

PLANNING COMMITTEE REPORT



ISLINGTON

Development Management Service
Planning and Development Division
Environment and Regeneration
Department
Islington Town Hall
Upper Street
LONDON N1 2UD

PLANNING COMMITTEE	AGENDA ITEM NO:	
Date: 10 th September 2018		

Application number	P2017/4339/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	N/A
Conservation area	Moorfields
Development Plan Context	Core Strategy Key Area: Bunhill and Clerkenwell Finsbury Local Plan – City Road Basin area Central Activities Zone (CAZ).
Licensing Implications	N/A
Site Address	Judd House, 18-29 Mora Street, London EC1V 8BT
Proposal	Use of the property as Office (Class B1a) and associated external alterations to the front and rear façade, including the creation of a new office entrance, installation of new external metal staircase within the existing lightwell, replacement of existing windows and doors with new steel framed windows and doors and installation of new full height curtain wall screen to provide access to the new external stair.

Case Officer	David Nip
Applicant	Talal (UK) Developments Ltd
Agent	Claire Clark - Rolfe Judd Planning Ltd

1. RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1; and
2. conditional on 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.

2. SITE PLAN

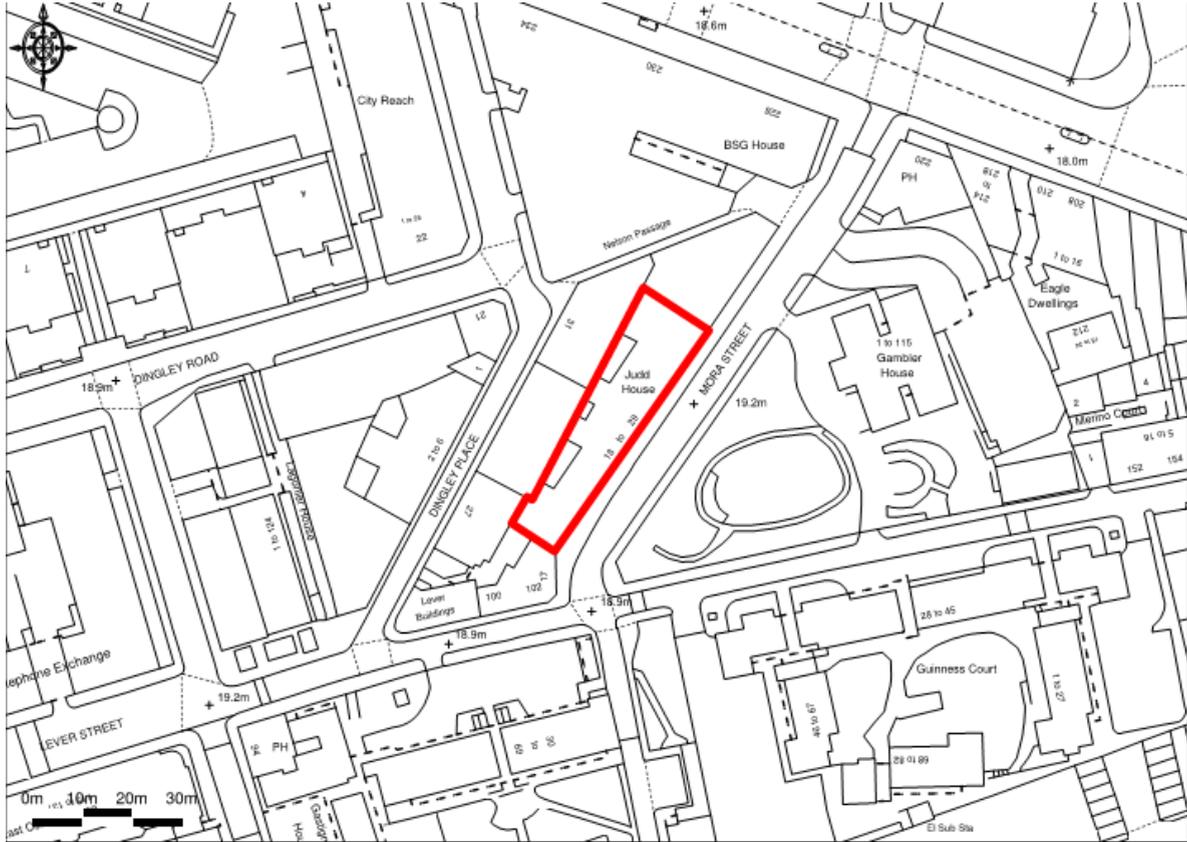


Fig 2.1 Site Plan. Application site outlined in red.

3. PHOTOS OF SITE AND SURROUNDINGS

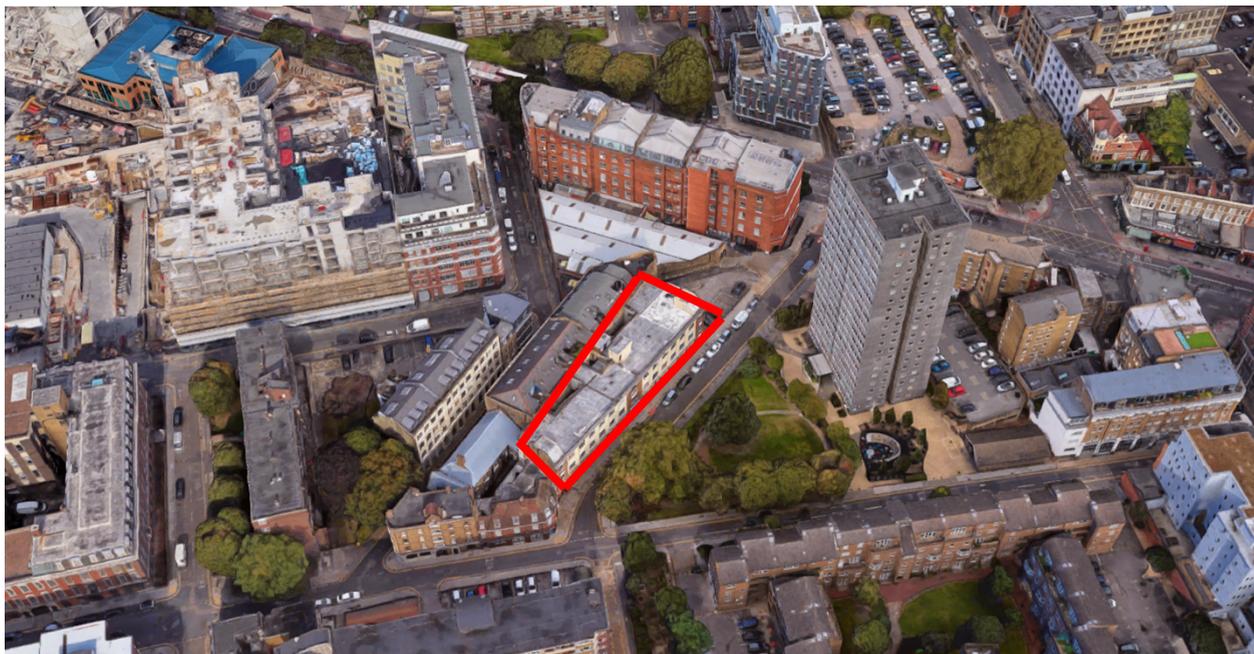


Image 1 Aerial view



Image 2 Front Elevation of Judd House (left), view from the junction of Mora Street and Lever Street.



Image 3 Front elevation of Judd House from across the open space adj. Gambier House



Image 4 Side Elevation (from Mora Street/City Road junction)



Image 5 Existing Ground floor interior (Note: Some of the proposed ground floor windows (left) have already been installed as per previous consent P2016/0419/FUL)

4. **SUMMARY**

- 4.1 The proposed development would change the use of the existing building, which is currently vacant to office. The building was last used as a hostel back in 2006.
- 4.2 The loss of the hostel use has been justified by the applicant as the previous hostel was granted planning permission to a particular group which no longer exist; furthermore, weight is given to the fact that the site has been vacant for over 12 years and therefore, it is considered that the proposal represents a good opportunity to bring the building back into active use. The proposed office use is considered to be an acceptable use for this site, taking into account its location and context of the area, the proposed office use can be supported in general.
- 4.3 The proposal would reuse the existing building with alterations to improve its appearance. The overall visual impact to the streetscene and the surrounding conservation area is considered to be minimal for major development. Although the energy aspect of the scheme would not fully meet the Local Plan target for a major development, regard must be given that the proposal reuses the existing building and would introduce significant improvement on energy efficiency compared to the existing building. The proposal would also have acceptable impacts on neighbouring amenity, and would be serviced from Mora Street directly at the front of the site, with the agreement of the Council's Highways Team, as well as TfL, who manages City Road.
- 4.4 The proposed development would not include any housing, but would make a financial contribution of £277,600 towards off-site affordable housing.

- 4.5 The proposed development would not provide affordable workspace on site; officers accept that the proposal would reuse the existing building rather than a new build, and the quantity of the affordable workspace that the scheme can provide would be insufficient to be meaningful. Therefore, it is agreed that in this particular case, it would be acceptable to provide off site contribution (payment in-lieu) to support council's delivery of affordable workspace elsewhere within the borough. Notwithstanding the application site falls outside of an Employment Priority Area, the provision of affordable workspace is encouraged by policies, and as such officers considered that the proposed off site affordable workspace contribution weigh in favour of the proposal.
- 4.6 The proposal would bring the building back into active usage with an acceptable use for the building in the long term. The active use of the building would positively contribute towards the strengthening of the City Road Basin as an office location, and would be a sustainable and well-designed development that would preserve and enhance the character of the Moorfields Conservation Area. Approval is recommended subject to planning conditions and a s.106 agreement.

