



PLANNING COMMITTEE REPORT

PLANNING COMMITTEE	AGENDA ITEM NO:B2
Date: 4 June 2019	EXEMPT

Application number	P2019/1124/FUL
Application type	Full Planning Application
Ward	Clerkenwell
Listed building	Adjacent to the Grade II listed College Building
Conservation area	Adjacent to the Northampton Square Conservation Area
Development Plan Context	Core Strategy Key Area – Bunhill and Clerkenwell Central Activities Zone City University Sites – Finsbury Local Plan (site allocation BC1) Site Allocation – City University London BC1 Finsbury Local Plan Area – Bunhill and Clerkenwell Mayors Protected Vistas – Alexandra Palace to St Paul’s Cathedral
Licensing Implications	None
Site Address	The City University, 10 Northampton Square, London, EC1V 0HB
Proposal	Alterations and extension at 6th and 7th floor levels of the University Building to provide an extension to the library as well as replacement of the glazing units on the 1st - 6th floor facades and associated works.

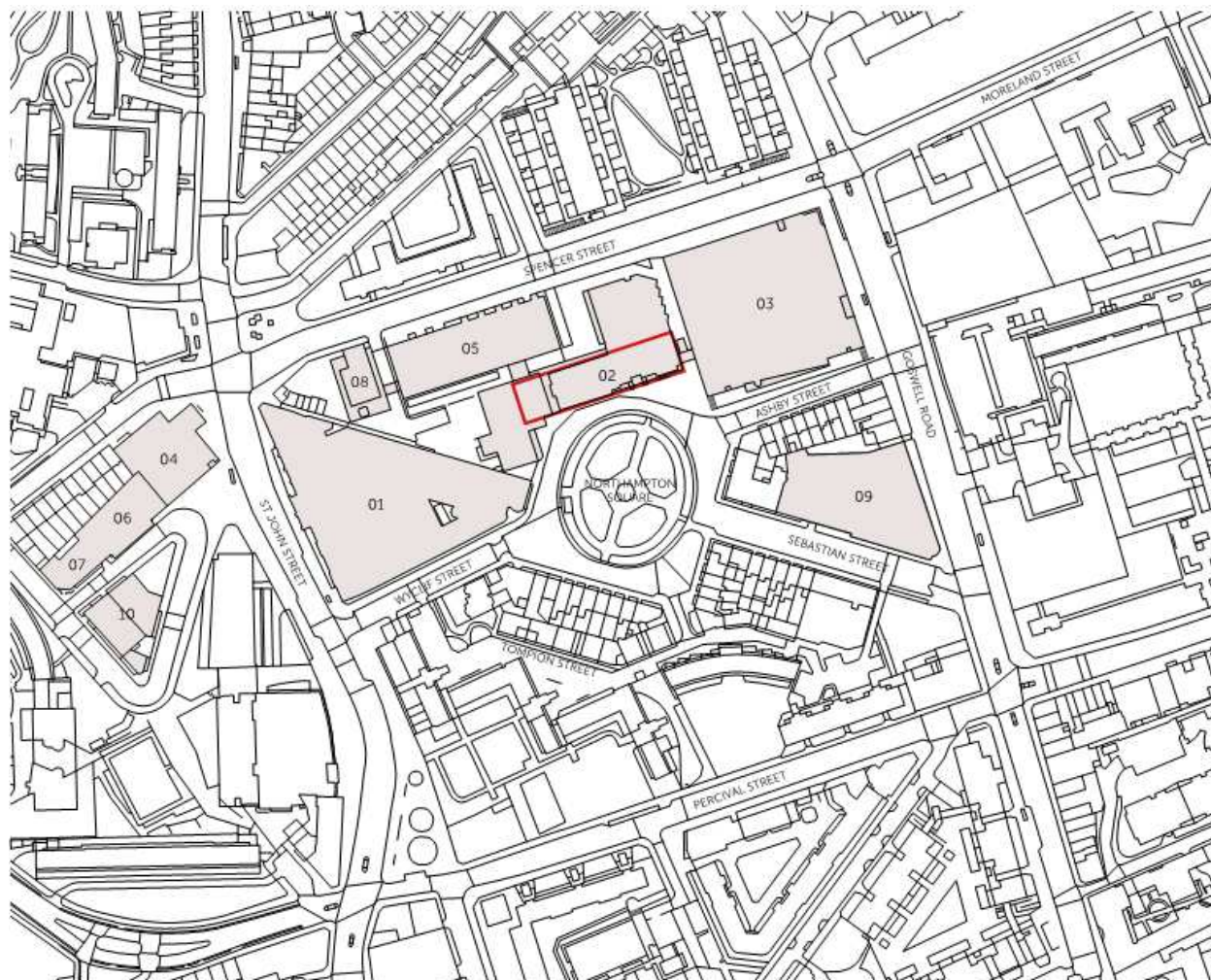
Case Officer	Anna Luu
Applicant	University of London
Agent	Gerald Eve LLP

1. RECOMMENDATION

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

- a) the conditions set out in Appendix 1; and
- b) 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 (site outlined)

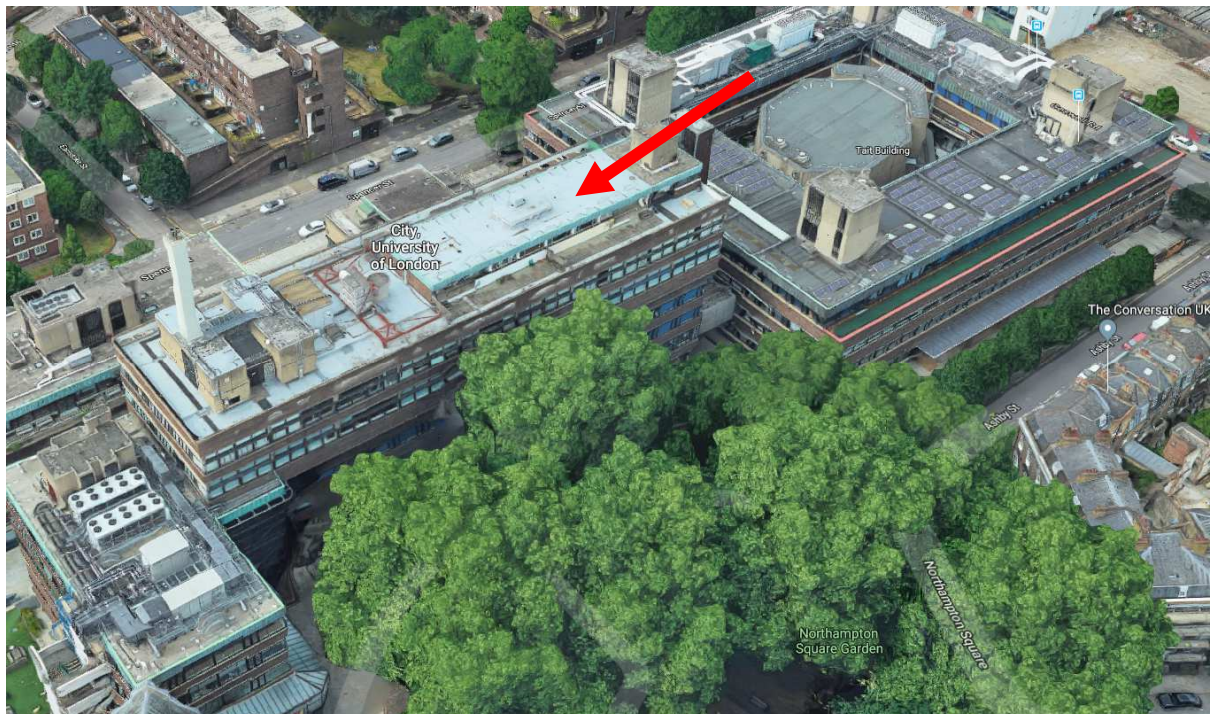


3. PHOTOS OF SITE/STREET

Photograph 1: Birdseye of application site



Photograph 2: Aerial View of University Building



Photograph 3: View of University Building (Northampton Square Elevation)



Photograph 4: View of University Building (Northampton Square Elevation)



4. SUMMARY

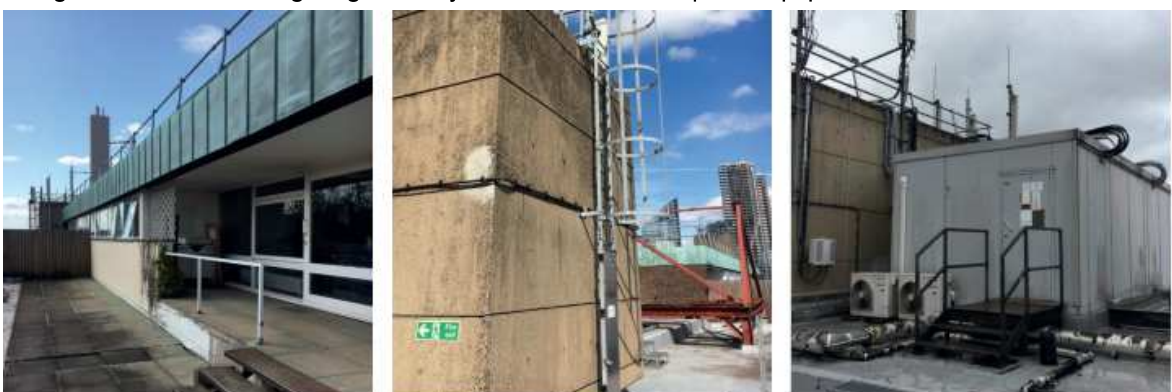
- 4.1 The application is for alterations and extensions at 6th and 7th floor levels of the University Building, The City University London. The extension is to provide additional educational accommodation (Use Class D1). The proposal also involves the replacement of existing glazing units at 1st to 6th floor facades and other related works.

- 4.2 The site is located within a highly accessible location within the Central Activities Zone (CAZ). The site occupies a sensitive location and is adjacent to a number of heritage assets including the Grade II listed College building, Northampton Square Conservation Area which includes Grade II listed terraces. The site is also located proximate to the Hat and Feathers Conservation Area (to the south east), the Clerkenwell Green Conservation Area (to the south west) and the New River Conservation Area (to the west and north west).
- 4.3 The proposal would result in improvements and the enhancement of the educational facilities in association with the City University's Northampton Square Campus by providing high quality learning spaces to cater for current and future student learning needs. However, it would result in an increase in the height of the host building. Sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 require decision makers to give considerable weight and importance to the desirability of preserving the setting of listed buildings, and to the desirability of preserving or enhancing the character and appearance of the conservation area. In this regard, careful attention has been given to the assessment of proposals in terms of potential heritage impacts. Having undertaken the assessment Officers are not of the view that the scheme would cause harm to any heritage asset.
- 4.4 The scheme accords with sustainability policies and would not result in any unacceptable impacts on the amenity of nearby occupiers.
- 4.5 For the reasons given above and explained in more detail in the subsequent sections of this report, on balance, the proposal is considered to be acceptable. Therefore, the proposal is recommended for approval subject to the imposition of conditions and planning obligations.

