



# ISLINGTON

Development Management Service  
 Planning and Development Division  
 Environment and Regeneration  
 Department  
 LONDON N1 2UD

## COMMITTEE REPORT

<b>PLANNING COMMITTEE</b>		<b>AGENDA ITEM NO: B3</b>
<b>Date:</b>	23 <sup>rd</sup> June 2020	

<b>Application number</b>	P2020/0761/LBC
<b>Application type</b>	Listed Building Consent Application
<b>Site Address</b>	Block G and Block S Whittington Hospital Campus Dartmouth Park Hill London Archway N19 5HH
<b>Proposal</b>	Demolition of the existing buildings and erection of a new 78no. bedroom mental health inpatient facility with associated landscaping and cycle parking. (Listed Building application P2020/0761/LBC also submitted)
<b>Ward</b>	Junction Ward
<b>Listed building</b>	Within the setting of the grade II listed Jenner Building & Block G is curtilage listed
<b>Conservation area</b>	Within 50m of Highgate Conservation Area
<b>Development Plan Context</b>	Archway Core Strategy Key Area (CS1); Article 4 Direction A1-A2 (rest of borough); Local Cycle Routes; Site ARCH 2 (Allocation Schedule) – Whittington Hospital ancillary buildings; Adj. grade II listed building.
<b>Licensing Implications</b>	None

<b>Case Officer</b>	Stefan Sanctuary
<b>Applicant</b>	Camden & Islington Foundation Trust
<b>Agent</b>	Jessica Wilson (Newsteer)

# 1. RECOMMENDATIONS

The Committee is asked to resolve to **GRANT** planning permission for listed building application and P2020/0761/LBC:

- 1. Subject to the conditions set out in Appendix 2.

# 2. SITE PLAN / PHOTOS OF SITE



**Application Site**

*Application Site*



***Birdseye View 1 looking north***

*Application Site*



***Birdseye View 2 looking south***



***Side Elevation of the adjacent Jenner Building***



***View of Block S with Jenner Building beyond***



***Eastern Elevation of Jenner Building***



***Eastern Elevation of Block G and Jenner Building***



***Area between Block G and the Jenner Building***



***Rear of Block G***



***Block S looking south***



***Jenner Building looking north***

### **3.0 SUMMARY**

- 3.1 The application is for full planning permission and associated listed building consent and the report addresses both application. The site is located within the existing Whittington Hospital campus at Magdala Avenue, Archway, within Junction Ward. Specifically, the site is located in the north-west corner of the existing Whittington Hospital site and is bound by Dartmouth Park Hill to the west, Holbrook Close to the north and the wider Whittington Hospital campus to the south and east.
- 3.2 The development proposals include the demolition of the existing Blocks G and S currently in use as the Whittington Education Centre and staff accommodation respectively, and the construction of a new Inpatient Mental Health Facility. The proposal is considered to accord with adopted and emerging planning policy by replacing a social infrastructure use with another appropriate and necessary social infrastructure use. As such, the planning application is considered to be acceptable and in accordance with Islington's Policy DM4.12 and DM6.1, and policies SC1 and SP7 of the emerging Local Plan.
- 3.3 The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation Areas) Act 1990 is, respectively, to 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 or appearance of a conservation area. The demolition of the curtilage listed Block G (WEC Building) is not considered to result in significant harm to the setting of the listed Jenner Building. Moreover, the proposed development is considered to contribute positively to the surrounding public realm, streetscape and wider context in accordance with the National Planning Policy Framework Chapter 12 (Achieving well-designed places), London Plan 2016 policies 7.4 (Local character) and 7.6 (Architecture), Islington Core Strategy 2011 policy CS8 (Enhancing Islington's character) and policy CS9 (Protecting and enhancing Islington's built and historic environment) and Islington Development Management Policies DM2.1 (Design), DM2.3 (Heritage) and DM2.5 (Landmarks) as well as Policy DH1 of the emerging Local Plan.
- 3.4 The proposed development is not considered to result in undue impacts on neighbouring residential amenity in terms of loss of daylight/sunlight, privacy, an increased sense of enclosure, overlooking, noise / disturbance or transport impacts subject to appropriate conditions as detailed above. As such, the application is considered to be acceptable and in accordance with London Plan 2016 policies and Islington Development Management Policies DM2.1.
- 3.5 The proposal is considered to be a sustainable form of development on brownfield land in a sustainable location. The application proposes a number of energy efficiency measures, a reduction in carbon emissions and on-site renewable energy in accordance with adopted policy. Moreover, inclusive design measures have been incorporated into the scheme as well as landscape features and biodiversity measures, in accordance with planning policy.
- 3.6 Finally, the application includes a section 106 agreement with suitable planning obligations and financial contributions in order to mitigate the impacts of the development; thus, the planning application is considered to be acceptable and in accordance with adopted planning policy, subject to the planning conditions and planning obligations listed in Appendix 1.

### **4.0 SITE & SURROUNDINGS**

- 4.1 The application site is located within the existing Whittington Hospital campus at Magdala Avenue, Archway, within Junction Ward. Specifically, the site is located in the north-west corner of the existing Whittington Hospital site and is bound by Dartmouth Park Hill to the west, Holbrook Close to the north and the wider Whittington Hospital campus to the south and east.
- 4.2 The application site currently comprises Block G and S with hardstanding and car parking spaces in the areas in between. Block G is currently used as an education and teaching centre and Block

S is used as staff accommodation. There is a strong green edge running along the northern and western boundaries of the site with significant trees and vegetation. Block F, otherwise known as the Jenner building (Grade II Listed), borders the site and is located to the south of Block G and is used as administrative offices. Also bordering the site is Block E to the south of Block S which comprises maternity wards and Block H to the east of Block G, which is used for social services and physiotherapy.