5. **SITE AND SURROUNDINGS**

- 5.1 The site is located on the west side of Mora Street and is approximately 0.06ha in area. The site currently comprises a 3 storey building with two main accesses from Mora Street on each end of the building. It is understood that Judd House was built circa 1925 as a warehouse building. It is suggested that the back in 1950s, the building was used as an office for Lilywhites sports retailer.
- 5.2 The site is located within the Finsbury Local Plan - City Road Basin Area (Policy BC2) and is within the Central Activities Zone (CAZ). The site is also within the Moorfield Conservation Area. The site has a PTAL rating of 6a.
- 5.3 The area has a predominantly commercial character, particularly along City Road. There are also a mix of commercial and residential uses within the locality.
- 5.4 Adjoining the west of the site, at 29-31 Dingley Place, is a four/five storey residential building which was originally built as a warehouse and was converted into residential use in the 90s (planning ref. 931225, 940253) with construction of roof extension for one of the flat approved in 2009 (ref. P090650).
- 5.5 To the east of the site across Mora Street, Gambier House was constructed in 1968 and is a twenty storey residential tower block comprising 115 flats, located on a triangular site between Mora Street and Lever Street.
- 5.6 To the north of the site along Mora Street, it is a small council owned parking area.
- 5.7 To the south of the site is a corner building at 17 Mora Street, which is a 3 storey building that has attained permission to be used as 3 residential units back in 2004 (ref. P041022). However, council tax record seems to suggest that the building has been used as a single residential unit.
- 5.8 The site is located within the Central Activities Zone (CAZ), in an area characterised by a variety of uses comprising retail and office uses as well as residential. It is not within an Employment Priority Area, but it is adjacent to the Dingley Road Employment Priority Area (General) (to the west).
- 5.9 The application site forms part of Moorfields Conservation Area, which covers a section of the south side of City Road and the west side of Mora Street. The building is not listed nor

locally listed.

- 5.10 Mora Street is a one-way street that connects City Road on the north and Lever Street on the south, and it is identified as a local cycle route; however, it does not form part of the TFL Road Network.

6. PROPOSAL (IN DETAIL)

- 6.1 The proposal would convert the existing building on site, which comprises 1,736 sqm (GIA) of floorspace, for B1(a) office use, it is understood that the previous use of the site was a hostel, with the use ceasing more than 10 years ago.
- 6.2 The existing building is not a heritage asset, however, it is considered that the building does contribute positively within the context of the conservation area. The building footprint covers most of the plot with three small yard areas to the rear. The building footprint is not going to be changed under this application.
- 6.3 The proposed development would convert the use of the building to office (Use Class B1). There is no new floorspace created under this application.
- 6.4 The external changes are alteration to the front and rear façade. To the front, the windows would be replaced with new steel framed windows and doors; at the rear, it is proposed to install new full height curtain wall screen to facilitate the new central access stairwell. The flat roofs would comprises photovoltaic panels.
- 6.5 The building would include cycle storage and waste storage internally, and servicing would take place from Mora Street.
- 6.6 There would be one centralised circulation core, with at least 2 lifts and accessible WCs on each floor, allowing the building to be used by one large occupier. The existing stairwell on both sides would be retained and provide secondary stair access to the proposed office accommodation.

7. RELEVANT HISTORY

- 7.1 The following history is considered most relevant to the application site.

Planning History

- 7.2 **861330** - Change of use of building (1856 sq.m) from warehousing and offices to light industry (printing photographic processing and model making) graphic design and illustration work together with associated showroom and office space and external alterations including fitting of new entrance doors and canopy and new windows at ground floor front. Approved 16/02/1987
- 7.3 **890894** - Use as B1. (Section 53 Determination under previous Town and Country Planning Act 1971) Does not constitute development 25/09/1989.
- 7.4 **951596** - Change of use to reception centre/hostel including a warden's flat, alterations to elevation and the erection of a rear staircase enclosure. Approved 11/06/1997.
- 7.5 **P002669** - Relaxation of planning condition 3 of planning permission reference 95/1596 which required for opening casements at the rear of building to be replaced with non-opening windows, to now permit opening windows. Refused permission and take

enforcement 31/07/2001.

- 7.6 **P082587** - Change of use from a homeless hostel to an unrestricted generic hostel use for any type of occupier. Refused 20/03/2009.
- 7.7 **P092484** - Erection of single storey roof extension and replacement of windows, plus change of use of existing hostel to provide 14 x two-bedroom, 3 x one-bedroom and 3 x self-contained studio units for temporary occupation. Application withdrawn 16/07/2012.
- 7.8 **P112375** - Erection of single storey roof extension, replacement of windows and change of use of existing 33 bedroom hostel to provide 20 self-contained residential units (18 two-bedroom and 2 studios, including 5 for social rent). Application withdrawn 22/03/2012.
- 7.9 **P120376** - Erection of single storey roof extension, replacement of windows and change of use of existing hostel to provide 20 self-contained residential units (including 10 affordable units). Application withdrawn 16/07/2012.
- 7.10 **P2013/4474/FUL** - Use of building for Class C3 (residential) use and part single storey roof level extension to create 22 residential units. Application withdrawn 28/02/2014.
- 7.11 **P2014/4498/COL** - Certificate of lawfulness (existing) in connection with the lawful use of the building as a nil use. Refused 17/12/2014.
- 7.12 **P2015/3008/FUL** - Erection of a single storey roof extension to existing 3-storey office building (Class B1), to create 3 no. residential units (3 x 2-beds) with terrace areas, together with external alterations including: installation of 8 no. new windows and 7 no. tri-folding doors (Front Elevation, Proposed Third Floor), and 5 no. new doors (Rear Elevation, Proposed Third Floor); installation of 2 no. new windows (South and Rear Elevations, Proposed Third Floor); replacement of 42 no. existing windows (Front Elevation, Ground, First and Second Floors); insertion of balcony (above existing Second Floor, Front Elevation); replacement of existing double entrance doors and canopy, provision of new cornice detailing, refurbishment of 2 no. fire exit doors (Front Elevation, Ground Floor), and; new paint finishes to existing brickwork (Front Elevation). Refused 02/10/2015.
- 7.13 **P2016/0419/FUL** - External alterations to front elevation including replacement of 42no. existing windows with double glazed windows, new paint finishes to existing brickwork (Ground, first and second floors), replacement of existing recessed double entrance doors, refurbishment of existing canopy, new paint finish to existing eyebrow lintel to ground floor windows and installation of 13 no. white aluminium column uplighters, replacement of existing roller shutter door with new matching window, and replacement of 2 no. existing fire exit doors (Ground Floor). Approved 28/04/2016.
- 7.14 **P2016/1810/COLP** - Certificate of Lawfulness to establish the lawful use of Judd House as Use Class B1 (Office). Refused 30/06/2016.
- 7.15 **P2016/3979/AOD** - Submission of details pursuant to Condition 3 (Windows) of planning permission ref: P2016/0419/FUL, dated 28 April 2016. Approved 15/12/2016.
- 7.16 **P2017/2417/COLP** - Certificate of Lawfulness for the proposed lawful use of the property as B1(a) offices. Refused 01/02/2018

Pre application advice

7.17 No pre-application sought prior to submission of the application.

8. CONSULTATION

Public Consultation

8.1 The application has been publicly consulted on 13 Nov 2017. Site and press notice have also been issued. The consultation process expired on 4 Dec 2018. Letters were sent to the surrounding neighbours on Mora Street, Lever Street, Dingley Place and City Road. A re-consultation has been carried out on 13 Feb 2018 and it expired on 06 Mar 2018, letters were sent out to the residents at Gambier House to the east of the site.

8.2 At the time of writing, **no objections** were received from the neighbouring residents.

External Consultees

8.3 **Transport for London:** Originally responded and requested a servicing and delivery plan to be submitted; and having reviewed the submitted Servicing and Delivery Plan, no objection was raised.

Internal Consultees

8.4 **Planning Policy:** The proposed loss of hostel would need to be assessed against policy DM3.9. The submitted statement (21 Feb 2018 by Rolfe Judd) is considered acceptable and sufficient to demonstrate the loss of hostel in this case would be acceptable subject to an appropriate alternative use.

With regard to the office development, the site is not within EPA so FLP policy BC8 Part J applies. Given that the site is in close proximity to Old Street and latest evidence suggests pressing need for office, the provision of office here is acceptable. It is noted that DM5.1 does not apply in the FLP area, as per footnote in the policy.

Policy BC8 Part D will apply on mixed use development within the Finsbury Local Plan area. Part I will also apply re: design of the office floorspace.

Applicant should investigate SME space in line with part J(ii). There is no requirement for affordable workspace.

8.5 **Inclusive Design:** Although the proposal is not a new building, the proposed conversion to office should have step-free access for the site accesses, and all parts of the building should be fully accessible. There should also be accessible WCs provided on each floor, and an accessible cycle storage at the ground floor level.

The new office layout should also incorporate two refuge points, and/or at least one fire-fighting lift. Details with regard to the compartmentation of the circulation area should be submitted by planning condition.

8.6 **Design and Conservation:** No objection in relation to the external changes.

8.7 **Energy Officer:** The proposal would not meet the London Plan and Islington Carbon reductions target, but it would meet the BREEAM Excellent standards and follows the London Plan hierarchies. The Draft Green Performance Plan is agreed in principle and should be secured as part of the s106 agreement. (*Officer comment: the reductions in*

carbon emissions are considered to be maximized based on the fact that the proposal would utilise the existing building fabric rather than proposing a new construction, therefore, there is a limit on achieving the carbon reduction target, furthermore, a carbon offset contribution of £61,410 is to be secured through the s.106 agreement to offset the remaining emissions. Condition 10 requires compliance with BREEAM “excellent”, details of roof level PV panels are to be secured by condition 12).