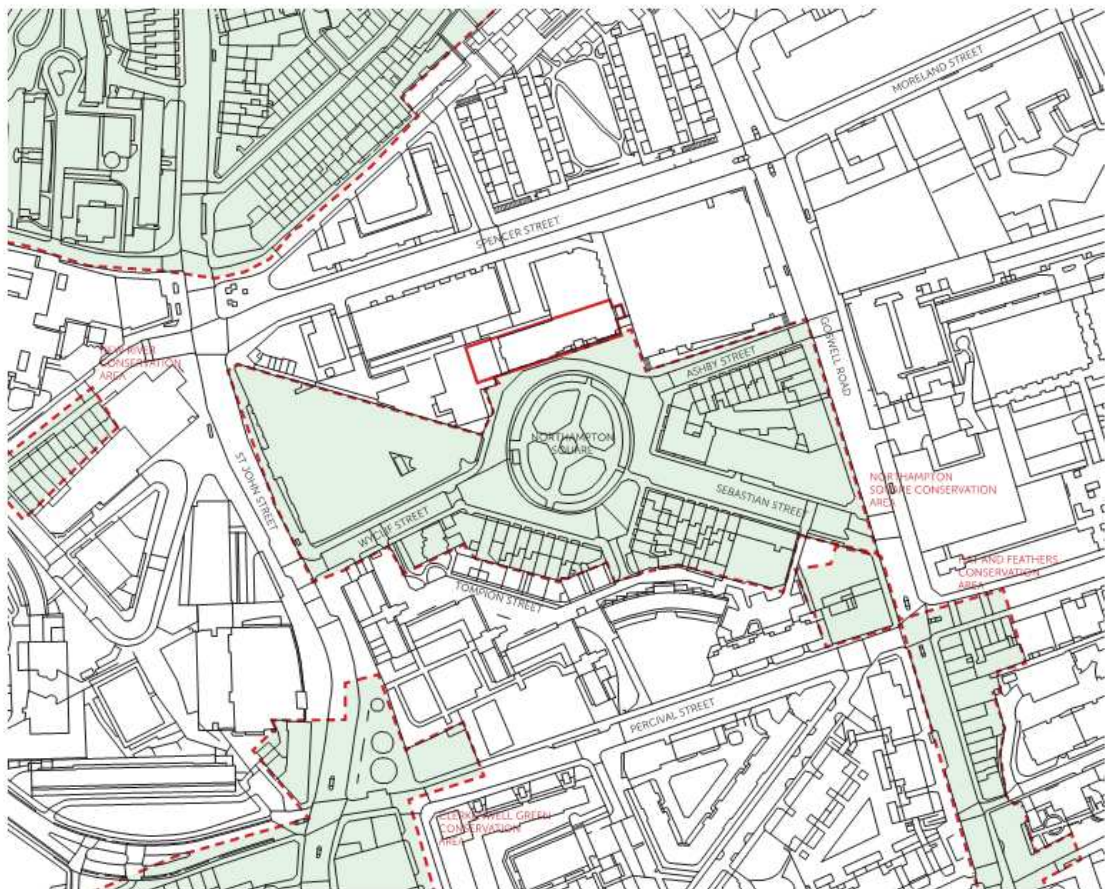
5. SITE AND SURROUNDING

- 5.1 The building to be extended is commonly referred to as 'The University Building' and forms part of the City University London campus. It is located on the northern side of Northampton Square.
- 5.2 The University Building was designed in 1962-1963 by Sheppard, Robson and Partners. The University Building was constructed and opened in the 1970s. It forms part of a collective of buildings, namely, the Tait Building was opened in 1974. Following, the Rhind Building was opened in 2004. The main structure of the host building is seven stories in height, noting that a single storey element exists at roof level and is setback from the principal façade. The host building is used for educational purposes (Use Class D1).

Image 1: View of existing single storey element and other plant equipment at roof level



- 5.3 The University Building is attached to the contemporary building known as the Tait Building and the Drysdale Building. It also sits adjacent to the Centenary Building and College Building (late 1890s, Grade II listed).
- 5.4 In terms of the surrounding context, the University Building and the broader City University site, sits immediately adjacent to, although not within, the Northampton Square Conservation Area. This is with the exception of the College Building, which is located within the Conservation Area.
- 5.5 The City University Buildings are also visible in oblique views from the lower part of St John Street in the New River Conservation Area. There are direct views towards University Building where the Hat and Feathers Conservation Area meets the Northampton Square Conservation Area at the Sebastian Street junction.



- 5.6 The site lies within the left lateral corridor of the LVMF Protected View from the south terrace at Alexandra Palace towards St Pauls Cathedral.

6. PROPOSAL (IN DETAIL)

- 6.1 The application proposes alterations and an extension at 6th and 7th floor levels of the University Building to provide an extension to the library. The proposal also involves the replacement of glazing units on the 1st to 6th floor facades and associated works.
- 6.2 The extensions would result in an additional 634 square metres (gross internal area) of educational accommodation (Use Class D1). The scheme involves removal of the existing 7th floor level and associated rooftop clutter and

subsequent erection of a new 7th floor level to expand the existing library accommodation.

- 6.3 The proposed extension would adopt an elliptical form and would sit flush with the host building. The maximum building height would stand at 36.03 metres above ground floor level.
- 6.4 Other associated works involve upgrading supporting facilities such as new bathrooms, additional staff areas and offices at 6th and 7th floor level. All replacement and additional mechanical plant equipment would be contained within the 6th floor mezzanine level. Furthermore, some plant would also be contained internally at either end of the proposed 7th floor level.
- 6.5 The proposal involves the replacement of the existing single glazed units to the 1st to 6th floor elevations of the University Building. The existing windows are to be removed (frames and glazing) and replaced with aluminium framed units that would replicate the current window unit configuration – designed to increase the sustainability performance of the building.

7. RELEVANT HISTORY:

Application Site (University Building)

- 7.1 10 Northampton Square (ref: P2018/2963/FUL) for Replacement window and new ventilation grille on external facade of University building was APPROVED on 22 October 2018.
- 7.2 10 Northampton Square (ref: P2013/2721/FUL) for Partial demolition of existing facades, structures and walls including the removal of an existing A1 retail unit with alterations to existing facades and structures to provide new entrances, a pavilion, facades, pavement lights and structures, with associated public realm, landscaping and other works was APPROVED on 05 February 2014.

Wider City University Campus Sites

- 7.3 10 Northampton Square (ref: P2017/0197/FUL) for Refurbishment of the Drysdale Building on Spencer Street, including a new main entrance on the southern elevation, the relocation of ground floor plant equipment to the roof and the provision of new plant equipment to the ground floor, the addition of an internal mezzanine to provide 170sqm of new floorspace, the relocation of bike racks, the installation of grills to the eastern elevation windows, new windows at ground floor on the north, south and western elevations and the installation of new furniture to the south of the building was APPROVED on 15 September 2017.
- 7.4 10 Northampton Square (ref: P2015/4903/FUL) for the Erection of single storey glazed infill extensions into internal courtyard to provide new circulation space, and replacement of 3 no windows on Ashby Street elevation with ventilation grilles was APPROVED on 1 March 2016.
- 7.5 10 Northampton Square (ref: P2013/2720/FUL) for Partial demolition of existing facades and structures and alterations to existing facades and structures to provide a new entrance and extension at podium level and entrances at the

ground floor level with associated public realm, landscaping and other works was APPROVED on 05 February 2014.

- 7.6 10 Northampton Square (ref: P2012/0660/FUL) for Provision of additional windows at the North, South, East and West elevations of the third floor and additional access points onto the North and South terraces of the third floor. Installation of four new roof lights and installation of planters and a new raised balustrade at the southern terrace and associated works was APPROVED on 15 February 2013.

PRE-APPLICATION ADVICE:

- 7.7 Ref: Q2018/2896/MIN – advice was given in November 2018 outlining that the provision of additional educational space (Use Class D1) is supported in principle from a land use perspective.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 781 adjoining and nearby properties on 15 April 2019 (expiring on 9 May 2019) and a site notice and press advert were displayed. It is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2 In response to the consultation, a total of 15 responses had been received from the public with regard to the application. It is noted however, that 10 were from unique respondents. The issues raised are summarised below (with the paragraph number within the main report where the issue is addressed).

Design

- 8.3 The existing listed Georgian houses are already overwhelmed by the mass and appearance of the existing university buildings. The proposal would adversely impact the historic architectural building style of the square.[8.26 and 10.22 – 10.23 and 10.26-10.27]
- 8.4 The height of the extension would modify the character of the square and would be visible from all angles at ground floor level.[8.26 and 10.36-10.43]
- 8.5 Existing plant will still be visible.[10.22]
- 8.6 The harm caused to Northampton Square by the existing 1960'S building will be exacerbated.[8.26 and 10.26-10.27]
- 8.7 The scale of the roof extension is not appropriate relative to the square and its neighbouring buildings.[8.26 and 10.26-10.27]
- 8.8 There is a risk in seeing incremental development by the university that would harm the square materially and have a cumulative impact on the square.

[Planning Case Officer Comment: The assessment of cumulative impacts is a requirement and while there is no cumulative impact assessment to make at this

point the issue of particular relevance as part of ongoing master planning discussions.]

8.9 A tall building in this location should not be allowed.[10.17-10.32]

Amenity Impacts:

8.10 The extended building height would impact on light and views to the sky to the houses opposite, on the southern side of the square gardens.[10.48-10.53]

8.11 The proposal will create a student ghetto, concentrating students (and associated noise and disturbance) at the campus.[10.58-10.59]

8.12 The proposal would lead to increased student numbers and would exacerbate issues including noise caused by students entering and leaving the building, gatherings in the square, late night food deliveries and traffic which impact on residential amenity. Controls over hours of use are necessary. [10.58-10.59]

8.13 Noise mitigation measures including management of those entering and leaving the buildings, closing the Northampton Square entrance at night and in the early mornings, noise from rooftop plant should be limited in hours so as not to disturb residential amenity. [10.58-10.59]

8.14 The proposal would result in unreasonable light spill.[see condition 10]

8.15 The proposal would impact on daylight access to habitable windows of No. 32 Northampton Square.[10.48-10.53]

8.16 5 windows would fall below the recommended value of VSC (vertical sky component). [10.48-10.53]

8.17 The Daylight/Sunlight assessment has not taken into consideration the light levels received in most of the rooms in the houses including internal hall through the fanlights. [10.48-10.53]

8.18 The proposal would increase air pollution as a result of increased student numbers and traffic.[10.77-10.80]

8.19 The proposal would result in increased traffic congestion and parking pressures.[10.71-10.74]

Other:

8.20 There are too few litter bins and they are emptied too infrequently. The university should take responsibility for daily cleaning of the square.

8.21 The consultation was not long enough.

8.22 There should be an enforceable programme of tree maintenance and replanting.[see condition 11]

8.23 The description of the proposal is misleading and is written in such a way that the reader would conclude that it is for relatively minor alterations.