- 4.3 In terms of heritage, the Highgate Hill / Hornsey Lane Conservation Area lies to the north, the Holborn Union Infirmary Conservation Area lies to the south east and the Camden Highgate Conservation Area is also located on the opposite side of Dartmouth Park Hill to the west of the site, albeit this falls within London Borough of Camden. Highgate Cemetery to the wider west is a Grade I Registered Park and Garden and Waterlow Park to the wider north west is a Grade II\* Registered Park. Block F (Jenner building) is Grade II Listed and Block G is curtilage listed given that the two buildings have been attached since the 1930s. Block S is not included in the curtilage listing. The wider Whittington Hospital site contains a varied mix of buildings, from the older Victorian Jenner building (Grade II Listed) and Block E (not listed), the Edwardian Block H, and other more recent post-war buildings.
- 4.4 The site benefits from a PTAL rating of 6a (with 6b being the best rating achievable) and is therefore considered to have a 'Very good' level of public transport accessibility. The site is within 420m of Archway London Underground station to the south, whilst Upper Holloway station serving the main line is within walking distance to the south of the Whittington Hospital site. Highgate London Underground station is situated within 950m to the north. There are also a number of bus routes in the immediate area which are in close proximity to the site.

## **5.0 PROPOSAL (IN DETAIL)**

- 5.1 The development proposals include the demolition of the existing Blocks G and S currently in use as the Whittington Education Centre and doctor's accommodation respectively, and the construction of a new Inpatient Mental Health Facility. The proposed building is part 3-, part 4-, part 5-storeys in height and wraps around the existing Jenner Building with a similar but larger footprint to the existing Blocks G and S.



***Western Elevation (Entrance from Dartmouth Park Hill)***

- 5.2 The proposed development would provide 78no. inpatient beds across five wards: two rehabilitation wards (16no. beds each), two older adult wards (14no. and 15no. beds) and an adult acute ward (17no. beds). All rooms would have ensuite bathrooms and there would be access to outside space from each ward. Facilities, such as a gym, to support recovery and wellbeing are also provided as well as a café. The internal spaces are separated into eleven elements; the

entrance area, the five wards, a tribunal suite, shared spaces, a sports hall, administration spaces and facilities. There are a number of courtyards and gardens within the building to allow for light, access to fresh air and external space for service users and staff.

- 5.3 The entrance is located to the west of the building and would have a visible presence upon arrival from the main route on Dartmouth Park Hill. The reception, waiting area, cafe, family visit and tribunal suite are located in this front section of the building and would be accessible by service users and visitors. The main entrance is located on the first floor due to the topography of the site. Ancillary office uses are located on the ground, first and fourth floors of the building in areas separated from service users and the visitor areas.



**First Floor Plan**

- 5.4 The cycle parking (consisting of 25no. spaces) would be provided within a dedicated secure store on the ground floor. A servicing bay is also provided on the ground floor of the east elevation. The proposal also includes extensive hard and soft landscaping as well as access routes and ramps across the site to enable an improved pedestrian environment.
- 5.5 The curtilage listed Block G (WEC) (associated with the grade II listed Jenner building (Block F) will be demolished and listed building consent is required for this.

## **6.0 RELEVANT HISTORY**

- 6.1 The wider Whittington Hospital site has been subject to a number of recent planning applications, of which the following are considered the most relevant and recent:

- *P2019/1773/FUL* - Redevelopment of the former Waterlow Building and construction of a replacement (temporary) building for Use Class D1 purposes with associated parking, landscaping and associated works – **APPROVED** on the 3<sup>rd</sup> March 2020.
- *P2019/2440/FUL* - Installation of water tank adjacent to Block E and associated works – **APPROVED** on the 10<sup>th</sup> March 2020.
- *P2019/2364/FUL* - Demolition of the existing modern link bridge at the Jenner Building and remediation of the façade of building. (Planning and Listed Building Consent) - **APPROVED** on the 17<sup>th</sup> October 2019.
- *P2019/1762/PRA* – Prior approval (demolition) for the Waterlow Building - **APPROVED** on the 4<sup>th</sup> July 2019.

6.2 An application for listed building consent (P2020/0761/LBC) is running concurrently to this application. An application for prior notification for demolition (P2020/1104/PRA) of Block S has also been submitted.

### **Pre-Application**

6.3 The applicant approached the Council at pre-application stage and had a series of meetings at which the following points were raised and discussed:

- Any planning application would need to be supported by information showing how the existing 'social infrastructure' uses would be adequately replaced.
- The applicants were advised that a robust case would need to be presented to justify both the quantum and quality of mental health care provision.
- Several concerns were raised about the proposed design and it was advised that a 'critical friend' (an independent architect) should be employed to drive forward the design in the right direction.
- It was advised that the proposal would need to be presented to the Council's Design Review Panel (DRP).
- A details landscaping strategy would need to accompany the planning application.
- A full and comprehensive assessments of the proposal's impacts on neighbouring residential amenity would need to be carried out.
- The proposal would need to meet all requirements relating to energy, sustainability, inclusive design, secured by design, transport and highways impacts.