- 8.8 **Highways:** No objection raised to the submitted information.
- 8.9 **Transport Engineering:** No objection to the submitted Delivery and Servicing Plan. Noted a minor error on the plan states that vehicles will turn right to Lever Street, and then turn right again to Bath Street. In fact, the vehicle would need to turn left from Mora Street to Lever Street, and then left again to Bath Street.
- 8.10 **Public realm (Waste Management):** Accept the details submitted in relation to the waste management of the site.
- 8.11 **Inclusive Economic Team:** With regard to affordable workspace, the council would normally prioritise the delivery of physical Affordable Workspace. Nonetheless, when the space is unsuitable (i.e. too small to operate as a serviced office/workspace) for onsite delivery we seek an equivalent financial contribution.

The council has identified a number of council assets across other town centres towards the north and southern areas of the borough that are currently underutilised. While the council is actively seeking additional funding opportunities to renovate these buildings and to maximise affordable workspace, these contributions could help speed up the process of converting these buildings. This contribution will help shape and maximise the delivery of much sought workspaces in the borough. Workspaces that are offered at genuinely affordable rates; that bring benefit to the local economy; and that bring opportunity and are inclusive of the local community.

- 8.12 **Development Viability:** I have looked at the site and the current application in great detail now and reviewed a more refined list of comparables in the immediate vicinity of the subject site.

I now conclude that a rental value on a pound per square foot basis of £55 psf (£592 per sqm) would be a fair assumption for the completed scheme. I note the applicant’s reference of 5% of the floor space equating to 65 sqm; it is important that the 5% of the total floor space figure is 5% of the total Net Internal Floor Area (NIA) in order to accurately calculate the affordable workspace contribution.

Lastly, I note the applicant’s comments regarding whether the affordable workspace contribution is payable in 10 annual instalments or upon the leasing of the building. We would require the contribution to be paid to the Council upon implementation of Planning Permission alongside other S.106 contributions and CIL.

9. **RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATION & POLICIES**

- 9.1 Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);

- To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
- As the development affects the setting of listed buildings, Islington Council (Planning Committee) is required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990) and;
- As the development is within or adjacent to a conservation area(s), the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).

9.2 The National Planning Policy Framework 2018 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. It is worth noting that the NPPF was revised and adopted on 24 July 2018. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

9.3 Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Furthermore, paragraph 11 of the staff states that plans and decisions should apply a presumption in favour of sustainable development, for decision-taking this means approving development proposals that accord with an up-to-date development plan without delay.

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

9.5 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.

9.6 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:

- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
- Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.

9.7 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

9.8 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal

duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Development Plan

9.9 The Development Plan is comprised of the London Plan 2016 (amended), Islington's Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The relevant Development Plan policies are listed in Appendix 2.

Designations

9.10 The site has the following designations under the London Plan 2016 (amended), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations June 2013:

- Core Strategy Key Area: Bunhill and Clerkenwell
- Finsbury Local Plan
- Central Activities Zone (CAZ)

Supplementary Planning Guidance (SPG) / Document (SPD)

9.11 The relevant SPGs and/or SPDs are listed in Appendix 2.

10. **ASSESSMENT**

10.1 The main issues for consideration are:

- Principle of Development and Land Use
- Design and Conservation
- Neighbouring Amenity
- Accessibility
- Sustainability
- Highways and transportation
- Obligations and CIL

Principle of Development

10.2 The existing building has been vacant for at least 10-12 years, it is currently dated, inefficient, and offers poor accessibility to people with disabilities. It is accepted that the quality of the building will need to be improved, in order to bring it back into active use. The proposed development is considered acceptable in principle, as it provides an opportunity to provide office floorspace, and to use this relatively central and accessible site more efficiently. These are benefits of the proposed development which weigh positively in the balance of planning considerations relevant to this application.

10.3 The above in-principle position regarding change of use of the site accords with the National Planning Policy Framework's presumption in favour of sustainable development.

Land use

- 10.4 The building is understood to have been built as a warehouse and office; planning permission for change of use to a light industrial use was granted in 1986 (ref 861330). In 1989, a certificate under s53 of the Town and Country Planning Act 1971 was granted for the use of the building as Use Class B1 (ref 890894).
- 10.5 The hostel use was introduced to the building in 1997, where planning permission was granted for "*Change of use to reception centre/hostel including a warden's flat, alterations to elevation and the erection of a rear staircase enclosure.*" (ref 951596). The last known use of the building was a hostel, which ceased operation back in 2004-2006.
- 10.6 The proposal under this application would change the use of the building to provide 1,735sqm (GIA) of business floorspace under Class B1. It is estimated that the proposed new office floorspace would create approx. 110 full time jobs within the site.
- 10.7 No site allocation applies to the application site, however, it is located within the Central Activities Zone (CAZ). Planning policies relevant to this site safeguard existing hostel use; but on the other hand, it is also recognised that policies also encourage office development within the CAZ in general.

Loss of hostel use

- 10.8 The existing lawful use of the site is considered to be hostel, when planning permission was granted in 1997 for change of use of the building. It is noted that condition 4 of the 1997 permission ref P951596 stated that the permission was only granted for the benefit of Paddington Churches Housing Association Limited or other Housing Association registered with the Housing Corporation only.
- 10.9 Policy DM3.9F states that the loss of hostels use would not be supported unless: i) Adequate replacement accommodation will be provided for the particular group; or ii) it can be demonstrated that the accommodation is no longer needed for the particular group; or iii) it can be demonstrated that the existing accommodation is unsatisfactory for modern standards and/or not fit for purpose for its current use.
- 10.10 The submitted planning statement dated 21 Feb 2018 has confirmed that the Paddington Church's Housing Association (PCHA) no longer exists, and the Housing Corporations was abolished in 2008. In terms of the site history, the property was used as an Asylum seekers hostel between 1997 and 1999; from 1999 to 2006, the building was operated as a hostel by Paddington Church's Housing Association. The property remained vacant for at least 3 years from 2006 (likely up to 5 years from 2004) and Paddington Churches Housing Association sold the hostel in 2009 due to lack of demand and vacancy.
- 10.11 It is worth noting that planning permission was refused in 2009 (ref P082587) for change of use from a homeless hostel to an unrestricted generic hostel use for any type of occupier. The refusal was due to insufficient and inadequate information submitted to justify the development impact on neighbouring amenity, and highways/transportation.
- 10.12 Based on the planning history and the submitted information, it is accepted that the particular group (Paddington Churches Housing Association and the Housing Corporations) that previously benefitted from the planning permission had vacated the building for three to six years before selling the property, and the accommodation is no longer required.
- 10.13 In relation to DM3.9F (iii), the agent has further explained that the existing building is unsatisfactory for modern standards, one of the reason is due to a fire in 2007 which has significantly damaged the building. The property has been vacant for 12-14 years and would

require total refurbishment to bring it back to use. An Internal Condition Report has been submitted by Chartered Building Surveyors Johnson Gillies Limited, who concluded that following inspection of the site in Dec 2017, it is considered that the property is currently not compliant with Building Regulations for any use.

- 10.14 Therefore, it is considered that the proposed loss of hostel is acceptable to that policy DM3.9F is met.
- 10.15 Policy DM3.9G states that where the loss of a hostel is acceptable, development should provide accommodation to meet an acute need identified by the council's housing development, which may include social housing. The proposed development would not provide any residential accommodation (i.e. social housing); However, the proposed development would provide an appropriate level of offsite affordable housing contribution which is in accordance to the FLP policy BC8(D) (Please see the "Housing in the Central Activities Zone" section below). Furthermore, the proposed change of use would not result in extra floorspace on site, the reusing of the existing building as office under a single occupancy is considered to be acceptable, and it would be undesirable to subdivide the building to provide housing on site, which would result in reduction of B1 floorspace and further losses of floorspace due to the introduction of a residential access core from the ground floor level.
- 10.16 It is also worth noting that there were four planning applications submitted to the LPA but withdrawn between 2009 and 2013, which sought for provision of residential units on this site (ref: P092484, P112375, P120376 and P2013/4474/FUL), and there has been no successful application for introducing housing to this site. Taking this into account, it is considered that the proposed change of use to office would remain in accordance with policy DM3.9G.

Proposed Office Use

- 10.17 The revised National Planning Policy Framework (NPPF) July 2018 para 117 states that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Para 118(D) of the NPPF states that planning decisions should promote and support the development of under-utilised land and buildings, and Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans.
- 10.18 London Plan (LP) Policy 2.10 recognises that development within the area should enhance and promote the unique international, national and London wide 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; in appropriate parts of the CAZ, the LPA should ensure that development of office provision is not strategically constrained and that provision is made for a range of occupiers especially the strategically important financial and business services.
- 10.19 The provision of new office stock in viable locations is also supported. The supporting text of LP policy 4.2 identifies a need for significant increases in office floorspace in the years to 2031. Part A of policy CS13 of Islington's Core Strategy 2011 states that new employment floorspace is encouraged, particularly business floorspace, to locate in the CAZ with excellent public transport accessibility, the site is considered to be capable of accommodating a diverse range of businesses and enterprises.

- 10.20 The proposal comprises change of use from the lawful hostel use to provide new office floorspace (1735sqm GIA, 1314sqm NIA), which is welcomed in principle and is considered policy-compliant. Officers accept that the existing building is modest in scale and the proposal to reuse the building would incorporate the maximum reasonable amount of business floorspace on site, without the necessity to extend the existing building, bearing in mind its conservation area context.
- 10.21 The Council's recent Employment Land Study (2016) estimates that employment in the borough will increase by approximately 50,000 jobs up to 2036, identifies a shortfall in the current pipeline of office supply (when compared to projected needs) of around 400,000sqm (approx. 18,000sqm annually on average) in order to meet forecast demand. The need to deliver office space has become even more pressing given the large scale loss of B1a space to permitted development rights in Islington. The study states the southern end of Islington within the CAZ will be the most attractive location for office occupiers, particularly for the professional, scientific and technical services activities which have been expanding rapidly in London and which are projected to experience further substantial growth.
- 10.22 The proposed development would provide a total of 1,735sqm GIA of new office floorspace, which would positively contribute to the supply of new office accommodation within the City Road Basin/Old Street area. The existing building will be brought back to active use after 12-14 years of vacancy, which is also considered to be a significant benefit to the area. The policy priority in land use terms is therefore to secure new employment floorspace within this area, in order to support the borough's potential for jobs growth.
- 10.23 In accordance with Core Strategy policy CS13, the proposed office development would provide an appropriate amount of planning contributions which mitigate the impact of the development, this includes the provision of training opportunities at construction stage (1 placement = £5,000), as well as employment and training contribution during the operation of development (£18,425).
- 10.24 It is considered that the development is acceptable in land use terms with regard to the development plan and the cascade of policies from the London Plan, Islington Core Strategy, Development Management Policies, Finsbury Local Plan, and as such would make an efficient use of this brownfield site. The proposal would be consistent with the broad aims of the NPPF and its presumption in favour of sustainable development that supports economic growth.