[Planning Case Officer Comment: Planning application descriptions should be accurate, clear and precise. They should identify the key parts of the proposal that require planning permission but not include irrelevant details or set out a justification for the proposal. The description of development is considered accurate and was discussed and agreed with the Planning Agent before the scheme was validated]

8.24 Negative environmental and ecological impact of reduced light on the garden and trees.

[Planning Case Officer Comment: The scheme will provide environmental and ecological enhancements including green roofs, water saving and carbon reduction measures. The site is located to the north of Northampton Square and taking account of the orientation of the site to the sun, there would be any undue impact to ecology or trees as a result of overshadowing. This has been tested by the Applicant, and in essence because of the orientation of the proposal to the sun through-out the day, there will be no worsening of the amount of sunlight to the gardens (they will still maintain over 2 hours on the equinox, which is the BRE standard)].

Internal Consultees

8.25 **Planning Policy Officer**

Land Use

The site is allocated in the Finsbury Local Plan as Site BC1. This states that the site is allocated for refurbishment and redevelopment of buildings to provide improved education and teaching facilities, and uses ancillary to teaching. The allocation also states that an increased amount of teaching facilities is required to accommodate projected growth in students. Therefore, the expansion of education uses on this site location accords with the Finsbury Local Plan.

The Finsbury Local Plan allocation also refers to the Northampton Square Planning Brief. This planning brief was prepared in 2008 jointly between LB Islington and City, University of London. More recently City, University of London presented their ongoing master planning work to the Council to demonstrate how the proposed library extension is part of a planned programme of campus improvements.

Building Height

Policy BC9 of the Finsbury Local Plan is the relevant policy for assessing buildings heights. Criterion B of this policy states that buildings of 30 metres in height or more may be appropriate only within the areas indicated on an accompanying map, and this site is not identified as a site where buildings over 30m may be appropriate.

According to the submitted plan (proposed south elevation) the height of the proposed library extension is 36 metres. I note that the extension falls below the viewing corridor. The increase in height of 6 metres is more than one commercial storey and a significant exceedance of the policy maximum.

[Planning Case Officer comment: For clarity, the height to the roof of the office space at the top level of the building is 30.6m. The height to the roof of the two lift cores and stair core over runs is 33m. The height of the chimney is 45m above the ground. Therefore, the increase in height would be 6m above the roof of the office space at the top level of the building and 3m above the lift/stair cores.]

The supporting text of policy BC9 states that the policy was based on findings from two urban design studies - the Farringdon Urban Design Study (East Architects, 2010) and the Bunhill and Clerkenwell Public Space Evaluation and Urban Design Study (Urban Practitioners, 2010). Policy BC9 does not include any exceptions for where modest increases in height above 30 metres may be acceptable, and the supporting text states:

“These studies determined that large parts of the area have a clear platform building height of between three and six storeys, with small variations, and that this homogeneity is essential to the area’s character. It was found that in many parts of the area, even modest increases in height may have a detrimental impact on character values...” The increase in height of the proposed development does therefore not accord with policy BC9 of the Finsbury Plan.

Please also note that there is no significant change in the policy approach for tall buildings for this location in the Draft Local Plan. In preparation of the Draft Local Plan Islington commissioned Urban Initiatives to prepare the Islington Tall Building Study. This study undertook an urban design analysis to identify sites that are suitable for tall buildings. This site was not selected as a potential site for tall buildings, and similar restriction of development above 30 metres applies to this site under the Draft Local Plan.

8.26 Design and Conservation Officer

Bulk, height and massing

The proposed extension would sit within the building line of the main University Building, replacing an existing single storey rooftop pavilion. It would be 2.7 meters taller than the existing rooftop plant which when measured to the top of the new extension would give a building of 36.03 above ground as opposed to the existing 33.34 above ground.

The Islington Urban Design Guide notes:

5.87 Rooflines should normally respond to the articulation of the rest of the façade. It should be possible to read the width of the plot divisions from the bottom to the top of the building. The roofline should also reflect the rhythm, harmony and scale of the longer street frontage. Stepped or sculptured rooflines can appear monolithic particularly where the shape of the roof does not pick up the sub division of the façade.

The roof extension relates to the scale and rhythm of the longer street frontage because it sits within the building line of the University Building with a horizontal glazed element and the longer street frontage is composed of the University Building, which has a horizontal emphasis and occupies an entire block.

However, the proposed extension would resolve the existing rooftop plant by enclosing it in a mezzanine under the new extension. In addition to this the existing lift overruns and plant rooms would be amalgamated into the new rooftop extension as access lobbies. Therefore, the increase in height would be accompanied by an associated resolution to the currently fragmented roofline, and the servicing of the building made much more visually discreet. The bulk, height and massing of the proposed extension is proportionate to the scale of the host building. The scale of University building is unrelated to the scale of the neighbouring conservation area. The proposed roof extension would increase the difference in scale by reason of height, but the Northampton Square conservation area guidelines define the character and appearance of the conservation area by the relationships of the buildings within the conservation area:

29.2 Northampton Square was laid out in 1802, and was one of the earliest squares in Islington, developed as part of the Marquess of Northampton's estate. Although the original formal symmetry of the Square has been lost by the redevelopment of the City University, many of the Georgian houses survive in the Square and the adjoining side streets. The oval open space, with its bandstand, drinking fountain and fine mature trees also preserve the cohesion and townscape quality of the Square.

The increased height created by the extension is accompanied by some townscape benefit in the sense that it includes the removal of rooftop plant and the integration of currently isolated rooftop elements into a unified composition. The existing roofline detracts from the setting of heritage assets because it reads as visually prominent ancillary/service space in an area where C18th, C19th and C20th rooflines are characterised by cohesive mansard development. The impact of the increased height on the setting of heritage assets is therefore neutral.

Elevational treatment and materiality

The diagrid form of the proposed roof extension is acceptable. Although the hoist building has horizontal fenestration it is accepted that is desirable for the roof extension to read as a softer addition to the surrounding townscape and therefore both its elliptical form and diagrid screening go some way towards achieving this. The Islington Urban Design Guide notes:

5.97 The use of articulation within a façade should also consider the control of heat gain and heat loss to and from the building. The use of vertical and horizontal projections, if consciously designed, can significantly improve the thermal comfort of a building.

Although the glazed area of the proposed structure is not typical for a reading room (which are usually lit by a clerestory or top-lighting) the proposed use of the diagrid is intended to improve thermal comfort and has a functional relationship to the form which it screens. Internal screening will be provided by a tracked blind run from the building management system.

It is proposed to replace the existing single glazed timber windows with the aluminium framed double glazing system used in the recent University Building entrance reconfiguration. 1:25 details of the proposed windows (glazing and frames) was requested and the details of the proposed profile were provided and the design

is deemed to be acceptable. No trickle vents or other new manifestations of ventilation are required because the building already has a ventilation system which is compatible with the proposed windows. The Islington Urban Design Guide states:

5.112 The choice of materials in any new development must take account of its context. Care needs to be taken to ensure that the new material is sympathetic with the local vernacular. Any new building should have a harmonious visual relationship with its neighbours; consistency and continuity are important. The proposed palette of materials should not jar, inappropriately draw the eye, or otherwise undermine the local character or distinctiveness of the area.

The local vernacular of the site is somewhat mixed, ranging from eighteenth century stock brick and Welsh slate to nineteenth century red brick and 1960s brick and more contemporary materials (copper sheeting etc).

It is proposed to clad the roof extension in glulam timber cladding fins and bands. The principle of timber cladding is acceptable as the roof extension is an almost entirely glazed element and deep timber reveals will enable the provision of some internal shade while also avoiding the presentation of a large area of open glass to a mainly closed streetscape characterised by brick, slate, copper and timber. The proposed facing of the new extension will be a glazed elevation supported within a glulam structure internally and externally. The proposed timber is larch. This is acceptable in principle, but a condition should be added requiring the approval of all facing materials.

The proposed aluminium fin cladding to the east and west cores, proposed opaque glass rain screen cladding to the east and west cores and proposed GRC panel cladding to the underside of the study space soffit are all acceptable, as is the extrusion of the existing cladding materials on the existing east lift shaft to include the additional lift extension to the proposed roof extension. These materials have a relationship to the materials already used on the campus, are of a high quality and are contextual and logical in their application to the new parts of the building.

Impacts on heritage assets

The site is not within a conservation area and does not affect the fabric of any designated heritage assets. However, the site is visible from the Northampton Square Conservation Area and is within the setting of designated heritage assets, expressly the Grade II listed terraced houses on Ashby Street, Sebastian Street, Tompion Steet, Northampton Square, the Grade II listed College Building on St John Street and Wyclif Street. There is a Grade II listed telephone Kiosk on Wynatt Street but the development could not be deemed to have an obvious impact on the setting of this. There are views over the application site from the Grade II* listed Tunbridge House on the Spa Green Estate but Tunbridge House and the application site could not be said to have a clear townscape relationship as they are not read in visual proximity to one another. The application has demonstrated that the proposal will not have a harmful impact on the protected vista from the south terrace of Alexandra Palace to St Paul's Cathedral.

The proposals will be visible from within the Northampton Square Conservation Area. University Building replaced late C18th terraces in the mid-twentieth century and is of a different form, scale and architectural language to the rest of

Northampton Square. It shares a similarity of material in its use of dark toned brick (the houses in Northampton Square were originally light-toned stock brick but most have not been recently cleaned).

Aside from the difference in scale between the conservation area and University Building, it is recognised that the roofline of the existing University Building does not have a successful relationship with the setting of the square. The terraces in the Square and adjoining streets have a uniform line of mansards above a brick façade, creating a resolved roofline punctuated by dormers and chimney stacks. College Building has a prominent mansard on the Northampton Square elevation and Tait Building, although outside the conservation area, has a better relationship with the surrounding terraces in part due to the formal treatment of its roofline.

In contrast, University Building has an unbalanced roofline which does not sit comfortably with the formality of its façade or the generally resolved roofscape surrounding it. The protrusion of stair cores, plant and flues sit uncomfortably with the dignified character of the other buildings within the square and give the roofline of University Building a fragmentary appearance.

The proposed library extension includes resolution of the existing roofline as part of the proposals.

The proposals will affect the setting of heritage assets, chiefly the listed buildings within the Northampton Square Conservation Area. The existing relationship between University Building and the neighbouring listed buildings is one of contrast in scale and design, although there is some continuity of materials. The proposed extension would represent an increase in height to the main body of the existing built form. The proposed extension would sit within the existing building line, which is cantilevered outwards into the Square on the fifth floor.

While the proposals would result in an increase in the built form of the University Building this increase could not be said to cause harm to the setting of heritage assets. The character of the site is a robust post-1945 institutional building, of a differing scale to the neighbouring conservation area. While the relationship between the University campus and the residential buildings of Northampton Square is not particularly harmonious it is unquestionably one of vigorous divergence and establishes a townscape character of contrast rather than congruence. The listed buildings of Northampton Square are read within a comparatively closed townscape environment, and this sense of enclosure was always part of the character of the Square, even when first constructed. Because of this, and because the existing University Building already presents a tall elevation to the Square, the proposed roof extension will not affect the way in which the silhouettes of the surrounding listed buildings are read against the existing townscape.

While the proposed roof extension would cause alteration to the appearance of University Building it could not be said to cause harm to the character and appearance of the Northampton Square Conservation Area or the setting of Grade II listed buildings, because a harmonious relationship between these spaces is not presently read and their visual relationship is not one of architectural unity.