6.4 An independent architect has been involved in supporting the design of the proposal through the pre-application process and the scheme has been successfully presented to the Council's Design Review Panel. All other points raised at pre-application stage, including amenity impacts, energy & sustainability, land use and intensity of use, transport and accessibility have all been addressed and inform the planning application as described below.

### **Design Review Panel**

6.5 The proposal was presented to the Design Review Panel on a number of occasions. The proposal went through several iterations and was presented to the DRP for the final time on the 18<sup>th</sup> February 2020. The following comments were made, with the full DRP response provided as Appendix 4:

- *The Panel considered that the scheme now responded and reinforced the movement hierarchy both within the hospital grounds and into the broader public realm, and that the key desire lines had been strongly addressed and reinforced.*
- *A better understanding of the spaces between buildings, including what would be public or private space, had been requested at the previous DRP. This was also considered to have been suitably addressed with a clear and logical outcome.*
- *The Panel considered that the scheme now set a high architectural benchmark that would help to inform future changes on the broader hospital site and commended the team accordingly.*
- *The building was considered to sit comfortably on its site, and within its context. The plan was noted to be working 'incredibly well'. The scheme had achieved the required positioning and detailing of the primary entrance to Dartmouth Park Hill and the Panel particularly liked the framing of the view through – from the entrance lobby out through to the boulevard that runs between the new build and the Jenner Building beyond.*
- *In terms of massing, the Panel considered that this element had been appropriately addressed including an acceptance of the long 4 storey element to the rear of the Jenner, and the 5 storey element to the south western edge – no objection was raised to the height.*
- *The repositioning of the sports hall from the top floor in the previous iteration to the ground floor location as now proposed was considered a successful move that really benefited the layout and functioning of the overall scheme.*
- *The Panel unanimously agreed that the scheme design had significantly and beneficially progressed and was supportive of the changes as presented.*

- *The brickwork including the patterning around the fenestration was supported. The critical importance of high quality detailing of this relatively intricate feature was stressed, which then needs to be maintained, and protected through to the finished scheme.*
- *The landscaping scheme was considered both appropriate and positive that would likely work well on the site, in relation to the larger hospital site, and with the wider context.*

## 7.0 CONSULTATION

### Public Consultation

7.1 Letters were sent to occupants of 170 adjoining and nearby properties on Sandstone Place, Lulot Gardens, Retcar Place, Holbrook Close, Highgate Hill, Gordon Close, Dartmouth House, St Joseph's School as well as across the Whittington Hospital campus on the 17<sup>th</sup> March 2020. A site notice and press advert were displayed on the 19<sup>th</sup> March 2020. The public consultation of the application expired on the 12<sup>th</sup> April 2020, though it is the Council's practice to accept comments and objections up until the day of Committee.

7.2 A total of 11 letters were received from the public in response to consultation on this planning application. The following points of objection were made [*with the paragraphs in brackets indicating where in the report the respective points have been addressed*]:

- Construction and demolition works would result in noise, disturbance, vibration and impacts on air quality [*paragraphs 9.88 – 9.89*];
- A further mental health facility in the area will lead to crime and anti-social behaviour [*9.86-9.87*];
- The proposed height of the building gives rise to unacceptable impacts on neighbouring residential occupiers in terms of loss of daylight/sunlight, privacy and an increased sense of enclosure [*9.74-9.82 and 9.87*];
- The footprint of the building is too large and this will result in impacts on the Conservation Area and neighbouring amenity [*9.39-9.52*];
- The footprint of the building should be larger in order to reduce the height of the building [*9.31-9.32 and 9.130-9.134*];
- The Dartmouth Park Hill facade and entrance are unsatisfactory in design and probably functionally, for example, little or no porch roof. This elevation lacks logic and clarity [*9.33-9.34*];
- The 'fingers' reflecting the Jenner Building along the 'Boulevard' feel very uncomfortable hanging over one's head with huge cantilevers [*9.34-9.35*];
- People in Holbrook Close will look out onto serried ranks of lit windows instead of a fantastic view [*9.86-9.88 and Condition 23*];
- Little space for gardens/ break out space to aid good health [*9.132-9.134*];
- Trees along Dartmouth Park Hill should be as large as possible when planted - waiting 20 years for them to mature too long [*9.133*];
- The proposal would result in devaluation of neighbouring properties should the proposed mental health centre be built [*Officer comment: This is not a planning consideration*];
- The proposed demolition and construction would result in structural issues to neighbouring properties [*Officer comment: This is a Building Control / Civil matter*];
- Conducting any demolition and construction works during Covid-19 self-isolation period would be severely detrimental to the mental wellbeing of neighbouring residents, due to the significant noise and disturbance created for a sustained period of time. This has already been incredibly difficult with the current and ongoing works at the Whittington Hospital site [*paragraphs 9.89-9.90*];
- Concerns over noise level if a mental health hospital was built so close to a residential area, especially at night time [*9.83-9.85*];

- The top storey pop-up should be relocated from its currently proposed location in order to reduce the impact of the proposal on the views and outlook of Holbrook Close residents [9.29-9.31 and 9.63-9.64].
- Inappropriate height, scale and massing of the DPH Block [9.29-9.32]
- Unacceptable impact on trees, landscape and townscape character [9.29-9.34 & 9.125-9.131]
- Negative impacts of views to Church of St. Joseph's [9.50 – 9.51]

Two further comments were also received from the public:

- That the proposal was for an important use in a well-designed building;
- The proposal should incorporate as many bird/bat and swift boxes as reasonably possible.