Affordable Workspace

- 10.25 The site does not form part of the Employment Priority Area and therefore, the provision of affordable workspace and/or workspace suitable for occupation by micro and small enterprises is not required. Part J of the Finsbury Local Plan Policy BC8 states that for sites outside the Employment Priority Area, micro and small workspace/retail spaces that do not impact on the amenity or character are encouraged. Furthermore, FLP policy BC2, which covers sites within the City Road Basin area, states that the proposed development should incorporate a diverse mix of employment spaces, including offices, small and affordable workspaces.
- 10.26 Despite there being no policy requirement for the provision of affordable workspace, the applicant has discussed various options for the provision of affordable workspace or SME units, both on-site and off-site.
- 10.27 Generally, provision of affordable workspace should be made on site; however, when the

development proposal is not suitable for on-site delivery then an equivalent financial contribution can be accepted, to enable the council to deliver and support the provision of Affordable Workspace elsewhere within the borough. It is acknowledged that not every development can achieve this objective without compromising other aspects of the proposal, as some of the Affordable Workspace may be too small to operate as a serviced office.

- 10.28 Part F of policy DM5.4 states that in exceptional circumstances, where the proportion of small, micro or affordable workspace to be provided on site does not meet the council's expectation, and where it can be demonstrated that the on-site provision of such workspace is inappropriate or would have an unacceptable impact on the viability of a scheme, financial contributions will be sought to secure equivalent provision off site.
- 10.29 As set out in paragraph 5.25 of the DMP, 5% floorspace has been taken as the starting point for provision; for this application, it is equivalent to 65sqm (NIA) of operational B1 floorspace. This is considered to be of insufficient size to create a useable unit. From a design point of view, it is accepted that the proposal to reuse the building poses difficulties to the provision of affordable workspace as opposed to a scheme comprising a new building with dedicated Affordable Workspace area.
- 10.30 Having discussed extensively with the agent over the Affordable Workspace issue, it is considered that due to the size, access and layout of the existing building, an on-site affordable workspace provision would not be desirable in this instance, and an off-site payment in lieu financial contribution would be preferable.
- 10.31 The agreed off-site payment is calculated based on the 5% NIA of the scheme (65sqm), the average annual rent of office premises within the local area (agreed at £55 per sq ft following consultation with the Development Viability Team) and a 10-year period (equivalent to the peppercorn rate requirement for on-site provision). The total offsite contribution for affordable workspace would be £384,800 and this will be secured by section 106 agreement.

Housing in the Central Activities Zone

- 10.32 London Plan (LP) Policy 2.10 recognises the 'mixed' nature of much of the CAZ and seeks to enhance and promote the unique international, national and London wide role of the CAZ through the promotion of a range of mixed uses, and LP Policy 2.11 indicates that boroughs should ensure that development proposals to increase office space within the CAZ incorporate a mix of uses including housing, subject to compliance with other policies. LP Policy 4.3 states that within the CAZ increases in office floorspace should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies in this plan. In the supporting text to this policy, paragraph 4.15 states that London's economic growth depends heavily on an efficient labour market and this in turn requires adequate housing provision to sustain it.
- 10.33 In order to achieve the requirement for housing to be delivered alongside business uses, Part D of FLP policy BC8 states that within the CAZ, major development proposals that would result in a net increase in office floorspace should incorporate housing, and where less than 20% of the total net increase in office floorspace is to be housing, an equivalent contribution will be sought for the provision of housing off-site. The supporting text (paragraph 11.1.6) states that 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.

- 10.34 In this case, with a total uplift in office floorspace of 1735sqm (GIA) proposed, 347sqm of

residential floorspace would be required.

- 10.35 Although the provision of residential floorspace would not be physically impossible at this site, given the requirements for full separation of uses in accordance with part I of the same policy, on-site residential use at this site is likely to result in an unacceptable reduction in commercial floorspace, or another significant compromise, unless the building envelope was increased further (which is unlikely to be considered acceptable taking into account its existing appearance of the building and the character of the conservation area). Instead, a financial contribution towards off-site affordable housing would be appropriate. This would be in lieu of on-site provision of residential accommodation and – in accordance with part D of policy BC8 and the formula on page 43 of the Planning Obligations (Section 106) SPD – officers have calculated this contribution to be £277,600.

Other land use considerations

- 10.36 The application site is within Flood Zone 1 (and has a low probability of flooding), is less than one hectare in size, and is not within a Local Flood Risk Zone. The applicant was not required to submit a Flood Risk Assessment with the application. Sustainable urban drainage is considered in the Sustainability section of this report.

Delivery and Infrastructure

- 10.37 Policy CS 18 (Delivery and infrastructure) states that the council will work with its partners to deliver the infrastructure required to support development, and will require contributions from new development to ensure that the infrastructure needs are provided for and that the impacts of the development are mitigated. The proposed development would be subject to s.106 obligations to ensure that appropriate education and training opportunities arise from the development, which would require a local employment and training contribution and a construction training placement during the construction period. Further details of planning obligations are set out in the relevant sections of this report, and as a full list in Appendix 1.

Land Use Summary

- 10.38 Although there is policy support for the retention of hostel uses, evidence has been provided to demonstrate that the loss of the lawful hostel use would not result in a shortfall of that specific use, and given the building has been vacant for at least 12 years, it is unlikely that the hostel use would be brought back to active use in the future, due to the site's location and the condition of the existing building.
- 10.39 The proposed development would provide a significant amount of B1 office space, for which there is high demand and a significant shortfall, and would contribute substantially to the stock of office floorspace both within the borough, and within CAZ specifically.
- 10.40 It is important to highlight that notwithstanding the site falls outside the Employment Priority Area, the proposal would make a significant financial contribution to provision of both affordable housing and affordable workspace elsewhere within the borough.
- 10.41 It is the view of officers that the proposed development would be acceptable, subject to compliance with other development plan policies.

Design and Conservation

- 10.42 The revised NPPF 2018 recognizes that the creation of high quality buildings and places is

fundamental to what the planning and development process should achieve. Good design is key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

- 10.43 London Plan 2016 Policies 7.4, 7.5, 7.6, 7.7 and 7.11 require buildings to make a positive contribution to their public realm and streetscape, to be of the highest architectural quality and to be of proportions, composition, scale and design which enhances and appropriately defines the public realm. Buildings should not cause unacceptable harm to surrounding amenity and should make the public realm comprehensible at a human scale, particularly at ground level. These policies are supported locally by Islington Policies CS8 and CS9 which encourage traditional street patterns and sympathetic building designs, and DM2.1 and DM2.3 which require development to be of high quality contextual design and to conserve or enhance the conservation area's significance (where the proposal would affect the setting of a conservation area).
- 10.44 The Planning (Listed Buildings and Conservation Areas) Act 1990 (amended) requires planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area; it also requires decision maker to have special regard to preserve or enhance the significance of heritage assets through the planning process. The proposal has been considered within the context of the Conservation Area and the surrounding buildings.
- 10.45 The application site comprises a 3 storey 15 no. bay building of brick construction. The building is not listed but it is located within the Moorfields Conservation Area. There are no adjacent listed buildings. It is important to note that the building would be retained as part of the proposal.
- 10.46 The external changes to the front elevation includes:
- Refurbishing existing side doors RAL 7012
 - Replace existing roller shutter RAL 7012
 - Fully shielded fixture light angles towards column
 - "Basalt Grey" RAL 7012 paint applied brick work in lieu of existing beige paint
 - Re-cladding of existing canopy in powder coated metal sheets RAL 7012
 - Replacement windows with powder coated steel framed windows to ground, first and second floors RAL 7012
 - Paint finish to eyebrow lintels to ground floor windows
- 10.47 To the rear elevations, the proposed alteration comprises:
- "Basalt Grey" RAL 7012 paint applied brick work in lieu of existing beige paint
 - Replacement windows with powder coated steel framed windows to ground, first and second floors.
 - Curtain wall screen
- 10.48 It is noted that planning permission has been approved under P2016/0419/FUL for *"External alterations to front elevation including replacement of 42no. existing windows with double glazed windows, new paint finishes to existing brickwork (Ground, first and second floors), replacement of existing recessed double entrance doors, refurbishment of existing canopy, new paint finish to existing eyebrow lintel to ground floor windows and installation of 13 no. white aluminium column uplighters, replacement of existing roller shutter door with new matching window, and replacement of 2 no. existing fire exit doors (Ground Floor)."*
- 10.49 The changes approved through P2016/0419/FUL are similar to the proposed change under

this application; the main difference is that there is a proposed replacement roller shutter under this application, in order to facilitate the new bin storage; whilst in the 2016 application the roller shutter was replaced it with a new window that matched with the rest of the front fenestration design.

- 10.50 It is judged that the proposed alterations would not cause additional harm to the overall appearance of the building and would not result in any harm to the character or setting of any other nearby heritage assets. The proposal has been reviewed by the Design and Conservation Team who raised no objection.
- 10.51 The rear elevations are not visible from the street scene and are highly enclosed by the lightwells between the site and the adjacent no. 29-31 Dingley Place. The proposed rear changes are considered to be in keeping with the appearance of the building and would not cause harm to the character of the area.
- 10.52 The proposed elevations and materials are considered to be contextual, well related to their respective townscape environments, and of high quality.