Conclusion

The proposals will not cause harm to the setting of heritage assets. Although the site sits outside the Northampton Square Conservation Area, consideration has been given to the need to preserve or enhance the appearance of the Conservation Area. The proposed roof extension resolves the roofline of University Building in a manner which has some context within the prevailing mansard pattern of the surrounding area, albeit on a differing scale. The proposed design and scale of the extension would not cause unacceptable visual disruption to a unified urban streetscape because the application site is of a different scale and architectural character to the streetscape of the Northampton Square Conservation Area and the manner in which the surrounding listed buildings are read against the townscape will not alter.

8.27 **Public Protection / Pollution Officer**

Conditions setting out a plant noise limit and verification report are to be submitted and approved to demonstrate that the final design meets this criterion.

There is a requirement for a Construction Management Plan directly referencing our CoPCS, BS5228, the GLA's SPG on control of dust and emissions etc, particularly looking at how the crane movements.

8.28 **Inclusive Design Officer**

The new access to 7th floor toilet is much better and I am satisfied with it. The accessible toilet door should open inward and outward at 6th floor.

[Planning Case officer comment: The Applicant amended the design of the door so that it can open inward and outward.]

A 1200mm clear landing is required wherever a ramp is proposed. There areas immediately to the front of lift doors should be clear and unimpeded (and not be an area doors open over).

[Planning Case officer comment: This is addressed by way of condition 9]

8.29 **Energy Conservation Officer** - No objection.

8.30 **Sustainability Officer** – No objection.

8.31 **Spatial Planning and Transport (Transport Officer)** – In regards to the highway, no objections are raised. A planning obligation is required to protect the footway.

8.32 **Public Realm:** Safe access to the bin storage area must be maintained during the construction period.

8.33 **Tree Preservation / Landscape Officer**

There are no trees within the site application boundary however there are several significant trees located immediately to the South of the site within Northampton Square (Islington Council – Open Space).

Based on the Design and Access Statement the proposals appear to be all contained within the existing building footprint and therefore based on this the impacts on off-site trees (if adequately protected) should be minimal.

It will be important to ensure the construction activities (e.g. installation of scaffolding and use of cranes) does not cause any harm to the trees. Construction traffic close to tree canopies may be an issue.

Some pruning to off-site trees may need to be completed in order to provide an adequate level of clearance between the building / construction related activities.

To cover the above factors it is recommended that a site specific arboricultural method statement (and site supervision) is stipulated and addressed by way of condition (11).

Other Consultees

8.34 **Design Review Panel** – Islington’s Design Review Panel considered the proposed development at three meetings subsequent to the pre-application stage.

These are detailed as follows:

First Review (4 December 2018)

- The Panel considered that a suitable balance between softness versus boldness in the design of the proposed elements could be achieved.
- Panel members welcomed a celebratory building and the opportunity to create a unique space, but advised that this needed to be balanced against the impact on the conservation area and host building.
- The proposal was not considered to deliver an architectural intervention which related to and enhanced its complex setting.

Second Review (22 February 2019)

- The internal access arrangements have been improved since the first review.
- The Panel considered that the relationship between an ellipse and the host building could still be improved. A shadow gap between the existing parapet and the proposed soffit could improve that relationship.
- A cantilever is concerning because breaking the form of the existing building line is by its very nature assertive. The Panel concluded that a cantilever is an issue.
- The Panel suggested that if the proposed 7th floor lavatories could be located further to the west, that this may allow scope for an elliptical form to be elongated – to allow the library capacity element of the brief to be met without creating a cantilever.

Third Review (12 March 2019)

- The removal of the cantilever from the proposed structure is an improvement, bringing the structure within the existing building line would present an integrated form, that is expressive without being overly assertive.

- The additional 500mm junction between the host building’s parapet and the base of the proposed structure has improved the relationship between the two buildings by allowing a legible shadow gap.
- The Chair emphasised that the detailed consideration of materials, internal and external junctions including with the existing building parapets, blinds, screening, anticipated weathering of materials would all need to form part of the future of the proposals.
- Subject to the thickness of glazing profiles, spacer bars, vents etc, the proposed window replacements, provided it would use the same materials as previously replaced windows on the ground floor level is likely to be an acceptable approach.

8.35 The Panel’s written comments (issued on the 18 December 2018, 22 February 2019 and 22 March 2019 respectively) are appended as Appendix 3 to this report for completeness.

8.36 The application proposal represents a response to the Panel’s feedback and the design is assessed in detail within the Design and Appearance Section of this report.

9. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS & 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 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 National Planning Policy Framework (NPPF) (2019) states: “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... At paragraph 8 the NPPF (2019) states: “achieving sustainable development means that the planning system has three overarching objectives which are interdependent and need to be pursued in mutually supportive ways”. These objectives are identified as playing an economic, social and environmental role.

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

- 9.4 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.
- 9.5 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.
- 9.6 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.
- 9.7 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

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

Designations

- 9.9 The site has the following designations under the London Plan (2016), Islington Core Strategy (2011) and Development Management Policies (2013):
- Core Strategy Key Area – Bunhill and Clerkenwell
 - Central Activities Zone

- City University Sites – Finsbury Local Plan (Policy BC4, BC8 and site allocation BC1)
- Site Allocation – City University London BC1
- Finsbury Local Plan Area – Bunhill and Clerkenwell
- Mayors Protected Vistas – Alexandra Palace viewing terrace to St Paul's Cathedral

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

10.1 The main issues arising from the proposal are the following:

- Land use
- Design and Conservation
- Accessibility
- Neighbouring amenity
- Energy and sustainability
- Highways and transportation
- Air Quality
- Planning Obligations, Community Infrastructure Levy and local finance considerations

Land Use

10.2 The NPPF (2019) states that Local Planning Authorities should give great weight to the need to create, expand or alter educational facilities and should take a positive approach to development that will widen the choice of education. This objective is furthered by policy at the regional level, namely, Policy 3.18 of the London Plan 2016, which supports the expansion of education facilities and the enhancement of facilities for educational purposes. Specifically, development that enhances education and skills provision will be supported, including new building and expansion of existing facilities or change of use to educational purposes. Additionally, London Plan (2016) policy 4.10 states that the Mayor will, and boroughs should give strong support for London's higher and further education institutions and their development, recognising their needs for accommodation.

10.3 The site is allocated in the Finsbury Local Plan as Site BC1. This states that the site is allocated for refurbishment and redevelopment of buildings to provide improved education and teaching facilities, and uses ancillary to teaching. The allocation also states that an increased amount of teaching facilities is required to accommodate projected growth in students. Therefore, the expansion of education uses on this site location accords with the Finsbury Local Plan.

10.4 Islington's Development Management Policies (2013) policy DM4.12 relates to social infrastructure (such as universities) and sets out criteria for development (including extensions to existing buildings).

10.5 Policy DM4.12 C sets out the criteria for new social infrastructure, which must:

- Be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;
 - Provide buildings that are inclusive, accessible, flexible and which provide space which meet the needs of intended occupants;
 - Be sited to maximise shared use of the facility particularly for recreational and community uses; and
 - Complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.
- 10.6 With respect to land use, the proposal clearly aligns with the abovementioned policy objectives. The alterations and roof extension are required to provide improved facilities for the university, namely providing additional education/ library accommodation for the students.
- 10.7 The policy requires development to be located close to public transport, and in this regard public transport accessibility levels (PTAL) across the campus ranges from 5 to 6 (on a scale of 1 to 6 where 1 represents a low level of public transport accessibility and 6 the highest), therefore the site is in an appropriate location for expansion.
- 10.8 Policy DM4.12 also requires educational buildings to meet requisite space standards. An analysis of current space provided in the Northampton Square library against 2015-16 data (provided by the Society of College, National and University Libraries (SCONUL)) shows that the City University does not currently provide adequate library study space for its students. On average in UK university study spaces in libraries is more than double that provided at the Northampton Square campus.
- 10.9 Universities with a higher gross floor area per student are better placed to develop their library spaces in response to pedagogical changes in the University sector, for example varying the types of study space and facility offered. Officers challenged the Applicant to show that other spaces (including basements) had been examined and assessed for their potential to accommodate space needs. The Applicant has provided the evidence requested, and officers acknowledge that it is logical that the extension to the library be co-located with the existing library, and Officers are satisfied the additional library space cannot be provided elsewhere (for example in the basements).
- 10.10 The existing, constrained library space at Northampton Square poorly reflects the University's strategic aspirations. The current proposals seek to refurbish and extend the library space. In particular replacing the existing dilapidated space at the top floor with a new library reading room, with improved access and facilities for wheel chair users. The proposed expansion of the Main Library at Northampton Square will support the development of new courses, increased silent/quiet study space, including digital learning areas and reduced overcrowding at peak times.
- 10.11 The Applicant has provided a detailed document, setting out its vision for the campus as well as the public benefits the University's operations bring with it. By way of example the University's Hardship Fund provides financial assistance to students who have met unforeseen financial hardship during their studies. The University has an outreach programme to encourage students from under-represented groups

to attend higher education (last year, 64 per cent of City students came from under-represented groups in higher education). The University has as volunteering service and runs equality, diversity and inclusion networks. Students benefit from an extensive programme of extra-curricular enterprise education activities with the Tech City start-up environment.

- 10.12 The Northampton Square Campus Planning Brief (the Brief) was published by the Council in partnership with City University in 2008. The Brief is a material planning consideration and advocates redevelopment or refurbishment of the existing buildings. More recently City, University of London presented their ongoing master planning work to the Council to demonstrate how the proposed library extension is part of a planned programme of campus improvements. The proposals that make up this current application are considered to be acceptable in principle.

Design & Conservation

Policy Context

- 10.13 The National Planning Policy Framework (2018) states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 10.14 London Plan Policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings, and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan Policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings. The Mayor of London's Character and Context SPG notes at paragraph 7.26 that "the key or essential characteristics of a place provide an important reference point against which change can be assessed".
- 10.15 At the local level, policy CS9 of Islington's Core Strategy (2011) sets out an aim for new buildings to be sympathetic in scale and appearance and to be complementary to local identity. The site is within the Finsbury Local Plan area, and as such policy BC 9 is also relevant.
- 10.16 Policy DM2.1 of Islington's Development Management Policies (2013) requires development to be based upon an understanding and evaluation of an area's defining characteristics, confirms that acceptable development will be required to respect and respond positively to existing buildings, and sets out a list of elements of a site and its surroundings that must be successfully addressed – this list includes urban form including building heights and massing.

Assessment – Building Height

- 10.17 Policy CS9 of the Core Strategy is concerned with protecting and enhancing Islington's built and historic environment and states, inter alia, that:

'Tall buildings (above 30 metres height) are generally inappropriate to Islington's predominantly medium to low level character, therefore proposals for new tall buildings will not be supported.'