### **External Consultees**

#### 7.3 Thames Water

Thames Water has raised no objection to the proposal subject to standard conditions and informatives on sewerage infrastructure, waste, water and surface water.

#### 7.4 London Fire & Emergency Planning Authority

No formal comments received, but recommend that sprinklers are considered for new developments.

#### 7.5 Historic England

No objections raised to the proposal.

#### 7.6 Designing Out Crime

No objection, but the following comments were made:

- Pleased to see that many of the measures discussed during pre-application meetings have been incorporated into the design such as a reduction in the overhand at the main entrance to avoid providing an attractive area for ASB out of opening hours, and defensive plating on the Dartmouth Park Hill elevation to prevent anything/anyone being concealed.
- Cycle theft is a huge problem in Islington with many thieves becoming brazen and taking no notice of CCTV or passers-by when trying to steal a bicycle. Pleased to see that the cycle storage is within the building. If this is unable to be achieved then consideration should be given to extra CCTV and lighting.
- Cycle store doors should be self-closing and self-locking. Single-leaf is preferable and security rated to a minimum of LPS1175 SR2 or STS202 to withstand the communal use. Encrypted fob entry should also be used so that if fobs are lost they can be cancelled rather than misused.
- Bin stores should also be self-closing self-locking to ensure that the area remains secure, especially when it could be a vulnerable point for illegitimate access to the building.
- Communal doors to the main entrance and elsewhere on the external perimeter of the building should be a minimum rating of LPS1175 SR2 or STS202. Encrypted fob access and self closing, self locking on the doors which the public do not have access.
- Bulk head and column lighting should be utilised to ensure a minimum of 40% uniformity across the site with no dark spots and a faces clearly highlighted. Any CCTV should work in collaboration with the lighting so that images are not distorted and are of evidential value.
- The proposed boundary fence is an acceptable height and should be of weld mesh construction. Any railing should have no climbing aids built into the structure.

- Management of this building will play a huge part in determining its overall levels of security. Combined with the correct physical security measures the proposal should be a welcome new facility to the area.

These comments have been successfully incorporated into the design or have been reserved by appropriately worded condition (32), requiring the development to achieve Secured by Design accreditation.

## **Internal Consultees**

### **7.7 Design and Conservation**

Following further amendments to the proposal in response to the DRP the Design & Conservation Team made the following points:

- The scheme is a well-designed addition to the somewhat eclectic cluster of buildings that comprise the Whittington Hospital. In coming forward without the benefit of an overarching masterplan for the broader hospital site, the designs have been crafted in a suitably respectful manner that ensures that any future redevelopment will not be adversely impacted on. It has also established a suitably high design benchmark against which future developments will be considered.
- The scheme will facilitate and improve the key east/west pedestrian movement route across the whole of the hospital site, from Dartmouth Park Hill to the west to Highgate Hill to the east, while ably directing visitors and patients, through thoughtful design and landscape means, to the primary entrance of this new facility off Dartmouth Park Hill.
- The design is conscious and respectful of its sensitive heritage setting which has been ably addressed in the height and massing arrangement on the site, the building's configuration including the echo of the Jenner's E shaped footprint and form, and the use and selection of appropriately traditional materials.
- The building will provide a fine new facility for the NHS and for the future patients and staff who will work and reside within it.

### **7.8 Planning Policy**

A number of comments have been made by the planning policy team. These can be summarised as follows:

- It is considered that the approved temporary education and teaching facility on the site of the former Waterlow Building (permission P2019/1773/FUL), part of the wider Whittington estate, has the potential to serve the same user group as Block G (the Whittington Education Centre).
- The loss of Block S should not have a significant impact on the community as the staff accommodation was decommissioned and the residents relocated as part of a wider Whittington Health Trust initiative. In addition, it is considered the benefits of the proposed mental health inpatient facility are significant and would make an important contribution to Islington's social and community infrastructure.
- The Whittington Ancillary Buildings, which include blocks G and S, are allocated within the borough's adopted Local Plan (site reference ARCH2) and it has been proposed to carry this allocation forward in an amended form as part of the ongoing Local Plan review.
- The adopted allocation is for residential-led development but is quite open about the potential for a mix of other uses on site. The draft allocation, which was submitted to the Secretary of State for examination in February 2020 (site ref. ARCH4), makes the provision of health uses its main focus (and refers to the potential relocation of the mental health facility to the site), although states that an element of residential use may also be suitable. The draft plan currently has limited weight, but is clearly supportive of the mental health inpatient facility.

## 7.9 Access & Inclusive Design

The following comments were made on the revised proposal

- The seating areas should provide choice and comfort. The seating currently proposed does not feature any arm rests or backrests. Some of that provision should be incorporated.
- [*Officer comments: this has been incorporated in the proposal with further details required by condition*];
- In the landscaping, the paving stones should have a level difference at joints/between paving units no greater than 5mm, with joints filled flush or, if recessed, no deeper than 5mm and no wider than 10mm or, if unfilled, no wider than 5mm. [*Officer comments: this will be incorporated in the proposal with further details required by condition*];
- In regards to lighting in the landscape, glaring and deep pools of shadow must be avoided.
- Cycle store: the quality is good.
- Visitor cycle parking: the racks location is fine.
- In general, all lobbies should comply with the Inclusive Design in Islington SPD requirements: there should always be a minimum of 1570mm clear of any door swing in lobbies. This may not be achieved in some circulation areas [*Officer comment: further details required by condition*];
- It is great to see that a changing place toilet has been integrated to the proposal.