Design and Conservation Summary

- 10.53 The proposed external changes to the front and rear elevations are considered to be relatively minor in scale, and are appropriate to the setting of the site, with the materials and detailing being contextual and high quality. The existing building will be retained and it is considered that the proposed change would not be harmful to the character and significance of the Moorfields Conservation Area.
- 10.54 The proposal is considered to be acceptable in terms of its design and conservation impacts.

Accessibility

- 10.55 London Plan Policy 7.2 states that development should achieve the highest standards of accessible and inclusive design, by ensuring that developments: (i) can be used safely, easily and with dignity by all members of society; (ii) are welcoming and convenient with no disabling barriers, (iii) are flexible and responsive to peoples' needs and (iv) are realistic, offering more than one solution to future users.
- 10.56 Islington Policy DM2.2 requires all new developments to demonstrate inclusive design, including that all developments should demonstrate that they provide for ease of and versatility in use, deliver safe, legible and logical environments and produce places and spaces that are convenient and enjoyable to use for everyone. All development needs to be assessed against this policy background to ensure genuinely inclusive design from the outset and for the lifetime of the development.
- 10.57 The existing building has no step-free access, and was not built to high accessible design standards. Whilst retaining the fabric of the building, the proposed new layout will create a level access entrance at the central of the building on the ground floor, it would remove all of the inherent accessibility barriers with the existing building, by providing well located entrances, WCs, circulation, and internal spaces would result in an accessible building to modern standards.
- 10.58 The proposal would result in the equivalent requirement of 3 additional blue badge parking spaces, and a financial contribution of £6,000 is to be secured through the s.106 agreement to enable the location of this space, or other accessibility improvements within the immediate vicinity. It is noted that there are controlled parking spaces directly outside the

site that are suitable for drop-offs but not for all-day parking.

- 10.59 The council's Inclusive Design officer has provided feedback, and welcomed the proposed access improvement to the existing building, including provision of step free access to all floors, including accessible WCs, and the new centralised entrance designs. The outstanding matter is the details of accessible cycle storage and the dimensions of the accessible toilet on each floor; it is considered that details of accessible WC across all three floors should be provided. Condition (no.5) is recommended to secure the Inclusive Design and access measures.
- 10.60 Subject to the condition, it is considered that the proposed development would represent significant access improvement to the existing building and would be acceptable in terms of Inclusive Design.

Neighbouring Amenity

- 10.61 All new developments are subject to an assessment of their impact on neighbouring amenity; including in terms of daylight, sunlight, privacy, increased sense of enclosure, noise and disturbance as required by London Plan Policies 7.14 and 7.15 and Development Management Policy DM2.1.
- 10.62 Policy DM2.1 identifies a minimum distance of 18 metres between windows, other than those facing a highway, 'to protect privacy for residential developments and existing residential properties. Standard 28 of the London Plan SPG Housing (2016) requires proposals to demonstrate that habitable rooms would have adequate levels of privacy in relation to neighbouring properties.

Overlooking, privacy, enclosure

- 10.63 The proposed development does not comprise any extension to the building and there are no new openings proposed. In terms of privacy, enclosure and overlooking, it is judged that the proposed change of use and the associated works would not cause additional impact towards neighbours including the Dingley Place residents to the rear, and the residential properties.
- 10.64 The rear yards comprise a number of existing windows which directly overlooks the Dingley Place building at rear, however, it is noted that all windows overlooked by the site building are obscured glazed and officers therefore accepted that there would be no unacceptable impact on privacy, enclosure or overlooking to nearby residents.



Image 6. A rear lightwell between Judd House (left) and the adjacent building at 29-31 Dingley Place (right), there is no overlooking between the two sites as the glazing are either obscured or replaced by louvres.

Noise and disturbance

- 10.65 The proposed development will continue to be accessed via Mora Street, and the majority of servicing will take place from the loading bays directly in front of the site, so there will not be a significant increase in activity, or resultant disturbance to adjoining neighbours.
- 10.66 The proposed change of use would not result in uplift of floorspace and it is judged that the nature of the proposed B1 use would not lead to additional noise which impact on the neighbours. The proposal does not include the sale of alcohol, or any bar/restaurant areas, and the noise impacts arising from office workers are unlikely to be significant. There are no new outdoor/roof terraces proposed under this application.
- 10.67 Despite there being no demolition works proposed, it is anticipated that there would be some noise and disturbance generated by the construction works and this will need to be reviewed and agreed by the LPA prior to the commencement of works. A Construction Environment and Management Plan (condition no.13) is recommended to secure details of the management and noise mitigation measures during the construction.
- 10.68 Officers consider that subject to the recommended conditions the proposal will not result in unacceptable impacts in terms of noise and activity.

Neighbouring amenity summary

- 10.69 Subject to the conditions set out in this report, it is considered that the proposed development would not give rise to unacceptable impacts on neighbouring residential amenity. The proposal is thus considered acceptable in accordance with London Plan Policies 7.6, 7.14 and 7.15, and Development Management Policy DM2.1.

Biodiversity, Landscaping and Trees

- 10.70 London Plan Policy 2.18 states that development proposals should incorporate appropriate elements of green infrastructure that are integrated into the wider network, and Islington Policy DM6.5 states that Developments must protect, contribute to and enhance the

landscape, biodiversity value, and growing conditions of the development site and surrounding area.

- 10.71 The site does not include any green space or vegetation, and there would be no impacts on any nearby trees. There is a small open space on the other side of Mora Street, adjacent Gambier House with a number of trees and greenery. It is considered that the proposed development would not affect the landscaping and biodiversity of the site and the surrounding area.

Security and External Lighting

- 10.72 Policy DM2.1 requires developments to be designed to be safe and to demonstrate safety in design; including access, materials and site management. Policy DM2.2 requires developments to deliver safe, legible and logical environments.
- 10.73 Paragraph 180 of the NPPF requires developments to limit the impact of light pollution from artificial light on local amenity, dark landscapes and nature conservation. Paragraph 7.19 (Policy 7.5) of the London Plan (MALP) 2016 states that the lighting of the public realm also needs careful consideration to ensure places and spaces are appropriately lit, and there is an appropriate balance between issues of safety and security, and reducing light pollution. Poorly designed lighting has the potential to add to the existing Light Pollution levels in London, to cause harm to neighbouring amenity, and to disturb dark corridors for wildlife.
- 10.74 External lighting is proposed to the front elevation, however, this is to illuminate the columns of the building, rather than for security reasons. Although given the existing permeable elevation design on both the front and rear elevation, with the new glazed curtain wall at rear, it is considered that additional external lighting is unlikely to be necessary. Nonetheless, a condition (no.9) is recommended requiring details of any external lighting to be approved by the Council, to avoid excessive light pollution and ensure a well-designed and safe environment in accordance with the above policies.

Health and Air quality

- 10.75 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 requires developments to provide healthy environments, reduce environmental stresses, facilitate physical activity and promote mental well-being, and states that developments in locations of poor air quality should be designed to mitigate the impact of poor air quality to within acceptable limits.
- 10.76 Of additional concern cumulatively in London is the impact of the number of concurrent construction projects underway and the resultant harm to air quality. Rather than a comprehensive redevelopment of the site, the existing building will be retained and refurbished as part of the proposal. The proposed physical work is minor in scale as it will not result in any significant demolition or excavation works; although there will still be construction dust, waste, machinery, material storage and vehicles which all have the potential to negatively impact air quality. A Construction and Environmental Management Plan is required to demonstrate the acceptability of the proposed works and this is secured by condition (no.13).

Highways and Transportation

- 10.77 The site is well located in relation to public transport and has a Public Transport Accessibility Level (PTAL) of 6a (Excellent). The site is approximately 500 metres from Old Street Underground Station, which provides train services on the Northern Line. It is located at close proximity to three bus routes (30, 73 and 476) on City Road.
- 10.78 City Road (which gives access to Mora Street) forms part of the Transport for London Route Network (TLRN), therefore the highways and transportation impacts will be partially fall on roads managed by TfL.
- 10.79 Access to the building by pedestrians is solely from Mora Street. The site benefits from public transport links including the bus routes on City Road, the Old Street Underground and rail station as the main modes of transport. The development would be car free, with no car parking proposed on-site. A full travel plan is required for developments equal to or more than 2,500sqm. The proposed development is less than 2500sqm and therefore, a Transport Assessment would not be required.

Cycling

- 10.80 The proposed cycle store would have 24 cycle stands, 2 showers, a changing room and a drying room, which would comply with the Islington Cycle Standards (Appendix 6 to the Development Management Policies), and would exceed the London Plan Standards. It would be located at the ground floor level, and would have direct access from the side entrance. The cycle store would have step free access and would be secured and accessible. No details of accessible cycle storage and shower were provided, condition 5 is recommended to secure the details of the accessible cycle storage.
- 10.81 No short stay cycle storage is proposed for visitors, due to the relatively narrow pavement. It is noted that there are Sheffield stands on Lever Street, and there are TFL Cycle Hire stands on Windsor Terrace, Macclesfield Road and Bath Street.
- 10.82 Condition 14 is recommended to ensure that the cycle storage facilities are provided and maintained for the lifetime of development.

Servicing and refuse

- 10.83 Policy DM8.6 (Delivery and servicing for new developments), Part A states that for commercial developments over 200 square metres, delivery/servicing vehicles should be accommodated on-site, with adequate space to enable vehicles to enter and exit the site in forward gear (demonstrated by a swept path analysis). Where servicing/delivery vehicles are proposed on street, Policy DM8.6 (Delivery and servicing for new developments), Part B, requires details to be submitted to demonstrate that on-site provision is not practical, and show that the on-street arrangements will be safe and will not cause a traffic obstruction/nuisance.
- 10.84 The site is accessed from Mora Street which is a one-way southbound road connecting City Road to the north with Level Street to the south. There are double yellow lines along the east side of the road, with Permit Holder or Pay by Phone parking along the majority of the west side. There is also a section of single yellow line on the west side at the south end of the road.
- 10.85 The applicant has submitted a Delivery and Servicing Management Plan (April 2018) in support of the application, to demonstrate that the new office development would have an acceptable impact on Delivery and Servicing
- 10.86 In terms of refuse and recycling storage, there is a dedicated area at the ground floor level which can be accessed directly from Mora Street.