- 10.18 Policy BC9 of the Finsbury Local Plan (2013) is concerned with tall buildings and contextual considerations for building heights and this is the relevant policy for assessing buildings heights at the site. Criterion B of this policy states that buildings of 30 metres in height or more may be appropriate only within the areas indicated on an accompanying map – these areas include sites identified in Policy BC2 (City Road Basin) and Policy BC3 (Old Street) as well as an area adjacent to the City of London boundary at Moorgate. The application site is not identified as a site where buildings over 30 metres may be appropriate.
- 10.19 The site is not identified within an area suitable for tall buildings, but it is occupied by a tall building. The existing building has a variable roof height, with lift over runs and stair cores rising above the main roof to a height of 33m. Additionally, there is plant and equipment and large chimney at roof top level. The top of the chimney is 43m above ground level. The roof of the top most storey (excluding lift overruns and the chimney) of the existing library is approximately 30.6m above ground level. The proposed extension would increase the height of the building to approximately 36m, and as such would not accord with policy BC9.
- 10.20 Section 38(6) of the Planning and Compulsory Purchase Act 2004 is clear that applications should be determined in accordance with the development plan unless other material considerations indicate otherwise. In this case, it is the officers view that there are material considerations, which taken together justify allowing the increased height.
- 10.21 The proposal does not involve the erection of a new tall building, but comprises the extension of an existing tall building. The Council's Planning Policy team have advised that the proposal would be contrary to policy CS9 – this is accepted. It is also considered that the proposal is contrary to policy BC9. The proposal would therefore not be in accordance with the Development Plan. As such, it is necessary to consider whether the benefits of the proposal outweigh the harm in policy terms, as well as all other identified harm.
- 10.22 The existing rooftop comprises incongruous rooftop plant, ancillary accommodation structures, Vodafone telecommunications equipment, steelwork structures and a large parapet which surrounds the perimeter of the roof. These rooftop structures are unsightly and visible in a number of views from within the Conservation Area including at street level from different points within Northampton Square. With the exception of the chimney, all of the roof top structures, plant and equipment will be removed. While it is unfortunate that the chimney is to remain, removal of other roof top clutter would have a visual benefit.
- 10.23 The proposal will see the internalisation of existing external roof top plant and equipment and this represents an improvement to the appearance of the roof scape over the existing situation. The Design Review Panel (DRP) considered the proposal on 3 occasions, and suggested various alterations (which the Applicant has implemented) and the DRP are now of the view that there would be no harm to the nearby heritage assets or to the appearance of the existing buildings nor to the street scene as a result of the proposal.

- 10.24 The Chair Review Panel considered that the final design has *“created a structure which is still celebratory, but is integrated into the form of the existing building”* and the proposal is *“expressive without being assertive”*.
- 10.25 The view analysis undertaken by the Applicant has been robustly tested and the Council’s Urban Design and Conservation officer has advised that the proposal would not cause harm to the town scape, the appearance of the existing buildings, including the setting of the Grade II listed College building or to the adjacent Conservation Area. There would be no encroachment into the viewing corridor.
- 10.26 The scheme proposes a proportionally modest uplift in height on a building which is already (slightly) in excess of 30m in height and provides visual and townscape benefits. The proposed materials for the new façade at 7th floor level are of high quality and have been carefully selected for their durability, energy and sustainability performance and aesthetic qualities.
- 10.27 The University Building has a different scale and form to the terraced dwellings within Northampton Square. The proposed extension is not considered to fundamentally change the visual relationship with the terraced dwellings and is not considered to cause any harm to the setting of the surrounding buildings.
- 10.28 The main structure for the proposed façade comprises crossing Glulam timber cladding. The use of Glulam has a relationship to the trees in Northampton Square Conservation, as the timber clad fins relate to the warmth and texture of the mature Northampton Square trees.
- 10.29 Testing has confirmed that the proposal would be compliant with BRE guidance in terms of sunlight/daylight impacts. While not reflecting the original rectilinear shape of the university buildings the modern approach is considered appropriate and results in a visually interesting architectural form.
- 10.30 There are a number of tall residential tower blocks of over 20 storeys high surrounding the site, in addition to the Rhind Building, which comprises 8 storeys located to the east of the site. The building is not within an area solely characterised by low to medium rise buildings, indeed in the majority of views there is a building of 30m or more in the immediate backdrop.
- 10.31 There is a need for the extension to the library, and clear benefits to students and the performance of the university. Benefits arising from the scheme include employment, community and social services including free online resources to foster social progression improvements to energy performance of the Northampton Square campus.
- 10.32 The extension does not result in any harm to heritage assets, the appearance of the host building or wider townscape. The rationalisation of unsightly plant and equipment is welcomed. There would be no unacceptable impacts to the amenity of nearby residential occupiers as a result of the extension. The upward extension represents a modest increase in height when viewed in the context of the rest of the building. In view of the situation, officers do consider that there are material considerations which indicate that in this case allowing the additional height would be acceptable.

Assessment – Building Form

- 10.33 The applicant has identified that the design of the roof extension has been informed by design elements apparent within the surrounding context. By way of background, the applicant has highlighted that sculptural and curvilinear roof forms can be readily found within the surrounding context, including the garden in Northampton Square itself., above post war housing blocks. It was considered that a roof extension in the form of an ellipse that would sit flush with the existing host building.
- 10.34 The architect has provided examples of elliptical forms prevalent in Georgian and historic architecture, designed to not only resolve awkward geometries but also soften orthogonal forms or celebrate special functions within the building plan.
- 10.35 As illustrated in the submitted Design and Access Statement, the applicant has highlighted that the Northampton Square garden is an oval/elliptical form. The proposed roof extension would exhibit an elliptical form which would not only serve to complement the garden, but is considered to soften the strong orthogonal language in the surrounding context.

Impact on Heritage Assets

- 10.36 In considering whether to grant planning permission for development which affects a listed building or its setting, Section 66 and 72 of the Town and Country Planning Act states that the local planning authority shall have special regard to the desirability of preserving the setting or any features of special architectural or historic interest which the heritage asset possesses.
- 10.37 While the site is not within a conservation area and does not affect the fabric of any designated heritage assets, it does adjoin the Grade II listed College Building, and the Northampton Square Conservation Area and nearby Grade II listed terrace houses in the Square and on Ashby Street, Sebastian Street, Tompion Street. It is clearly important in this case to assess what impact the proposal would have on heritage assets.
- 10.38 The extensions would not have a harmful impact on the protected vista from the south terrace of Alexandra Palace to St Paul's Cathedral.
- 10.39 The Council's Design and Conservation officer has advised that the University Building replaced late C18th terraces in the mid-twentieth century and is of a different form, scale and architectural language to the rest of Northampton Square. The proposals will be visible from within the Northampton Square Conservation Area. Aside from the difference in scale between the conservation area and University Building, it is recognised that the roofline of the existing University Building does not have a successful relationship with the setting of the square.
- 10.40 The terraces in the Square and adjoining streets have a uniform line of mansards. In contrast, the University Building has an unbalanced roofline. The protrusion of stair cores, plant and flues sit uncomfortably with the dignified character of the other buildings within the square and give the roofline of University Building a fragmentary appearance. The proposal would help to resolve the incongruous existing roof line, which is considered to be a visual benefit.
- 10.41 The advice from the Council's Design and Conservation officer is that while the proposals will affect the setting of heritage assets, there would be no harmful impact. The listed buildings of Northampton Square are read within a

comparatively closed townscape environment. The existing University Building already presents a tall elevation to the Square, the proposed roof extension will not alter the way the silhouettes of the surrounding listed buildings are read against the existing townscape.

- 10.42 Although the site sits outside the Northampton Square Conservation Area, consideration has been given to the need to preserve or enhance the appearance of the Conservation Area. The proposed roof extension resolves the roofline of University Building. The proposed design and scale of the extension would not cause unacceptable visual disruption to the streetscape because the application site is of a different scale and architectural character to the streetscape of the Northampton Square Conservation Area. As such no objection is raised to the proposal on terms of heritage impacts.
- 10.43 Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be in accordance with Policy 7.6 of the London Plan, Policy CS2, CS8 and CS9 of Islington's Core Strategy (2011) and the aims and objectives of Development Management policies (2013) Policies DM2.1 and DM2.3.

Accessibility

- 10.44 The relevant policies are 7.2 of the London Plan and Islington's Development Management Policies (2013) Policy DM2.2, which seeks inclusive, accessible and flexibly designed accommodation throughout the borough. The London Plan Policy requires all new development in London to 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.
- 10.45 Islington's Development Management Policies (2013) require all developments to demonstrate that they provide for ease of and versatility in use; that they deliver safe, legible and logical environments and produce places and spaces that are convenient and enjoyable to use for everyone. Any development needs to be assessed against this policy background to ensure that they are genuinely inclusive from the outset and remain so for the lifetime of the development.
- 10.46 The Council's Accessibility Officer has reviewed the scheme and requested various amendments (which the Applicant has made) to improve accessibility. Further changes are still considered necessary to ensure that appropriate clear landings are provided where ever ramps are proposed (to make sure doors don't open over areas which need to be kept clear for wheel chair users). A condition (9) should be imposed on any consent granted to ensure compliance with this requirement.

Neighbouring Amenity

- 10.47 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this

regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality. Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.

- 10.48 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. The requisite testing has been undertaken and this demonstrates that the development would not cause any unacceptable impact to residential occupiers near the site.
- 10.49 Objections were received from nearby occupiers which raised concern that some windows and rooms would see reductions of VSC or NSL in excess of the BRE guidance. However, having reviewed the analysis, it is clear that there are no transgressions from the BRE standards (there are no reductions in VSC or NSL over 20% and APSH tests all pass.).
- 10.50 The Applicant's sunlight daylight consultant had undertaken an additional assessment over and above that which is required. The British Standard 'BS 8206-2' (which is a standard that has now been superseded) suggests that where 20% of the working plane in a room lies beyond the NSL, daylight is considered to be unsatisfactory.
- 10.51 The Applicant's sunlight daylight assessment examined existing dwellings against the British Standard and assessed if rooms would all achieve this level of daylight light with the development. Objections have been received from neighbours in relation to situations where the British Standard test is not met. However, this additional test is not one which is referred to in the BRE guidance document.
- 10.52 It is also noted that British Standard 'BS 8206-2' has been superseded. The new British Standard 'BS EN 17037:2018' no longer refers to this test, noting that high values of daylight illuminance in a room may indicate that the room is at risk of summer time overheating. The reason the BRE guidance advocates the approach that it does is that it establishes the level of impact beyond which would be noticed by occupants (i.e. compliance with BRE guidelines would mean impacts would not be noticed).
- 10.53 Objections also raised concern that some dwellings had been incorrectly labelled in sunlight/daylight impact analysis. The Applicant has addressed this labelling issue, and this did not affect the actual assessment (a corrected sunlight/daylight report has been provided). The analysis of sunlight/daylight impacts is considered sound, and this show there are no VSC, NSL or APSH transgressions from the BRE guidance.

Overlooking / Privacy:

- 10.54 Islington's Development Management Policies (2013) Policy DM2.1 identifies that 'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows

of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’.

- 10.55 The proposed development is associated with an educational facility. Having had regard to the nature of the proposed works, including alterations and extensions as well as the replacement of existing glazed units, the proposal is not considered to result in adverse amenity impacts by way of loss of privacy to neighbouring residential units.