All of the points raised above have been addressed.

## 7.10 Public Protection

No objection, subject to standard conditions on air quality, noise, sound insulation, land contamination and construction. Specific comments made:

- The application is for a 78 bed mental health facility on the Whittington Hospital site off Dartmouth Park Hill. People are likely to stay for extended periods of time and in constructing a facility of this type it is essential that a good environment for recuperation and rest is achieved, so a rigorous sound insulation condition is recommended.
- In terms of sound insulation between rooms this should be designed to meet the rooms for residential purposes as per Approved Document E as a minimum.
- The submission includes an outline construction logistics plan but this is lacking in detail for a potentially disruptive development. I would advise that a CMP or CoPCS response document is required by condition or S106 requirement.

## 7.11 Energy

The energy team raised a few points on sustainability and energy, which have now all been addressed. The proposal would now be future-proofed for future DHN connection and propose a significant reduction in carbon emissions. Relevant conditions are included in Appendix 1.

## 7.12 Sustainability

No objection subject to appropriate conditions on green roofs (16), SUDS (7), biodiversity (26), landscaping (24), BREEAM (17) and energy efficiency (18).

## 7.12 Transport

Advised that Delivery/Service Plan (21), Construction Logistics Plan (5) and Travel Plan should be secured by conditions (xxx) /S106.

## 7.13 Tree Officer

Following the submission of additional information, the tree planting (species and pit detail) is considered appropriate and amended as per the previous ongoing discussion with the developer. In fact, this draft has a few improvements over the last draft as now not all of the planters in the central boulevard have root barriers at the bottom of the planters (to prevent root ingress to underground services and attenuation tanks) so this will be beneficial to tree growth in this area.

Overall, the proposal is supported.

## 8.0 RELEVANT POLICIES

### National Guidance

- 8.1 The National Planning Policy Framework (NPPF) 2018 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF and the National Planning Practice Guidance (NPPG) are material considerations and have been considered as part of the assessment of these proposals.

### Development Plan

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

### 8.3 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

Policy 5.18 Construction, excavation and demolition waste

Policy 5.21 Contaminated land

#### **2 London's places**

Policy 2.9 Inner London

Policy 2.14 Areas of Regeneration

#### **6 London's transport**

Policy 6.1 Strategic approach

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

#### **3 London's people**

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.16 Protection and enhancement of social infrastructure

Policy 3.17 Health and social care facilities

#### **7 London's living places and spaces**

Policy 7.1 Lifetime neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

#### **5 London's response to climate change**

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

#### **8 Implementation, monitoring and review**

Policy 8.1 Implementation

Policy 8.2 Planning obligations  
Policy 8.3 Community infrastructure levy

#### 8.4 **Islington Core Strategy 2011**

##### **Spatial Strategy**

**Policy CS1** (Archway)

**Policy CS8** (Enhancing Islington's Character)

**Policy CS12** (Meeting the Housing Challenge)

**Policy CS13** (Employment Spaces)

##### **Strategic Policies**

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

**Policy CS10** (Sustainable Design)

**Policy CS11** (Waste)

##### **Infrastructure and Implementation**

**Policy CS18** (Delivery and Infrastructure)

**Policy CS19** (Health Impact Assessments)

**Policy CS20** (Partnership Working)

#### 8.5 **Development Management Policies 2013:**

Policy DM2.1 (Design)

Policy DM2.2 (Inclusive design)

Policy DM2.3 (Heritage)

Policy DM2.5 (Landmarks)

Policy DM3.4 (Housing standards)

Policy DM3.7 (Noise and Vibration)

Policy DM4.12 (Social and strategic infrastructure and cultural facilities)

Policy DM6.1 (Healthy development)

Policy DM6.5 (Landscaping, trees and biodiversity)

Policy DM6.6 (Flood prevention)

Policy DM7.1 (Sustainable design and construction)

Policy DM7.3 (Decentralised Energy Networks)

Policy DM7.4 (Sustainable design standards)

Policy DM7.5 (Heating and cooling)

Policy DM8.2 (Managing transport impacts)

Policy DM8.4 (Walking and cycling)

Policy DM8.5 (Vehicle parking)

Policy DM8.6 (Delivery and servicing for new developments)

Policy DM9.1 (Infrastructure)

Policy DM9.2 (Planning obligations)

#### 8.6 **Site Allocations (2013):**

ARCH2 – Whittington Hospital Ancillary Buildings

#### 8.7 **Supplementary Planning Guidance (SPG) / Document (SPD)**

##### **Islington SPD**

Environmental Design (Oct 2012)

Inclusive Design (Feb 2014)

Inclusive Landscape Design (Jan 2010)

Planning Obligations (S106) (Dec 2016)

Urban Design Guide (Jan 2015)

Basement Development (Jan 2016)

Islington Employment Land Study (Jan 2016)

##### **London Plan**

Accessible London: Achieving an Inclusive Environment SPG (adopted October 2014)

The Control of Dust and Emissions During Construction and Demolition SPG (adopted July 2014)

Sustainable Design and Construction SPG (adopted April 2014)

##### **Emerging Policies**

Draft London Plan (Intend to Publish Version), December 2019

8.8 The draft new London Plan was published for consultation in December 2017. The consultation period ended on Friday 2 March 2018. In accordance with section 338(3) of the GLA Act, the Secretary of State has appointed a Panel to conduct an examination in public ("EIP") this opened

on 15 January 2019 and continued until May 2019. The Planning Inspector made several recommendations to the Mayor on the 8th October 2019 and the Mayor responded on the 9th December 2019 with a version which is intended to be published by March 2020. The Secretary of State has now considered the 'Intend to Publish' version and the proposed changes and has made several recommendations, which are referenced in the main body of the report. Whilst the draft London Plan does not have the full weight of a statutory development plan at this stage, it is capable of being considered a material consideration.

