS) has been submitted to and approved in writing by the Local Planning Authority. The approved CMS shall accord with the Code of Construction Practice and be strictly adhered to throughout the construction period. The CMS shall cover:</p> <ul style="list-style-type: none"> i. the parking of vehicles of site operatives and visitors ii. loading and unloading of plant and materials iii. storage of plant and materials used in constructing the development iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate v. wheel washing facilities vi. measures to control the emission of dust and dirt during construction vii. a scheme for recycling/disposing of waste resulting from demolition and construction works. <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not adversely impact on neighbouring residential amenity due to its construction and operation.</p>
23	Roof terraces (Compliance)
	<p>CONDITION: The roof terraces of the development hereby approved shall not be used except between the hours of 09:00 and 19:00 Monday to Friday except in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>REASON: To ensure that the amenity of neighbouring residential properties is not adversely affected in accordance with policies 7.6 and 7.15 of the London</p>

	Plan 2016 and policy DM2.1 of Islington's Development Management Policies 2013.
24	External pipes, cables and CCTV (Compliance/Details)
	CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the buildings hereby approved. Should CCTV or additional cables, pipes be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. REASON: To ensure that the resulting appearance and construction of the development is to a high standard.
25	Landscaping (Detail)
	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> a) a biodiversity statement detailing how the landscaping scheme maximises biodiversity; b) proposed trees: their location, species and size; c) soft plantings: including grass and turf areas, shrub and herbaceous areas; d) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; and e) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>

List of Informatives:

1	Planning Obligations Agreement
	<p>SECTION 106 AGREEMENT</p> <p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</p>

2	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
4	Thames Water (Surface Water Drainage)
	<p>With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water, it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921.</p>
5	Thames Water (Mains Water Pressure)
	<p>Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>
6	Groundwater Risk Management Permit
	<p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwqriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.</p>
7	Thames Water Main
	<p>There is a Thames Water main crossing the development site which may/will need to be diverted at the Developer's cost, or necessitate amendments to the proposed development design so that the aforementioned main can be retained. Unrestricted access must be available at all times for maintenance and repair. Please contact Thames Water Developer Services, Contact Centre on Telephone No: 0800 009 3921 for further information.</p>
8	Secured by Design
	<p>You are advised that, where relevant, the development hereby approved should incorporate all of the 'Secured by Design' requirements detailed in the 'Commercial Developments 2015' Guide.</p>
9	CIL Informative
	<p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable</p>

to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.

Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60 day payment window.

Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at <http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/>

APPENDIX 2: RELEVANT POLICIES

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

1 National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

2. Development Plan

The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.9 Inner London

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

3 London's people

Policy 3.2 Improving health and addressing health inequalities

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.3 Mixed use development and offices

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.18 Construction, excavation and demolition waste

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.5 Funding Crossrail and other strategically important transport infrastructure

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Lifetime Neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.6 Architecture

Policy 7.14 Improving air quality

Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS7 (Bunhill and Clerkenwell)

Policy CS8 (Enhancing Islington's Character)

Policy CS13 (Employment Spaces)

Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM8.6 Delivery and servicing for new developments

Health and open space

DM6.1 Healthy development

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.3 Decentralised energy networks

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

D) Finsbury Local Plan June 2013

Role Within London's Central Activities Zone

BC8 Achieving a balanced mix of uses

Delivery and Monitoring

BC10 Implementation

3. Designations

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013:

- Bunhill and Clerkenwell Key Area

- Central Activities Zone (CAZ)

- Employment Priority Area (General)

4. **Supplementary Planning Guidance (SPG) / Document (SPD)**

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan

- Planning Obligations and S106
- Urban Design Guide
- Environmental Design
- Inclusive Design in Islington

London Plan

- Accessible London: Achieving an Inclusive Environment
- The Control of Dust and Emissions during Construction and Demolition
- Shaping Neighbourhoods: Character and Context
- Sustainable Design & Construction
- Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy
- Central Activities Zone