Noise / Disturbance

- 10.56 The applicant has submitted a Noise Impact in relation to sound emissions from external mechanical plant. The assessment has been examined by the Council’s Acoustic Officer who has recommended a number of conditions (4 and 12) to ensure noise related impacts are appropriately mitigated.
- 10.57 It is acknowledged that during the construction phase, the proposed works may cause disruption to the amenity of the surrounding area. As such, council officers recommend that a Construction Management Plan be required by way of condition to appropriately control matters such as dust, emissions etc as well as understanding how the crane movements would be carried out whilst the building continues to be in operation. This condition is required under 4.
- 10.58 A number of the objections relate to noise, disturbance and antisocial behaviour from students. While such impacts are clearly unfortunate, the roof top reading room and improvements to the 6th floor would not in themselves exacerbate any existing issues, which would seem to occur at ground level outside the building. The Applicant advises that they regularly engage and consult with local resident groups, and an informative should be added to any consent to encourage the Applicant to continue to engage with the community and to take action as is appropriate to address concerns where these clearly relate to student activity.
- 10.59 Concerns have been raised in objection to the intensification of the use of the site (reference is made to creating a student ghetto). The aim of the application is to better facilities. The new top level and refurbishment of the 6th floor will improve accommodation for existing students, providing more study space on a per student basis (relieving overcrowding at peak times rather than exacerbating the existing situation).

Energy and sustainability

- 10.60 Section 14 of the NPPF identifies the role that planning plays in helping shape places to meet the challenge of climate change. Policy 5.3 of the London Plan states that development proposals should ensure that sustainable design standards are integral to the proposal.
- 10.61 At a local level, Islington’s Core Strategy Policy CS10 states that all development will be required to achieve the highest feasible level of a national recognised building standard. In this case Building Research Establishment Environmental Assessment Methodology (BREEAM).
- 10.62 Policy DM7.1 of Islington’s Development Management Policies (2013) deals with sustainable design and construction. Sustainable design standards are covered

by Policy DM7.4 of Islington's Development Management Policies (2013). The policy states that major non-residential developments are required to achieve "Excellent" under the relevant BREEAM or equivalent scheme and make reasonable endeavors to achieve Outstanding.

- 10.63 A 'Sustainable Design and Construction Statement' prepared by Hoare Lea has been submitted in support of the proposed development. A draft Green Performance Plan has also been submitted as part of the application.
- 10.64 In line with LB Core Strategy policy CS10, the Statement confirms that the proposed development is targeting a rating of BREEAM 'Outstanding' with a score of 85.43%. As a minimum, the proposed development is expected to achieve a rating of BREEAM 'Excellent' with a score of 77.46%. A condition (5) should be imposed on any consent to ensure this standard is achieved.
- 10.65 The draft Green Performance Plan has been submitted and is an acceptable draft. A final version would still need to be secured by way of a planning obligation (which is recommended).
- 10.66 To encourage bio-diversity at the site, the proposed development incorporates a green roof (c. 100 sq. m) comprising drought resistant plant species. In line with London Plan and Islington's Core Strategy policy CS10, the green roof will have the benefit of providing sustainable urban draining by increasing the capacity for attenuation of rainfall, therefore reducing the rate of surface water runoff.
- 10.67 The Energy Statement submitted with the application sets out how the proposed 6th floor and 7th floor refurbishment and alterations will meet London Plan and local planning policy requirements with regards to energy, specifically minimising carbon dioxide emissions of the refurbishment and associated services. The Energy Statement demonstrates that the proposed development meets the London Plan policies 5.2, 5.7 and Islington's policies CS10, DM7.5 and BC4 requirements.
- 10.68 An Air Source Heat Pump is proposed to deliver heating and cooling to the refurbished 6th floor. In summary, the energy and sustainability measures proposed are in accordance with policy and would ensure a sustainable and green development.

Highways and transportation

Policy context

- 10.69 At national level, chapter 9 of the NPPF (2019) requires that in the assessment of applications for new development appropriate opportunities are taken to promote sustainable transport modes and that safe and suitable access to the site can be achieved for all users; and that any significant impacts from the development on the transport network can be effectively mitigated to an acceptable degree.
- 10.70 The London Plan (2016) promotes development that will not adversely affect safety on the transport network, setting out the following requirements:

- Policy 6.9 seeks secure cycle parking in line with the standards set out in Table 6.3 of the London Plan;
 - Policy 6.10 seeks high quality pedestrian environments; and
 - Policy 6.13 states the maximum standards for car parking should be achieved as set out in Table 6.2 of the London Plan, and that one in five spaces should provide an electrical charging point.
- 10.71 Islington's Core Strategy (2011) policy CS10 encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free. Key proposals to increase cycling and improve safety are set out in the Islington Cycling Action Plan. Islington Core Strategy (2011) Policy CS2 (Finsbury Park) states that joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.
- 10.72 At local level, policy DM8.1 within the Development Management Policies (2013) defines Islington's movement hierarchy and requires the design of developments to prioritise the transport needs of pedestrians, public transport users and cyclists above those of private motor vehicles. Development proposals are required to meet the transport needs of the development and address its transport impacts in a sustainable manner and in accordance with best practice. Where the council considers that a development is likely to have a significant negative impact on the operation of transport infrastructure, this impact must be satisfactorily mitigated in accordance with Policy DM8.2.
- 10.73 The applicant has submitted a Transport Statement, which states that servicing of the site will not change with the proposed development. The proposed development would provide additional learning facilities for the existing students at the Northampton Square Campus. As such, Officers consider that the impact of the proposed development on the surrounding transport network, including trip generation to be limited.
- 10.74 The application site has a good level of public transport accessibility (PTAL between 5 and 6a) given its close proximity to Angel Underground Station (approximately 700 metres) and Barbican Station (approximately 960 metres) The site also has strategic cycle routes in close proximity as well as pedestrian routes providing access to a number of bus routes.
- 10.75 The proposed development would be car-free in accordance with Core Strategy (2011) policy CS10 and Development Management Policies (2013) Policy DM8.5.
- 10.76 Within the submitted Transport Statement, the Travel Plan clearly sets out that the existing cycle parking spaces will be monitored to ensure that sufficient cycle parking is provided to meet the demands to the campus.

Air Quality

- 10.77 In accordance with Islington's Development Management Policies (2013) Policy DM6.1, developments in locations of poor air quality should be designed to

mitigate the impact of poor air quality to within acceptable limits. Where mitigation is not provided and/or is not practical planning permission should be refused.

- 10.78 The air quality impacts associated with the construction and operation of the proposed development have been assessed. The construction works will give rise to a Negligible Risk of human health effects throughout the construction phase (subject to adequate construction management processes). It will therefore be necessary to apply a package of mitigation measures to minimise dust emissions and this would be secured by way of the imposition of a condition (4) on any consent granted.
- 10.79 In relation to operational impacts on air quality, a qualitative assessment was undertaken to show that impact from road traffic and existing background air quality on future users of the proposed development. Even though the annual mean objective for NO₂ does not apply, as the proposed use is educational the assessment showed that the annual mean objectives for NO₂ concentrations will not be exceeded.
- 10.80 The development is air quality neutral in accordance with the GLA's assessment methodology and as required by the NPPF, London Plan Policy 7.14 and LBI Plan Policy DM6.1. The air quality assessment shows overall air quality impacts of the proposed development would not be significant.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.81 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.
- 10.82 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed extension is acceptable in land use terms and existing unsightly plant and equipment at roof top level would be internalised, improving the roof-scape of the building.
- 11.2 Overall, the scale, massing, height and proposed architectural language is considered to make a positive contribution to creating a coherent streetscape. The Council's Urban Design and Conservation officer advises that the scheme would not cause harm to heritage assets and that the design has responded successfully to the comments made by the DRP and is considered to be sufficiently sympathetic to the local aesthetic and identity. The proposal is thus in

accordance with Policy 7.6 of the London Plan, Policies CS2, CS8 and CS9 of Islington's Core Strategy and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

- 11.3 The proposal would not have any unacceptable impact on neighbouring residential amenity. The application is considered to be a sustainable form of development in terms of energy efficiency, renewable energy and the provision of sustainable forms of transport. For the reasons given above and explained in more detail in the subsequent sections of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is thus recommended for approval subject to conditions and the completion of a section 106 agreement to secure the necessary mitigation measures.

Conclusion

- 11.4 It is recommended that planning permission be granted subject to referral to the Mayor of London, as well as the 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.

- The repair and reinstatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

RECOMMENDATION B

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

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Approved Plans: 1088_P001, 1088_P010, 1088_P106 Rev-A, 1088_P107, 1088_P108 Rev-A, 1088_P109, 1088_P191, 1088_P192, 1088_P201, 1088_P202, 1088_P203, 1088_P204, 1088_P251, 1088_P252, 1088_P253, 1088_P254, P2021.</p> <p>Approved supporting documents: Design and Access Statement by Coffey Architects, Air quality Assessment, Energy Statement, Noise Impact Assessment, Sustainable Design and Construction Statement, Transport Statement</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and Samples (Details)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any above ground work commencing on site. The details and samples shall include:</p>

	<p>a) Facing materials; b) Window details; c) Roof materials; d) Any other materials to be used (including cycle stands).</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Construction Management Plan and Construction Logistics Plan (Details)
	<p>A Construction Management & Logistics Plan assessing the environmental impacts (including (but not limited to) noise & vibration, air quality including dust, smoke and odour, TV reception, traffic and parking) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site.</p> <p>The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. Access to bin stores shall be maintained at all times during construction. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to mitigate the impacts of the development.</p>
5	Sustainability
	<p>The development hereby approved shall strictly accord with the Sustainable Design and Construction Statement' and Green Performance Plan prepared by Hoare Lea, submitted in support of the proposed development.</p> <p>The proposed development is required to achieve a rating of at least BREEAM 'Excellent'</p> <p>REASON: To ensure a sustainable standard of design.</p>
9	Inclusive Design (Compliance)
	<p>CONDITION: Notwithstanding the plans hereby approved the scheme shall be constructed in accordance with the principles of Inclusive Design and Islington's Development Management Policy 4.11. All ramps shall be provided with a 1200mm clear landing and the areas immediately to the front of lift doors are to be clear and unimpeded (without doors open over these spaces).</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
10	Blinds (Details)
	<p>CONDITION: Details of automated blackout window blinds to be installed internally to cover glazing at the 6th and 7th floor levels in the southern elevation of the extension, shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing.</p>

	<p>The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development and shall be maintained in good working order thereafter.</p> <p>Unless otherwise agreed in writing, the blinds are to be set on an automated timer and automatically lowered daily between the hours of 20:00 to 07:00 the following day.</p> <p>REASON: In the interests preventing losses of amenity caused by internal illumination and protecting neighbouring and future residential amenity and future habitats from undue light-spill.</p>
11	Tree Protection
	<p>CONDITION: Prior to the commencement of the development hereby approved details of all tree protection measures as well as monitoring and site supervision by a suitably qualified tree specialist shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to the commencement of development in order that the Local Planning Authority may be satisfied that the trees to be retained will not be damaged during development works and to ensure that, as far as is possible, the work is carried out in accordance with the approved details pursuant to section 197 of the Town and Country Planning Act 1990 in accordance with Policy DM 6.5, policies 7.19 and 7.21 of the London Plan.</p>
12	Noise of Fixed Plant (Compliance)
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq,T}$ arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90,Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142:1997.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>