Policy GG2 Making the best use of land  
 Policy D1 London's form, character and capacity for growth  
 Policy D4 Delivering good design  
 Policy D5 Inclusive design  
 Policy D7 Public Realm  
 Policy D9 Basement development  
 Policy D11 Fire safety  
 Policy D13 Noise  
 Policy S1 Delivery London's social infrastructure  
 Policy S2 Health and social care facilities  
 Policy HC1 Heritage and Growth  
 Policy G5 Urban Greening  
 Policy G7 Trees and Woodlands

Policy SI2 Minimising greenhouse gas emissions  
 Policy SI4 Managing heat risk  
 Policy SI5 Water infrastructure  
 Policy SI7 Reducing waste and supporting the circular economy  
 Policy SI12 Flood risk management  
 Policy SI13 Sustainable drainage  
 Policy T2 Healthy Streets  
 Policy T3 Transport capacity, connectivity and safeguarding  
 Policy T4 Assessing and mitigating transport impacts  
 Policy T5 Cycling  
 Policy T6 Car parking  
 Policy T7 Deliveries, servicing and construction

It is worth noting at this point that the Secretary of State has written to the Mayor of London setting our various directions to alter aspects of the emerging London Plan. It is not known at this stage what response the Mayor will make to the directions. In any event, given what is proposed by the applicant the direction does not alter the assessment in this case.

### Draft Islington Local Plan 2019

8.9 The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation and subsequent submission to the Secretary of State for Independent Examination. From 5 September 2019 to 18 October 2019, the Council consulted on the Regulation 19 draft of the new Local Plan. Submission took place on 12 February 2020 and examination is expected to take place in Summer 2020. As such, the draft Local Plan and policies with objections are considered to have limited weight.

Policy SP7 Archway  
 Policy H1 Thriving Communities  
 Policy H7 Meeting the Needs of Vulnerable Older People  
 Policy H9 Supported Housing  
 Policy SC1 Social and Community Infrastructure  
 Policy B5 Jobs and Training Opportunities  
 G2 Protecting Open Space  
 G4 Biodiversity, Landscaping and Trees  
 Policy S1 Delivering sustainable design  
 Policy S2 Sustainable design and construction  
 Policy S3 Sustainable design standards  
 Policy S4 Minimising greenhouse gas emissions

Policy S6 Managing Heat Risk  
 Policy S8 Flood risk management  
 Policy S9 Integrated water management and sustainable design  
 Policy T1 Enhancing the public realm and sustainable transport  
 Policy T2 Sustainable transport choices  
 Policy T3 Car-free development  
 Policy T5 Delivery, servicing and construction  
 Policy DH1 Fostering innovation while protecting heritage  
 Policy DH2 Heritage Assets  
 Policy DH4 Basement development

## 8.10 Islington's Draft Local Plan (2019) Site Allocations Schedule:

ARCH 4: It is anticipated that St. Pancras Mental Health Hospital (which is currently located in King's Cross) will be moving to part of the site. This will be a significant social infrastructure use for the borough. Redevelopment of any buildings is subject to ensuring future health care needs are met.

## 9.0 EVALUATION

### Land use

- 9.1 The site is currently occupied by a staff accommodation block (Block S), consisting of 992.28sqm of C2 floorspace and an education/training centre (Block G), consisting of 1,171.75sqm of D1 floorspace. Both uses form part of the wider Whittington Hospital campus and have until now supported the main hospital function. As such, while the existing uses on site contain an element of staff accommodation, all uses on site are considered to constitute social and community uses from a planning policy point of view (which include C2 and D1 uses).
- 9.2 The NPPF includes requirements for planning policies and decisions to promote healthy and safe communities. Paragraph 91 of the 2019 NPPF states that "planning policies and decisions should take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community".
- 9.3 The London Plan supports the retention of enhancement of social infrastructure uses through Policy 3.16, which states that London requires additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population. Moreover, Policy 3.18 of the London Plan states that development proposals which provide high quality health and social care facilities will be supported in areas of identified need, particularly in places easily accessible by public transport, cycling and walking. Where local health services are being changed, the Mayor will expect to see replacement services operational before the facilities they replace are closed, unless there is adequate justification for the change.
- 9.4 Given the existing social and community uses on site, Development Management Policy DM4.12 is of relevance. Part A of the Policy states that the Council will not permit any loss or reduction in social infrastructure uses unless:
- i) *a replacement facility is provided on site which would, in the council's view, meet the need of the local population for the specific use; or*
  - ii) *the specific use is no longer required on site. In such circumstances, the applicant must provide evidence demonstrating:*
    - a) that the proposal would not lead to a shortfall in provision for the specific use within the local catchment;*
    - b) that there is either no demand for another suitable social infrastructure use on site, or that the site/premises is no longer appropriate for social infrastructure uses; and*
    - c) any replacement/relocated facilities for the specific use provide a level of accessibility and standard of provision at least equal to that of the existing facility.*
- 9.5 The site forms part of Site Allocation ARCH2, which supports the provision of a residential development with a mix of other uses, stating that "other uses should contribute to the objectives for the area as set out in the Core Strategy". On this point, the Core Strategy states as one of its objectives 'supporting the borough's universities and hospitals as major employers and service providers as they seek to maintain and improve their estates'. The site allocation also refers to the rationalisation of part of the land on the Whittington campus to facilitate investment in health care

facilities on the rest of the site. The site allocation has been carried over into the new emerging Local Plan as ARCH4 in the Site Allocation Schedule, with a greater emphasis on the reprovision of healthcare services.