**APPENDIX 3:
OCTOBER 2017**

DESIGN REVIEW PANEL LETTER DATED 7

CONFIDENTIAL

ATT: Mr Joe Wilson
CBRE Limited,
St Martin's Court,
10 Paternoster Row,
London EC4M 7HP

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Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA

T 020 7527 2389
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E Luciana.grave@islington.gov.uk
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Our ref: DRP/100

Date: 7 October 2016

Dear Joe Wilson,

ISLINGTON DESIGN REVIEW PANEL

RE: Car Park Adjoining Harella House, Gee Street, London, EC1V 3RE (pre-application ref. Q2016/1770/MJR)

Thank you for attending Islington's Design Review Panel meeting on 16 September 2016 for a first review of the above scheme. The proposed scheme under consideration is for refurbishment works to the existing office (use Class B1) building known as Harella House, including installation of balustrades to the terraces facing Gee Street and redevelopment of the existing car park (ancillary to Harella House) to create a new 7 storey office building (use Class B1).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (chair), David Crookes, George Saumarez Smith, Shahriar Nasser and Martin Pearson on 16 September 2016 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

Panel's observations

The Panel welcomed the principle of redeveloping the currently redundant car park and the potential for improvement of the public realm and relationship with the street. During their discussion, the Panel made the following observations:

Massing, height and design approach

The Panel felt that the design development had been very positive in relation to height and massing of the new building. They thought that the proposed height responded well to the surrounding context.

Panel members thought there were a lot of positive aspects in the design, in particular, the gap between Harella House and the proposed new building which would insert a lightwell between them with the stair, keeping the existing east elevation of Harella House exposed. This would serve both as a reminder of the historic gable end but also provide some detail relief.



However, there was some concern raised in relation to the different treatments and lack of integration of the front (north) and the side (east) elevations. They felt that the corner of the building needed to be better expressed and the junction between the two different treatments needed to be properly resolved. Further consideration should be given to how the building meets the ground; most buildings nearby have a clearly articulated plinth.

Elevational treatment and materiality

The Panel commended the design team for their presentation and approach to materiality. They thought the success of the scheme will be very much dependant on achieving the right detail and appearance.

In terms of the palette of materials, there was a general positive response in particular in relation to the east elevation. Panel members welcomed the proposed use of bricks, the expression of the frames, the set backs to assist in articulating the elevation, the introduction of the terrace. However, they thought clarification was needed on how the concrete frame would meet the ground.

In relation to the North façade, there were some concerns raised in relation to implementation and detail and whether the design would be technically successful. The Panel felt that whilst the initial inspiration may have been a crital façade, it appeared that due to technical constraints, a different system would be used. Panel members were also unclear about the appearance of the slabs through the curtain walling and stated that details of floor slabs and spandrels needed to be further explored/clarified.

The Panel commented on the proportions of Harella House north street elevation and the expression of bottom, middle and top. They felt the ground floor of the proposed building appeared squat and considered that the articulation of the base would benefit from relating more closely to Harella House.

Servicing and implications on design

The Panel felt that a major outstanding issue that needed to be resolved was the servicing/loading bay solution and how it would relate to the substation. Panel members noted that as currently proposed the proposed servicing did not comply with the requirements of the Council's Highways department and encouraged Highways and Planning to find a compromise that would suit both their requirements. The Panel commented that if the proposals were to change and the servicing were to be provided on the ground floor there may be sense in retaining the substation within the new building rather than moving it to Harella House.

Summary

The Panel felt that the redevelopment of the car park presented a positive opportunity to improve not only the site but its relationship with the public realm.

Panel members were positive in principle about the height, massing and general design approach. However concerns were raised in relation to the detail of the front street elevation and the junction/integration between front and side elevations. The Panel also raised concerns about the uncertainty surrounding the servicing requirements as this could have a significant impact on the ground floor and the appearance of the building.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.



Confidentiality

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lucy', enclosed within a thin black rectangular border.**Luciana Grave**

Design Review Panel Coordinator
Design & Conservation Team Manager