List of Informatives:

1	Planning Obligations Agreement
	You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.
2	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work</p>

	reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	Community Infrastructure Levy (CIL) (Granting Consent)
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
4	Car-Free Development
	<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 occupiers of the proposed development will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	Construction Management
	<p>INFORMATIVE: You are advised that condition 4 covers transport and environmental health issues during construction works and should include the following information:</p> <ul style="list-style-type: none"> a) identification of construction vehicle routes; b) how construction related traffic would turn into and exit the site; c) details of banksmen to be used during construction works; d) the method of demolition and removal of material from the site; e) the parking of vehicles of site operatives and visitors; f) loading and unloading of plant and materials; g) storage of plant and materials used in constructing the development; h) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; i) wheel washing facilities; j) measures to control the emission of dust and dirt during construction; k) a scheme for recycling/disposing of waste resulting from demolition and construction works; l) noise; m) air quality including dust, smoke and odour; n) vibration; and o) TV reception.
6	Sprinkler Systems
	<p>INFORMATIVE: While fire safety and floor layout will be further considered through the building control process, you are strongly advised by the London Fire and Emergency Planning Authority to install sprinkler systems as these significantly</p>

	reduce the damage caused by fire and the consequential cost to business and housing providers, and can reduce the risk to life.
7	Cranes
	INFORMATIVE: All operations, including the use of cranes or other mechanical plant working adjacent to Network Rail's property, must at all times be carried out in a "fail safe" manner such that in the event of mishandling, collapse or failure, no materials or plant are capable of falling within 3.0m of the nearest rail of the adjacent railway line, or where the railway is electrified, within 3.0m of overhead electrical equipment or supports.
8	You are encouraged to continue to engage with local resident groups and respond in good faith to issues raised which are attributable to amenity impacts arising from students at the campus.

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 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.

2. Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

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

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.11 Inner London

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.9 Mixed and balanced communities

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.5 London's visitor infrastructure

Policy 4.9 Small shops

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.7 Renewable energy

Policy 5.11 Green roofs and

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 London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

8 Implementation, monitoring and

development site environs
Policy 5.13 Sustainable drainage

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

B) Islington Core Strategy 2011

Policy CS2 (Finsbury Park)	Policy CS11 (Waste)
Policy CS8 (Enhancing Islington's Character)	Policy CS14 (Retail and Services)
Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)	Policy CS18 (Delivery and Infrastructure)
Policy CS10 (Sustainable Design)	Policy CS19 (Health Impact Assessments)
	Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage
Shops, culture and services
DM4.1 Maintaining and promoting small and independent shops
DM4.2 Entertainment and the night-time economy
DM4.3 Location and concentration of uses
DM4.4 Promoting Islington's Town Centres
DM4.10 Public houses
DM4.11 Hotels and visitor accommodation
DM4.12 Social and strategic infrastructure and cultural facilities
Health and open space
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements
DM7.2 Energy efficiency and carbon reduction in minor schemes
DM7.3 Decentralised energy networks
DM7.4 Sustainable design standards
DM7.5 Heating and cooling
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

5. Designations

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

- Finsbury Park Town Centre
- Finsbury Park key area
- cycle route
- Controlled Parking Zone

6. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design SPD (adopted October 2012)
- Finsbury Park Development Framework SPD (March 2015)
- Finsbury Park Town Centre SPD (June 2014)
- Inclusive Design in Islington SPD (adopted February 2014)
- Inclusive Landscape Design SPD (adopted January 2010)
- Planning Obligations (Section 106) SPD (adopted November 2013) and replacement SPD (consultation draft published July 2016)
- Streetbook SPD (adopted October 2012)
- Urban Design Guide SPD (adopted December 2006) and replacement Urban Design Guide SPD (consultation draft published July 2016)

London Plan

- Accessible London: Achieving an Inclusive Environment SPG (adopted October 2014)
- The Control of Dust and Emissions During Construction and Demolition SPG (July 2014)
- London Planning Statement SPG (adopted May 2014)
- Planning for Equality and Diversity in London SPG (adopted October 2007)
- Shaping Neighbourhoods – Character and Context SPG (adopted June 2014)
- Social Infrastructure SPG (adopted May 2015)
- Sustainable Design and Construction SPG (adopted April 2014)
- Town Centres SPG (adopted July 2014)
- Use of Planning Obligations in the Funding of Crossrail, and the Mayoral Community Infrastructure Levy SPG (adopted April 2013)

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Our ref: Q2018/2896/MIN

Date: 18 December 2018

Dear Mr. Davies,

ISLINGTON DESIGN REVIEW PANEL

**RE: University Building, City University, Northampton Sq EC1V 0HB
(Pre-application ref: Q2018/2896/MIN)**

Thank you for attending Islington's Design Review Panel meeting on 4 December 2018 for a first review of the above scheme. The proposed scheme under consideration is for the refurbishment of the existing 6th floor educational floorspace of the University Building, to extend it by one storey a roof level to provide additional educational (Class D1) floorspace to accommodate additional library space and replacement of existing windows (officer's description).

Review Process

The Design Review Panel (DRP) provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 4 December 2018 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the panel's discussions as an independent advisory body to the Council.

Panel's observations

The panel welcomed the opportunity to comment on the new scheme and were supportive of the ambition to provide good quality university architecture in this part of the Borough. However, concerns were raised as outlined below.

Relationship to surrounding townscape

The panel acknowledged the innovative design approach and that the proposed structure wanted to express itself as a bold piece of design, but were concerned that it failed to produce a satisfactorily legible element in relation to both the host building and the prevailing, chiefly rectilinear, built form of the surrounding environment. The panel further considered that while the original form of Northampton Square was fragmented in the C20th, the proposed structure does not repair the lost elements of the original square nor does it satisfactorily address the form and materials of the surviving square.

They advised that any response to this site should be informed by a heritage concern, especially in relation to how the proposed structure presents itself to the Northampton Square Conservation Area, and how any development may affect the existing relationship between the neighbouring listed buildings and the application site. In this regard, the panel advised that verified views which did not include tree leaves should also inform the design going forward. Viewpoints showing any impact of the proposals, or lack thereof, on the Alexandra Palace Terrace to St Paul's Cathedral viewing corridor were also advised.

Design of the proposed new elements

Panel members advised that a more sophisticated response to the existing context should be developed. The proposed form, height and cantilever were considered to be arbitrary drivers of the design and the panel were not convinced by the result. It was also considered that the relationship of the new addition with the host building felt unresolved, including how this relationship was not particularly legible from ground level. The panel considered that the proposed form could be developed to address the question of existing roof top plant and produce a softer, less assertive structure which could still be a piece of good contemporary design.

The panel considered that proposed access arrangements run the risk of appearing prosaic and that a substantial new addition to the building required an appropriate sense of internal arrival. Panel members were concerned that a new roof structure should not read as tightly inserted between existing cores, internally or externally.

Impact on University Building

The panel considered the proposals from the perspective of the host building, which was designed by a leading post-War architectural practice. Panel members considered the host building to be well proportioned and in some respects a positive contextual response to the surviving Georgian square. There was concern that the proposed elliptical form of the proposed addition does not relate to the existing aesthetic which characterises the relationship between University Building and the square. Some panel members considered that an orthogonal structure may be an approach to addressing some of these concerns and queried the reference to existing civic public reading rooms from which the form is derived. Panel members also advised that refurbishment of the existing building would need to use appropriate materials, especially for the proposed window repairs/replacement.

Context of proposed development within a masterplan

The panel considered that any future assessment of the proposals needs to be presented in the context of the developing masterplan, especially what may be proposed for the Tait Building, so that proposals can be understood in their future context and as part of the wider vision. Should any future iteration of these proposals be brought back to officers or the DRP, panel members would expect this information to be included.

Summary

The panel expressed differing views about the proposed form but there were consistent themes in the panel's views, largely centring on the debate about softness versus boldness in the design of the proposed new elements. The panel considered that a suitable balance on this has not been struck yet. Panel members were sympathetic to arguments for a celebratory building and the opportunity to create a unique space, but advised that this needed to be balanced against the impact on the conservation area and host building. The panel was not persuaded by the lack of a wider vision for the estate into which this proposal would be embedded and the unconvincing relationship with the host building, including poor internal access and circulation. Nor was it

considered that the current scheme would deliver an architectural intervention which relates to and enhances the complex setting.

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

Confidentiality

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

Yours sincerely,



Alex Bowring

Senior Design & Conservation Officer
(Design Review Panel Coordinator)

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Our ref: Q2018/2896/MIN

Date: 22/02/19

Dear Mr. Davies,

ISLINGTON DESIGN REVIEW PANEL

RE: University Building, City University, Northampton Sq EC1V 0HB (Pre-application ref: Q2018/2896/MIN)

Thank you for attending Islington's Design Review Panel meeting on 12 February 2019 for a second review of the above scheme. The proposed scheme under consideration is for the refurbishment of the existing 6th floor educational floorspace of University Building and to extend the building by one storey by means of a new structure on the existing roof, to provide additional educational (Class D1) floorspace to provide additional library accommodation to meet the requirements of the University. Replacement of existing windows in University Building (officer's description).

Review Process

The Design Review Panel (DRP) provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was first reviewed by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 4 December 2018 including a site visit and presentation from the design team. A revised scheme was subject to a second review by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 12 February 2019 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

Principle of development

The Panel welcomed the opportunity to comment on the revised scheme and were supportive of the ambition to provide good quality university architecture in this part of the Borough.

The Panel commended that considerable work that has gone into the presentation since the first review by way illustrating the design approach and design brief by the client.

Relationship to surrounding townscape

The Panel welcomed that the design team consulted with Sheppard Robson, the original architects of the building and acknowledge their supporting view but ultimately remained unconvinced by a cantilevered proposal. In reality the comparison between a 2 and 3-meter cantilever is immaterial as the Panel advised that either could cause harm to the character and appearance of the conservation area. The Panel considered that if the 'flush' ellipse doesn't allow enough desk space, then an orthogonal form could be one response. However, the principal issue affecting townscape remained the proposed cantilever.

The Panel considered that the proposed cantilever makes the existing relationship between University Building and the Square more awkward. The Panel considered that, subject to the impact of the proposals on the St Paul's viewing corridor, the matter of increased height is not as context-sensitive as the matter of the cantilever. The Panel suggested that increasing the proposed height between the parapet and the soffit could create a more successful relationship between the host building and the proposed structure. Nonetheless, the Panel regretted that an orthogonal approach had not been argued with equivalent conviction to the elliptical form thereby making a true comparison on the basis of form difficult.

The Panel regretted that the proposals have not been presented as part of a masterplan, although it was understood that a recent PPA between City University and Islington Council was concentrating on the masterplan.

Design of the proposed new elements

The Panel considered that the proposed cladding of the rooftop plant and the lift core appeared successful and commended this approach.

The Panel considered that an elliptical form was not inherently harmful, but agreed that a cantilever was by its nature assertive and therefore harmful to the neighbouring conservation area and the composition of the host building. The Panel also suggested that there are forms between orthogonal and elliptical which are capable of exploration, and that a successful resolution may be found in exploring those forms.