- 9.6 The application proposes a social infrastructure use, in the form of a 78-bed mental health inpatient facility and the applicants have provided a significant amount of evidence and information justifying the demolition of the existing buildings and the provision of the new facility. As such, it can be confirmed that the Whittington Health NHS Trust intends to dispose of those parts of their estate which are currently redundant or under-utilised. The land and buildings, which are the subject of this planning application, have been sold to the applicant Camden & Islington NHS Foundation Trust (C&I) and have until recently been occupied as the Whittington Education Centre ('WEC') also known as Block G, and Block S which is a decommissioned staff accommodation block. The WEC consists of 13 training rooms of various sizes, ranging from smaller meeting rooms for 15 people to larger rooms capable of accommodating up to 60 people.
- 9.7 The land disposal at the Whittington Hospital would form part of a wider NHS estate initiative facilitating the move of Moorfields Eye Hospital onto a new site at St Pancras Hospital. The project (Project Oriol), will see services move out of the current Moorfields site to a new "integrated eye care, research and education facility" run in partnership with University College London. As part of the same scheme, C&I have secured Department of Health funding to demolish buildings in St Pancras and move inpatient beds to the new location on the application site. This application relates to the land at the Whittington Hospital purchased by C&I to enable the re-provision of acute mental health facilities from St Pancras Hospital. The proposals are required to allow for the mental health in-patient unit to be provided at the Whittington Campus. As a result, C&I will be able to consolidate all their mental healthcare provision in one location, as the Highgate Mental Health Centre also owned by the Trust is located on the other side of Dartmouth Park Hill.
- 9.8 Given the proposed replacement of one social infrastructure use for another necessary and essential social infrastructure use, the proposal is considered acceptable in principle. Moreover, the existing health/education uses within the WEC Building are being relocated to the Waterlow Building in accordance with planning application reference P2019/1773/FUL. Part C of Policy DM4.12 requires social infrastructure uses to (i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes; (ii) to provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants; (iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and (iv) complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses. Policy DM6.1 part A states the council will support the provision of new and improved health facilities and their co-location with other community uses, subject to an assessment of the full range of planning considerations.
- 9.9 Whilst the proposal's accessibility and inclusivity will be considered in subsequent sections of this report, it is considered that the location of a mental health facility within the campus of an existing hospital, which enables consolidation with an existing mental health centre, would be suitable and complementary within this context. Given the nature of the use, the idea of co-location or sharing facilities is not considered appropriate in this instance, though the proposal does include other ancillary uses, such as gym facility for inpatients and a café use which will be considered in subsequent sections of this report. In terms of impacts on the amenity of surrounding uses, this will also be considered in subsequent sections of the report.
- 9.10 The emerging social and community infrastructure policy associated with the new emerging local plan is also relevant to the proposal, though the policy has not yet been adopted and is thus given limited weight. In any case, the policy guidance is broadly similar, but slightly more detailed. The most relevant parts of the new policy to this application is Policy SC1 Part A which states that the Council will support proposals to provide new and/or extended social and community infrastructure facilities and their co-location with other social and community uses, subject to an assessment against all relevant Local Plan policies. Emerging Policy SP7 (Archway) is also supportive of the provision of a mental health facility hear stating that it is anticipated that St. Pancras Mental Health

Hospital (which is currently located in King's Cross) will be moving to part of the site currently occupied by the ancillary buildings of Whittington Hospital. This will provide an important social infrastructure use in the Archway Spatial Strategy Area and in the borough as a whole.

- 9.11 This application has been assessed and considered against the adopted as well as the emerging Local Plan policies (contained in the Strategic and Development Management Policies document). The proposal is considered to accord with adopted and emerging planning policy by replacing a social infrastructure use with another appropriate and necessary social infrastructure use. As such, the planning application is considered to be acceptable and in accordance with adopted Islington's Policy DM4.12 and DM6.1, and policy SC1 and SP7 of the emerging Local Plan as well as the Site Allocations ARCH2 and ARCH4 of the adopted and emerging Site Allocations Schedule respectively.

## **Design, Conservation and Heritage Considerations**

### Policy Context

- 9.12 The following requirements are necessary for Local Planning Authorities when considering planning applications which affect the setting of a listed building or the character and appearance of a conservation area. Section 72(1) Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that: *'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'*.
- 9.13 Section 72(1) of the Act states: *'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'*. The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation Areas) Act 1990 is, respectively, to 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 or appearance of a conservation area.
- 9.14 In terms of the NPPF it addresses the determination of planning applications affecting designated and non-designated heritage assets at paragraphs 128-135 which state, inter alia, that:
- 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary...*
- Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal...'*
- 9.15 Relevant Development Plan Guidance is provided by London Plan Policy 7.8 which is concerned with heritage assets and states, inter alia, that 'development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.'