- 10.87 The proposed office development would require 5 Eurobins, and the collections will occur twice a week. 3 of the bins will be allocated for recycling to comply with the 50% capacity target for recycling storage requirements from the Street Management Services.
- 10.88 The proposed refuse and recycling storage has been accepted by the Council's Street Management Services.
- 10.89 The site falls within Zone C of Islington's Controlled Parking Zone (CPZ) which operates at all times between Monday – Saturday and from 00:00 – 06:00 on Sundays. Loading and unloading is permitted on yellow lines for up to 40 minutes during the hours of control.
- 10.90 The proposed servicing is on-street from the single yellow lines at the site frontage on Mora Street. It is written in the submitted statement that the vehicle servicing of the site will be managed by the "Goods In Manager", to ensure that vehicles loading and unloading of the site are in line with local restrictions.
- 10.91 It is anticipated that the office development would generate up to 7 two way vehicles per day. Typically, the average duration of stay for a delivery vehicle would be less than 10 minutes.
- 10.92 Most of the deliveries will be undertaken by small to medium sized vehicles, to minimise the servicing of the site on the highway network. If any larger vehicles (up to 10m) turn up, it could be accommodated on-street on the single yellow lines outside the site.
- 10.93 Both TfL and the Council's Highway Team have reviewed the submitted delivery and servicing plan and no objection was raised. Condition 15 is recommended to ensure that the proposed Servicing and Delivery Plan is complied with by the occupiers for the lifetime of development.
- 10.94 For refuse and recycling storage, the Council's waste guidance note suggests 2,600L of waste storage per 1,000sqm of floorspace for B1a uses, based on collections occurring once a week. For the proposed floorspace, the number of Eurobins (1,100 litres capacity) required would be 5 Eurobins. The proposed capacity and layout of the refuse storage would be sensible and comply with the Council's guidance on refuse and recycling storage. The Council's Street Environment Services accepted the proposed arrangement. Condition 16 is recommended to secure the provision of refuse storage as proposed prior to the occupation.

Vehicle parking

- 10.95 No vehicle parking is proposed on-site. A financial contribution of £6,000 is proposed to secure on-street blue badge parking bays, or alternative accessibility improvements to be agreed by the Council's highway officers. The financial contribution is to be secured by the s.106 agreement.

Construction impacts

- 10.96 There is no Construction and Environmental Management Plan (CEMP) submitted for this application. The proposed internal and external works which facilitate the proposed change of use would have some impact to the local area during the construction period. It is considered that a Construction and Environmental Management Plan should be submitted prior to commencement, outlining measures for the routing, accommodation, loading and unloading of construction vehicles. A construction programme should also be provided within the CEMP and once a contractor has been appointed. This will set out indicative timescales for each phase of construction. Given the existing building will be retained, and

the scale of the development in relatively minor for a major development, it is anticipated that the construction period would not be long enough to pose an unacceptable impact to the surrounding neighbours.

10.97 Subject to compliance with a construction and environmental management plan (recommended condition 13), the proposal would make all reasonable efforts to avoid unacceptable impacts to neighbour amenity, the wider environment, or the safe and efficient operation of the highway network.

10.98 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 also 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 of £6,369 towards monitoring. This payment is considered 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.

Highways and Transportation Summary

10.99 The application sets out adequate provision for servicing, waste storage, accessibility, cycling, collections and deliveries, and includes a framework travel plan which sets out continued measures to promote sustainable modes of transport. The proposal would be acceptable and would comply with Islington Core Strategy (2011) Policies CS11 and CS13; Islington Development Management Policies DM5.1, DM8.2, DM8.5 and 8.6; and the London Plan SPG Land for Industry and Transport (September 2012).

Sustainability, Energy Efficiency and Renewable Energy

10.100 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.

10.101 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 – Reduce Energy Demand

10.102 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 Uvalues are generally consistent with

the values suggested in the Council's SPD. The air permeability would be 3m³/m²/hr.

- 10.103 The applicant has submitted information to demonstrate how energy consumption of the building will be reduced. It is important to note that certain aspects of the scheme are fixed by the existing building, including its size, design, orientation and window areas, it is accepted that the retention of the existing building would mean that there is a limit on the passive design measures that can be incorporated into this refurbishment.
- 10.104 Compared to the baseline target (the existing building in its current condition), the proposed "Be Lean" measures will provide a carbon reduction of 55.2% on regulated emissions. However, if the scheme is assessed against the Building Regulations 2013 Part L2A target, the it would only result in 2.6% of reduction at this stage.

Zero Carbon

- 10.105 Policy CS10A states that development will 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. 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 scheme therefore gives rise to a requirement for a carbon offset contribution of £61,410.

BE CLEAN - District Heating

- 10.106 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.
- 10.107 The applicant explains that the cost of connection to the Bunhill DEN would be significantly high and would only provide modest benefit to the development. Due to the scale of refurbishment and the heating/cooling demand that the building will generate, it was considered that the proposed connection would not be economically feasible. Having reviewed the submitted information, officers accept that the proposed connection to DEN for this office refurbishment proposal would generate limited public benefit and therefore, the proposal remains in consistent with the relevant policy including policy DM7.3.

BE GREEN – Renewable Energy

- 10.108 The submitted Energy Assessment indicates that the existing flat roof area is viable for providing photovoltaic arrays covering an area of 35m² would be provided on roof and which would deliver a saving of approx. 2.2 tonnes of CO₂ per year. There is a constrained area on the roof available for PV and it is not feasible to expand the area of the proposed system,

taking into account its conservation area context. Further details of renewable energy technologies will be secured by condition should planning permission be granted (condition 12).

- 10.109 It is noted from the Council's Energy Conservation Officer that the development falls short of the London and Islington carbon reduction targets. However, it is worth noting that the proposed development does not provide a new building and consideration is given to the fact that the energy efficiency of the building will be significantly improved when compared to the existing building, in order to bring it back into active use.
- 10.110 Overall, the total site wide regulated carbon saving through the combination of energy efficient design and renewable technologies is 8.2% when compared against a compliant L2A baseline model. However, the saving is 57.8% when compared against the existing Judd House development.
- 10.111 The proposed development is expected to achieve a BREEAM rating of 'Excellent' with a score of 71.9% and this is supported (condition 10).

Overheating and Cooling

- 10.112 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.
- 10.113 The applicant has provided evidence to demonstrate how the lower levels of the cooling hierarchy have been maximised. Due to the existing glazing layout and the building fabric, only certain areas are openable. It is not a new building and therefore, there is a limit to introduce passive cooling measures on site. Overall, it is accepted that active cooling would be required within the development and that was introduced at the "Be Lean" stage of the Energy Assessment.

Sustainable Urban Drainage System (SUDS)

- 10.114 Policy DM6.6 is concerned with flood prevention and requires that schemes must be designed to reduce surface water runoff to a 'greenfield rate', where feasible.
- 10.115 Due to the nature of the proposed conversion and the scale of the proposed works, the Council's Sustainable Design Officer has reviewed the proposal and raises no objection as the proposal is a refurbishment of the existing building and it would not result in an increase of building footprint and impermeable surface area. The nature of the B1 use would not result in an intensification of water use when compared to the previous hostel use. It is recommended that the Sustainable Urban Drainage System proposals are secured by condition (No. 11).

Green Performance Plan

- 10.116 This would be secured through the Section 106 legal agreement.
- 10.117 The applicant has submitted a statement to detail the energy performance of the building post conversion. Although the proposed office development will be re-using the existing building, it is still expected that the energy performance of the building would need to be improved post development.
- 10.118 The existing building is an early 20th century brick-built building with old windows throughout, some of the existing windows are broken and has poor performance. The submitted Building Regulation Report Part L states that the existing building does not comply with England Building Regulations Part L 2013.
- 10.119 The new office accommodation is expected to have a significant improvement on energy performance from the existing building. The Council's Energy Conservation officer has reviewed the proposal and the submitted draft Green Performance Plan is broadly acceptable and this will be secured under the Section 106 agreement.

Building Fabric

- 10.120 In accordance with Islington Policies CS10 and DM7.4, details on the materials selection based on lifecycle assessment for all major material components of the design should be provided e.g. structure, steel, brick, concrete etc. These details were not supplied with the application, so a green procurement plan is recommended to be required by condition 4.

Sustainability Summary

- 10.121 In order to ensure that the building performs in accordance with the key sustainability indicators set out within the sustainability statement and energy strategy, a Green Performance Plan (GPP) is to be secured by the s.106 agreement (based on the draft GPP which was submitted with the application).
- 10.122 Whilst the proposal does not comply with the Building Regs target for new building, it is acknowledged that the proposal is a refurbishment and therefore, the shortcomings identified in the Energy Assessment is considered reasonable in this instance. Whilst the proposal would still weigh against the relevant sustainability policies; however, officers give significant weight to the fact that the building has been vacant for many years and the proposal to bring the building back into normal use would provide significant public benefit; it is also acknowledged the 57.8% reduction of carbon emission when compared to the existing building. Therefore, there is no overall objection raised on sustainability grounds, and as set out above, it is recommended that the relevant sustainability requirements are secured by planning conditions and s.106 obligations.

Fire Safety

- 10.123 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire. A Fire safety strategy has not been provided, and a condition (no.6) is recommended to secure further details in relation to the consideration of fire safety prior to occupation, and to pay particular regard to the provision of a sprinkler system, wheelchair refuges on each floor, a firefighting lift and a compartmentalised staircase for fire escape.