The Panel questioned the issue of how sunlight levels would be managed internally and if those measures would have a visual impact in public views towards the site. Successfully resolving the 'beacon' aspiration of the proposed structure with a functional interior could depend considerably on how solar glare is mitigated. This mitigation needs to be demonstrated, or incorporated into the design stage, to ensure that any solution is integrated in an architecturally appropriate manner.

Impact on University Building

There was concern that the proposed elliptical form of the addition does not relate to the relationship between University Building and the Square. The Panel advised that an orthogonal structure may be an approach to addressing some of these concerns but accepted that an elliptical form could also resolve this relationship.

The Panel considered that the distance between the existing parapet and the soffit of the proposed structure is capable of development. The creation of a shadow gap could create a more successful relationship where a non-cantilevered proposal is concerned by allowing the elliptical form to hover, disengaging it from the existing parapet.

Context proposed development within a masterplan

At the first review the Panel recommended that any future assessment of the proposals needs to present them in the context of the developing masterplan, especially what may be proposed for the Tait Building, so that proposals can be understood in their future context and as part of the wider vision. This presentation did not refer to the masterplan, but it was acknowledged that the PPA was addressing these issues. However, the anticipated time frame for the library proposal was in advance of that for the masterplan development and this was considered to be regrettable.

Summary

The main area for the Panel's consideration was the relationship between the proposed elliptical structure and both the host building and conservation area. The Panel understands the desire for an expressive and celebratory element on the host building. But there is a need to strike a balance which has sensitivity to the existing site.

The internal access arrangements have been improved since the first review and that element of the scheme is stronger than under the first review.

The Panel considered that the relationship between an ellipse and the host building could be improved. A shadow gap between the existing parapet and the proposed soffit could improve that relationship.

The presentation demonstrated a tradition of placing sculptural elements on mid-twentieth century modern urban buildings, although none of these appeared to be cantilevered beyond the parapet line. A cantilever is concerning because breaking the form of the existing building line is by its very nature assertive, and that assertiveness will have to form part of the consideration of the impact on the proposals on the Conservation Area. The Panel concluded that a cantilever is an issue which could prove problematic in seeing the proposal through the planning process.

The Panel suggested that if the proposed 7th floor lavatories could be located further to the west this may allow scope for an elliptical form to be elongated to allow the library capacity element of the brief to be met without creating a cantilever. The Panel advised that this would allow a competition winning entry to find resolution with planning considerations and the terms of the brief. The Panel considered that this resolution is capable of being achieved.

The Panel considered that a Chair's review of a future iteration could be an acceptable means of allowing the scheme to progress outside of the full sittings of the Design Review Panel.

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

Confidentiality

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

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Our ref: Q2018/2896/MIN

Date: 22/03/19

Dear Mr. Davies,

ISLINGTON DESIGN REVIEW PANEL

RE: University Building, City University, Northampton Sq EC1V 0HB (Pre-application ref: Q2018/2896/MIN)

We were pleased to welcome Marnie Sommariva to Islington's Design Review Panel meeting on 12 March 2019 for a Chair's review of the above scheme. The proposed scheme under consideration is for the refurbishment of the existing 6th floor educational floorspace of University Building and to extend the building by one storey by means of a new structure on the existing roof, to provide additional educational (Class D1) floorspace to provide additional library accommodation to meet the requirements of the University. Replacement of existing windows in University Building (officer's description).

Review Process

The Design Review Panel (DRP) provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was first reviewed by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 4 December 2018 including a site visit and presentation from the design team. This was followed by a question and answer session and deliberations at the offices of the London Borough of Islington. A revised scheme was subject to a second review by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 12 February 2019 including a presentation from the design team including an architectural model showing the site in context and models of the detailed elements and sections of the proposed new structure at 7th floor, followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The Chair's Review, Richard Portchmouth & Michael Richter, took place at the offices of the London Borough of Islington on 12th March 2019 to discuss revisions made to the proposals in light of the views given by the Panel at the second review. The views expressed below are a reflection of the Chairs' discussions as an independent advisory body to the Council.

Panel's observations

Principle of development

The Panel welcomed the opportunity to comment on the revised scheme and were supportive of the ambition to provide good quality university architecture in this part of the Borough.

The principle of the development remained unchanged.

Revisions since last review

The Design Review process has seen the Design Team respond productively to the critique which came back from the two previous Panels. The Chairs acknowledged that the brief and ambition for this proposal was for a celebratory building and that the practicalities of achieving that on a strong host building adjacent to a conservation area were always likely to be challenging. The Chairs considered that the Design Team had responded to the advice given at the second review, and has removed the cantilever from the proposed structure, bringing the proposed structure within the existing building line.

The Chairs considered that this has created a structure which is still celebratory, but is integrated into the form of the existing building. The revised proposal is still expressive without being overly assertive.

The additional 500mm junction (giving 900mm overall) between the host building's parapet and the base of the proposed structure has improved the relationship between the two buildings by allowing for a legible shadow gap. This has resulted in a design which is strong but sensitive, and acknowledges its context in a responsive way while delivering a distinctive internal and external form.

Consideration of details

The Chairs considered that the use of glulam had some relationship to the neighbouring conservation area and natural environment, but advised that consideration would need to be given to the specifics of the timber proposed. Timbers such as accoya and larch can develop very different appearances over time, and thought should be given to which timber is likely to provide the most satisfactory long-term appearance. The (possibly desirable) effect of external weathering will need to be considered alongside the fact that the interior timber will not weather in the same manner and the two skins will be juxtaposed, especially when seen from the interior.

The ability of the external glulam frame to deflect rainwater away from cross-joints to prevent uneven weathering and staining was discussed in detail, and the Design Team agreed that this element should be modelled in detail under any future planning application showing how the proposed breaks in the framing will read both in detail and when viewed rhythmically across all bays.

The proposed cladding of the rooftop elements on either side of the reading room will also require detailed consideration, in terms of how seams, panel sizes and materials are expressed.

The Chairs advised that any internal screening, including the oculus, would require careful integration. Any proposed screening should be included at planning application stage to ensure that the screening is developed by the architects and is therefore coherent and relates to the detailed design of the structure.

The proposal to include the internal overhead lighting between the timber ceiling ribs was considered to be an elegant and integrated approach

The Chairs emphasised that the detailed consideration of materials, internal and external junctions including with the existing building parapets, blinds, screening, anticipated weathering of materials etc all need to form part of the future of the proposals

The window replacement to the existing building still forms part of the proposals. The University stated that it is likely that it will use the same materials as the previously replaced

windows on the ground floor. Subject to the thickness of glazing profiles, spacer bars, vents etc, this is likely to be an acceptable approach.

Context proposed development within a masterplan

At the first review the Panel recommended that any future assessment of the proposals needs to present them in the context of the developing masterplan, especially what may be proposed for the Tait Building, so that proposals can be understood in their future context and as part of the wider vision. This presentation did not refer to the masterplan, but it was acknowledged that the PPA was addressing these issues meaning that the development of the masterplan was being undertaken in consultation with the London Borough of Islington.

Summary

Subject to the consideration of the details mentioned above, the Panel considered that it could now support this proposal in principle.

Confidentiality

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

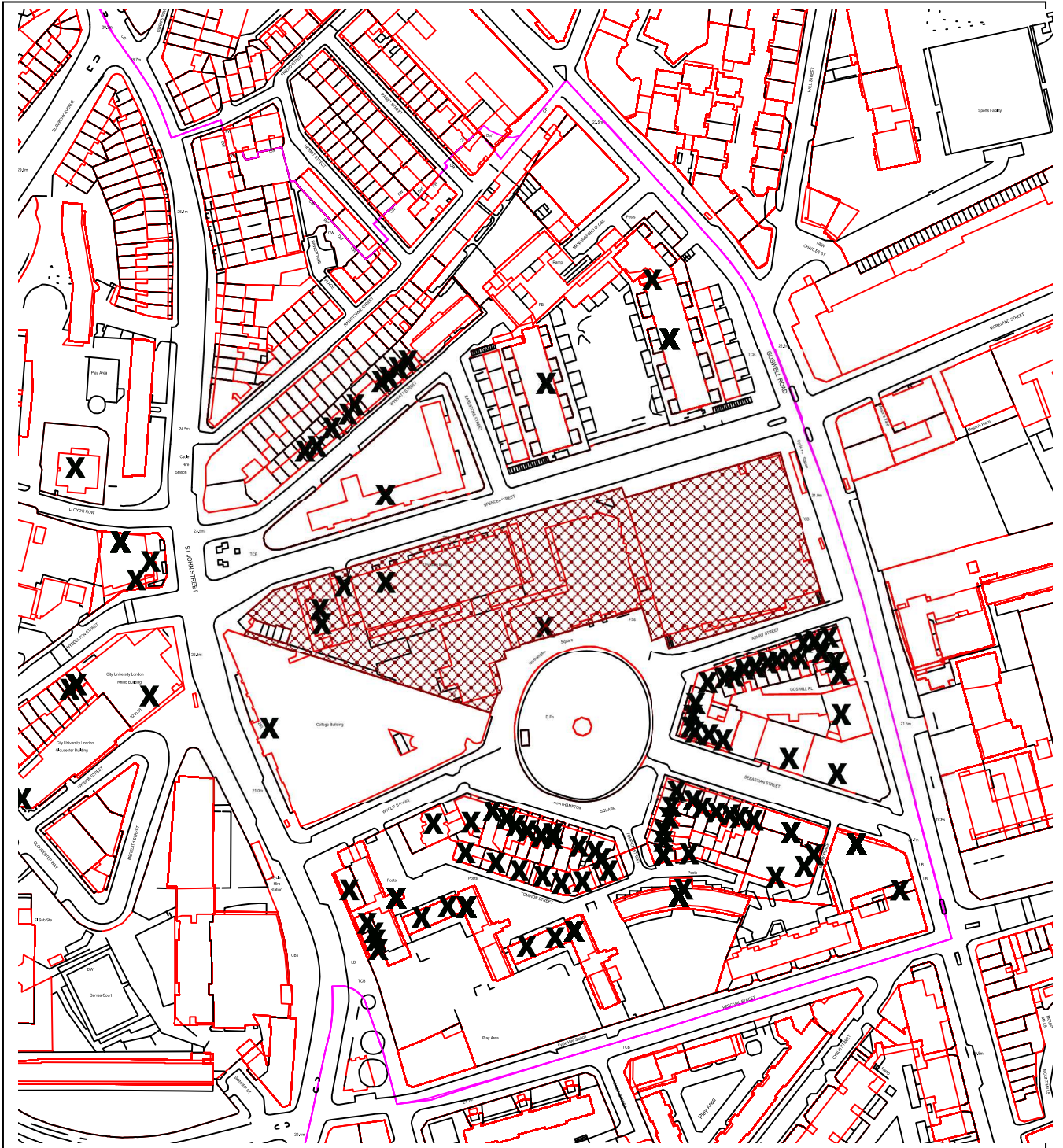
Yours sincerely,

A handwritten signature in black ink, appearing to read 'D. McKinstry', with a long, sweeping horizontal stroke extending to the right.

David McKinstry

Design and Conservation Officer

Islington SE GIS Print Template



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