Planning Obligations and CIL

- 10.124 The proposal would not result in creation of new floorspace, therefore, it has been

confirmed by the CIL officer that the proposal would not be liable to pay the Islington Community Infrastructure Levy (CIL) and Mayor of London CIL (including Crossrail contribution).

10.125 Islington's CIL Regulation 123 infrastructure list specifically excludes measures that are required in order to mitigate the direct impacts of a particular development and if specific off-site measures are required to make the development acceptable these should be secured through a s.106 agreement.

10.126 In order for the development to mitigate its own direct impacts, and to be acceptable in planning terms the following heads of terms are recommended, secured by a s.106 agreement.

- Affordable housing contribution of £277,600
- Affordable workspace contribution of £384,800
- Compliance with the Council's Code of Local Procurement
- 2 construction training placements (or if it can be demonstrated that this is not possible, a £10,000 contribution towards placements elsewhere).
- Employment and training contribution – Operation of development of £18,425
- Compliance with Islington's Code of Practice for Construction Sites and monitoring costs of £1,735
- Accessible parking contribution of £6,000.
- Carbon Offsetting payment of £61,410 (index linked).
- Submission of, and compliance with, a Green Performance Plan
- The Council's legal fees in preparing the S106 and officer's fees for the monitoring and implementation of the S106 agreement.

11. **SUMMARY AND CONCLUSION**

11.1 As set out in the above assessment, the proposal has been assessed against the development plan and the comments made by residents and consultees.

11.2 The proposed loss of the hostel use has been justified and the proposed office use is considered to be an acceptable use for this site, taking into account its location and the context of the area in CAZ.

11.3 The proposed improvement to the appearance of the building is also considered to be acceptable in relation to the streetscene and the surrounding conservation area. Although the energy aspect of the scheme would not fully meet the London and Local Plan target, the proposed refurbishment of the building would still represent significant improvement in energy terms. The proposal would also have acceptable impacts on neighbouring amenity and local highways.

11.4 The proposal would provide the appropriate contribution to mitigate the impact of the development, including the offsite provision of affordable housing and affordable workspace.

11.5 Consequently, it is considered that the proposed development would comply with the relevant national, regional, and local planning policies (including the Islington Core Strategy, the Islington Development Management Policies, Finsbury Local Plan and associated Supplementary Planning Documents).

- 11.6 It is recommended that planning permission is 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:

- Affordable housing contribution of £277,600
- Affordable workspace contribution of £384,800
- Compliance with the Council's Code of Local Procurement
- 2 construction training placements (or if it can be demonstrated that this is not possible, a £10,000 contribution towards placements elsewhere).
- Employment and training contribution – Operation of development of £18,425
- Compliance with Islington's Code of Practice for Construction Sites and monitoring costs of £1,735
- Accessible parking contribution of £6,000.
- Carbon Offsetting payment of £61,410 (index linked).
- Submission of, and compliance with, a Green Performance Plan
- The Council's legal fees in preparing the S106 and officer's fees for the monitoring and implementation of the S106 agreement.

That, should the Section 106 Deed of Planning Obligation not be completed within 2 weeks from the date of the Planning committee meeting when a resolution to approve the application is reached (or a future date as agreed by officers and the applicant), 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 to 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) CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission. 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).
2	Approved plans list (compliance) CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans: Approved Drawings: Location Plan; Existing Ground Floor Plan; 1010 PL 00 Existing First Floor Plan; 1011 PL00 Existing Second Floor Plan 1012 PL00; Existing Roof Plan 1013 PL00; Existing Front Elevation and Section 1030 PL00; Existing Rear and Side Elevations 1031 PL 00; Proposed Ground Floor Plan 110 PL 00; Proposed First Floor Plan; 1101 PL 00 Proposed Second Floor Plan 1102 PL 00 Proposed Roof plan 1103 PL00 Proposed Front Elevation 1300 PL00; Proposed Rear Elevation 1301 PL00; Proposed Side Elevation and Section 1302 PL00 Approved Documents: Change of Use Submission Oct 2017 – Rolfe Judd Planning Delivery and Servicing Management Plan April 2018 – Caneparo Associates BREEAM Pre-assessment report for planning July 2018 – Verte Internal Condition Report Feb 2018 – Johnson Gillies Limited Sustainable Energy Assessment Report – 03/07/2018 Issue No. N2 Draft Green Performance Plan Rev C Aug 2018 - Verte Statement from Rolfe Judd Planning in relation to loss of hostel use 21 Feb 2018 The approved plans expressly listed within this condition shall take precedence over any plans referred to or appended to the documents listed in this condition. 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.

3	Materials and detailing (Prior to commencement)
	<p>CONDITION: Details and samples of all detailing and facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of superstructure works unless otherwise agreed in writing by the Local Planning Authority. The details and samples shall include large scale drawings, manufacturers details and material samples of the following:</p> <ul style="list-style-type: none"> a) External facing materials, including lintels and cladding; b) Details of the main entrance door on Mora Street; c) Windows and doors (including sections and reveals), including details of the doors to bin store; d) Rainwater goods (including locations, fixings, material and colour); e) Details and locations of all internal and external soil, vent and waste pipes, which should (except for the termination) be constructed within the building; f) Details of any other equipment or devices to be installed on the external surfaces of the building including meter boxes, service connection access, aerials and satellite dishes; g) All other external materials. <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 securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Green procurement plan (Prior to commencement)
	<p>CONDITION: Prior to the commencement of superstructure works, unless otherwise agreed in writing by the Local Planning Authority, a green procurement plan for sourcing the proposed materials shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>REASON: In the interests of securing sustainable development and to minimise the environmental impacts of the development.</p>
5	Inclusive Design (Pre-commencement)
	<p>CONDITION: Notwithstanding the approved plans the scheme shall be constructed in accordance with the principles of Inclusive Design, prior to commencement of development, the following inclusive design features serving the accommodation hereby approved shall be submitted to and approved by the Local Planning Authority. The agreed measures shall be implemented and installed and prior to the first occupation of the development hereby approved.</p> <p>The measures include:</p> <ul style="list-style-type: none"> a) 1 wheelchair accessible WCs to each floor for the B1 Office building b) Step free access for the entrance to lobby area c) Step free access to the cycle storage d) One accessible shower e) One accessible cycle parking space

	<p>The development shall be carried out strictly in accordance with the details as approved, shall be maintained as such thereafter unless otherwise approved in writing by the Local Planning Authority.</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities, in accordance with policy 7.2 of the London Plan 2016, Policies CS7 and CS9 of the Islington Core Strategy 2011 and Islington's Development Management Policy DM2.2.</p>
6	Fire Escape Strategy (Pre-occupation)
	<p>CONDITION: Prior to the occupation of the office development, a Fire Escape Strategy shall be submitted to and approved in writing by the Local Planning Authority in consultation with London Fire Brigade Emergency Planning Authority.</p> <p>The works shall be undertaken in accordance with the details of the Fire Strategy hereby approved.</p> <p>REASON: In the interests of fire safety of the building.</p>
7	Flat roof restriction (Compliance)
	<p>CONDITION: The roof shall not be used as an amenity space, and shall only be accessed in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>REASON: To ensure that the amenity of residents is not adversely affected</p>
8	Energy Efficiency – CO2 Reduction (Prior to commencement)
	<p>CONDITION: Prior to the commencement of superstructure works, a revised Sustainable Design and Construction Statement shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The energy efficiency measures as outlined within the revised Sustainable Design and Construction Statement shall be installed and operational prior to the first occupation of the development.</p> <p>The development shall achieve a 8.2% reduction of regulated carbon emissions against Building Regulations 2013, and a 4.6% reduction of regulated and unregulated carbon emissions against Building Regulations 2013.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, a revised Energy Strategy shall be submitted to and agreed in writing by the Local Planning Authority prior to the occupation of the development.</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter unless otherwise approved in writing by the Local Planning Authority.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>

<p>9</p>	<p>External Lighting (Compliance/Prior to Specific Works)</p> <p>CONDITION: Notwithstanding the approved plans, no external lighting shall be installed, unless details of external lighting across the site have been submitted to and approved in writing by the Local Planning Authority prior to the installation of any external lighting.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, and hours of operation. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings.</p>
<p>10</p>	<p>BREEAM (Compliance)</p> <p>CONDITION: 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>
<p>11</p>	<p>SUDS (Prior to commencement)</p> <p>CONDITION: A Sustainable Urban Drainage statement shall be submitted and approved by the local planning authority, the measures agreed shall be installed and implemented prior to the first occupation of the hereby approved development, unless otherwise approved in writing by the Local Planning</p> <p>REASON: In order to secure sustainable urban drainage, reducing the risk of flooding and to mitigate the impacts of the development.</p>
<p>12</p>	<p>Photovoltaic panels (Prior to Occupation)</p> <p>CONDITION: Prior to first occupation of the development hereby approved, manufacturers' specifications and a scheme of the detailed designs and layout of the equipment and mechanical systems to be implemented in relation to the proposed PV panels(s) shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>These details relating to the PV panels shall include but not be limited to: location of PV panels; area of panels; design (including section drawings showing the angle of panels in-situ, and elevation plans) and the energy performance;</p> <p>The solar photovoltaic panels as approved shall thereafter be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interests of ensuring that the proposed mechanical plant would achieve the performance standards assumed by the approved sustainability statement, to avoid harm to the character of the conservation area and neighbouring amenity, to secure sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard of design.</p>

13 Construction and Environmental Management Plan (Prior to Commencement)

CONDITION: Notwithstanding the details submitted with the application, a construction management plan shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

The Method of Demolition and Construction Statement shall include details and arrangements regarding:

- a) The notification of neighbours with regard to specific works;
- b) Advance notification of any access way, pavement, or road closures;
- c) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period;
- d) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance;
- e) Details of waste storage within the site to prevent debris on the surrounding highway and a scheme for recycling/disposing of waste resulting from construction works;
- f) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.)
- h) Details of any proposed external illumination and/or floodlighting during construction;
- i) Details of measures taken to prevent noise disturbance to surrounding residents;
- j) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbouring amenity caused by site workers at the entrances to the site;
- k) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception)
- l) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area.

The report shall assess the impacts during the preparation and construction phases of the development on the Transport for London controlled City Road, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads.

No demolition or development shall begin until provision has been made to accommodate all site operatives', visitors' and construction vehicles loading, offloading, parking and turning during the construction period in accordance with the approved details. The demolition and development shall thereafter be carried out in accordance with the details and measures approved in the Method of Construction Statement.

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

	<p>Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
14	<p>Cycle Parking Provision (Compliance)</p> <p>CONDITION: The cycle storage areas shown on the hereby approved plans, shall be provided prior to the first occupation of the development, and maintained as such thereafter, unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate cycle and accessibility scooter parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
15	<p>Deliveries and Servicing (Compliance)</p> <p>CONDITION: The development shall be carried out and maintained in accordance with the submitted Delivery and Servicing Management plan, unless otherwise approved in writing by the Local Planning Authority.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on local highways network and neighbouring residential amenity.</p>
16	<p>Refuse storage (Compliance)</p> <p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans 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>

List of Informatives:

1	<p>S106</p> <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	<p>Superstructure</p> <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>
3	<p>Car-Free Development</p> <p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.</p>
4	<p>Roof top plant</p> <p>The applicant is advised that any additional roof top plant not shown on the approved plans will require a separate planning application.</p>
5	<p>Construction works</p> <p>Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Pollution Team, Islington Council, 222 Upper Street London N1 1XR (Tel. No. 020 7527 3258 or by email pollution@islington.gov.uk) or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.</p>
6	<p>Highways Requirements</p> <p>Compliance with sections 168 to 175 and of the Highways Act, 1980, relating to "Precautions to be taken in doing certain works in or near streets or highways". This relates, to scaffolding, hoarding and so on. All licenses can be acquired through streetworks@islington.gov.uk. All agreements relating to the above need to be in place prior to works commencing.</p> <p>Compliance with section 174 of the Highways Act, 1980 - "Precautions to be taken by persons executing works in streets." Should a company/individual request to work on the public highway a Section 50 license is required. Can be gained through streetworks@islington.gov.uk. Section 50 license must be agreed prior to any works commencing.</p> <p>Compliance with section 140A of the Highways Act, 1980 – "Builders skips: charge for occupation of highway. Licenses can be gained through streetworks@islington.gov.uk. Compliance with sections 59 and 60 of the Highway Act, 1980 – "Recovery by highways authorities etc. of certain expenses incurred in maintaining highways". Haulage route to</p>

	be agreed with streetworks officer. Contact streetworks@islington.gov.uk .
7	Highways Requirements (2)
	<p>Joint condition survey required between Islington Council Highways and interested parties before commencement of building works to catalogue condition of streets and drainage gullies. Contact highways.maintenance@islington.gov.uk Approval of highways required and copy of findings and condition survey document to be sent to planning case officer for development in question.</p> <p>Temporary crossover licenses to be acquired from streetworks@islington.gov.uk. Heavy duty vehicles will not be permitted to access the site unless a temporary heavy duty crossover is in place.</p> <p>Highways re-instatement costing to be provided to recover expenses incurred for damage to the public highway directly by the build in accordance with sections 131 and 133 of the Highways Act, 1980.</p> <p>Before works commence on the public highway planning applicant must provide Islington Council's Highways Service with six months notice to meet the requirements of the Traffic Management Act, 2004.</p> <p>Development will ensure that all new statutory services are complete prior to footway and/or carriageway works commencing.</p> <p>Works to the public highway will not commence until hoarding around the development has been removed. This is in accordance with current Health and Safety initiatives within contractual agreements with Islington Council's Highways contractors.</p>
8	Highways Requirements (3)
	<p>Alterations to road markings or parking layouts to be agreed with Islington Council Highways Service. Costs for the alterations of traffic management orders (TMO's) to be borne by developer.</p> <p>All lighting works to be conducted by Islington Council Highways Lighting. Any proposed changes to lighting layout must meet the approval of Islington Council Highways Lighting. NOTE: All lighting works are to be undertaken by the PFI contractor not a nominee of the developer. Consideration should be taken to protect the existing lighting equipment within and around the development site. Any costs for repairing or replacing damaged equipment as a result of construction works will be the responsibility of the developer, remedial works will be implemented by Islington's public lighting at cost to the developer. Contact streetlights@islington.gov.uk</p> <p>Any damage or blockages to drainage will be repaired at the cost of the developer. Works to be undertaken by Islington Council Highways Service. Section 100, Highways Act 1980.</p> <p>Water will not be permitted to flow onto the public highway in accordance with Section 163, Highways Act 1980</p> <p>Public highway footway cross falls will not be permitted to drain water onto private land or private drainage.</p>
9	Secured by Design:
	You are reminded to refer to the provisions of the Secured by Design Commercial Developments 2015 Guide (or any replacement guidance), in relation to the risk of crime within both the public and non-public areas of the proposed development, and preventative measures.
10	Fire Safety

It is recommended that you obtain technical advice regarding compliance with the Building Regulations (and/including matters relating to fire safety and evacuation) prior to any further design work commencing and prior to the selection of materials. In particular, you should seek further guidance regarding the design of the external fabric (including windows) to limit the potential for spread of fire to other buildings. Islington's Building Control team has extensive experience in working with clients on a wide range of projects. Should you wish to discuss your project and how Islington Building Control may best advise you regarding compliance with relevant (building control) regulations, please contact Andrew Marx on 020 7527 2045 or by email on andrew.marx@islington.gov.uk.

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2018 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. Since March 2014 planning practice guidance for England has been published online.

2 Development Plan

The Development Plan is comprised of the London Plan 2016, Islington's Core Strategy 2011, Islington's Development Management Policies 2013, the Finsbury Local Plan 2013 and Islington's 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 CAZ Strategic Priorities

Policy 2.11 CAZ Strategic Functions

Policy 2.12 CAZ Local Activities

Policy 2.18 Green Infrastructure

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.18 Education facilities

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.3 Mixed use development

Policy 4.10 New and emerging sectors

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising emissions

Policy 5.3 Sustainable design & construction

Policy 5.5 Decentralised energy networks

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.8 Innovative energy technologies

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.16 Waste net self-sufficiency

Policy 5.17 Waste capacity

Policy 5.18 Construction, excavation and demolition waste

Policy 5.20 Aggregates

Policy 5.21 Contaminated land

6 London's transport

- Policy 6.1 Strategic approach
- Policy 6.2 Providing public transport capacity and safeguarding land for transport
- Policy 6.3 Assessing effects of development on transport capacity
- Policy 6.4 Enhancing connectivity
- Policy 6.5 Funding Crossrail and other strategically important transport infrastructure
- Policy 6.7 Better streets and surface transport
- Policy 6.9 Cycling
- Policy 6.10 Walking
- Policy 6.11 Smoothing traffic flow and tackling congestion
- 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

B) Islington Core Strategy 2011

Spatial Strategy

- Policy CS7 (Bunhill and Clerkenwell)
- Policy CS8 (Enhancing Islington's Character)

Strategic Policies

- Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)
- Policy CS10 (Sustainable Design)
- Policy CS11 (Waste)

- Policy 7.4 Local character
- Policy 7.5 Public realm
- Policy 7.6 Architecture
- Policy 7.8 Heritage assets and archaeology
- Policy 7.9 Heritage-led regeneration
- Policy 7.13 Safety, security and resilience to emergency
- Policy 7.14 Improving air quality
- Policy 7.15 Reducing noise and enhancing soundscapes
- Policy 7.18 Protecting local open space and addressing local deficiency
- Policy 7.19 Biodiversity and access to nature
- Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

- Policy 8.1 Implementation
- Policy 8.2 Planning obligations
- Policy 8.3 Community infrastructure levy

- Policy CS12 (Meeting the Housing Challenge)
- Policy CS13 (Employment Spaces)
- Policy CS 15 (Open Space and Green Infrastructure)

Infrastructure and Implementation

- Policy CS 18 (Delivery and Infrastructure)
- Policy CS 19 (Health Impact Assessments)
- Policy CS 20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

Housing

DM3.9 Houses in Multiple Occupation, hostels and student accommodation

Employment

DM5.1 New business floorspace

DM5.4 Size and affordability of workspace

Health and open space

DM6.1 Healthy development

DM6.2 New and improved public open space

DM6.5 Landscaping, trees and biodiversity

DM6.6 Flood prevention

Energy and Environmental Standards

DM7.1 Sustainable design and construction

DM7.3 Decentralised energy networks

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

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

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

3 Designations

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

- Central Activities Zone (CAZ)
- Core Strategy Key Area: Bunhill and Clerkenwell
- Finsbury Local Plan – City Road Basin Area
- Conservation Area (Moorfields)
- Local Cycle Routes
- Within 100m TLRN

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

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan

- Affordable Housing Small Sites Contributions (October 2012)
- Development Viability (January 2016)
- Environmental Design (October 2012)
- Inclusive Design in Islington (February 2014)
- Islington Urban Design Guide (January 2017)
- Planning Obligations (Section 106) (December 2016)

London Plan

- Affordable Housing & Viability (August 2017)
- Crossrail Funding (March 2016)
- Housing (March 2016)
- Central Activities Zone (March 2016)
- Accessible London: Achieving an Inclusive Environment (October 2014)
- The control of dust and emissions during construction and demolition (July 2014)
- Character and Context (June 2014)
- London Planning Statement (May 2014)
- Sustainable Design and Construction (April 2014)
- London's Foundations (March 2012)
- Planning for Equality and Diversity in London (October 2007)