- 9.16 Equally the Council also attach great importance to design and heritage impacts. Policy DM2.3 on heritage encourages development that makes a positive contribution to Islington's local character and distinctiveness. Moreover, Policy DM2.4 requires protected views to be considered and enhanced. Finally, in terms of heritage, Policy DM2.5 states that the views of well-known local landmarks will be protected and stringent controls over the height, location and design of any building which blocks or detracts from important or potentially important views will be exercised.
- 9.17 In terms of design of the built environment, the National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. London Plan Policy 7.4 (Local Character) is concerned with Local Character and states, inter alia, that: *'Buildings, streets and open spaces should provide a high quality design response that allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area is informed by the surrounding historic environment.'*
- 9.18 The London Plan Policy 7.4 also states that buildings, streets and open spaces 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; is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings; and allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area. Furthermore, London Plan Policy 7.6 (Architecture) expects architecture to make a positive contribution to a coherent public realm, streetscape and wider cityspace. It should incorporate the highest quality materials and design appropriate to its context. Moreover, buildings and structures should be of the highest architectural quality, be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm and comprise details and materials that complement, not necessarily replicate, the local architecture.
- 9.19 Islington's Core Strategy Policy CS8 (Enhancing Islington's character) states that the scale of new development will reflect the character of a surrounding area. Policy CS9 (Protecting and enhancing Islington's built and historic environment) states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. Moreover, where areas of Islington suffer from poor layout, opportunities will be taken to redesign them by integrating new buildings into surviving fragments of historic fabric. All development will need to be based on coherent street frontages.
- 9.20 Development Management Policy DM2.1 (Design) requires all forms of development to be of a high quality, incorporating inclusive design principles while making positive contributions to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. All new developments are required to improve the quality, clarity and sense of space around or between buildings, reinforce and complement local distinctiveness and create a positive sense of place. Point vii specifically states that buildings should respect and respond positively to existing buildings, the streetscape and the wider context.
- 9.21 Islington's Urban Design Guide (2017) provides guidelines and principles for good urban design, e.g. how buildings look and fit into their setting, the layout and organisation of public spaces and the appearance of street frontages. Of particular significance is paragraph 5.67 which states that 'new development should create a scale and form of development that relates to the existing built form and provides a consistent and coherent setting for the space or street that it defines or encloses'. Historic England's Historic Environment Good Practice Advice in Planning Note 3 (The Setting of Heritage Assets), the council's Urban Design Guide SPD and Conservation Area Design Guidelines for the Highgate Hill/Hornsey Lane and Holborn Union Infirmary, and the Mayor of London's Character and Context SPG are also relevant to the consideration of this application.

Site Context:

- 9.22 The subject site forms part of the wider Whittington Hospital site which itself is part of an adopted site allocation, Ref: ARCH2. It is located in the north-western corner of the Hospital grounds. One building is currently the Whittington Education Centre (WEC), to the rear of and curtilage to the listed Jenner Building, and the other is a residential block for staff. These buildings are to be demolished and their facilities and services provided elsewhere.
- 9.23 The low-rise WEC building (Block G) has a minimal presence within the broader hospital context and indeed within the wider public realm. This is due to a combination of its small scale, including lower height, its tertiary location to the rear of the considerably more substantial Jenner building, and its position parallel to the base of a steep and densely planted embankment which forms its northern edge. Notwithstanding this, it is an attractive historic building within the curtilage of the Grade II Listed Jenner Building. It has suffered over the years from multiple, including unsympathetic, extensions and alterations.
- 9.24 The other building to be demolished comprises a staff accommodation block (Block S). It is a three storey, pebble-dashed, post-war building of no architectural merit. It is set well back from the edge of Dartmouth Park Hill from which it is separated by a densely planted green 'thread'. It is also located at a considerably lower level to the street, some 1 to 1.5 storeys, minimising its presence in relation to the public realm. Both buildings are to be demolished as part of the proposal.
- 9.25 The northern and western edges of the site are characterised by dense green wedges that include some fine mature trees. These provide an attractive setting as well as an effective green screen, separating the hospital from the primary school and residential terrace to the north, and from the residential streets off Dartmouth Park Hill to the west. The green edge to Dartmouth Park Hill also provides a fine green 'frame' to the long views to the important landmark of St Joseph's Church looking north.
- 9.26 The site is in a location of relative sensitivity, both historically and architecturally. Immediately to its west, to Dartmouth Park Hill, lie the Dartmouth Park and the Highgate Conservation Areas (both within the London Borough of Camden). These include the 1970's Peter Tabori designed Highgate Newtown estate, Waterlow Park which is a Grade II\* Registered Park and Garden, and the Grade II\* Listed St Joseph's Church to the junction with Dartmouth Park and Highgate Hill to the north.
- 9.27 Dartmouth Park Hill's long eastern edge is characterised in this location by a dense green thread that extends from the base of the Whittington to the south, to St Joseph's Church to the north. It creates a distinctive edge and is a fine characteristic of this steeply inclined street. The site is also adjacent to the Highgate Hill/Hornsey Lane Conservation Area which lies immediately to the north, and close to the Holborn Union Infirmary Conservation Area, to the east. The most immediate of all the heritage assets is the Jenner Building which is adjacent (immediately to the site's south and east) which is Grade II listed.

#### Bulk, Height and Massing

- 9.28 The proposed height, bulk and massing are considered appropriate for the site and its context. The scheme successfully addresses the significant change of levels across the site whereby the highest part of the new building is located to the lower southern-most edge of the site, and the resulting primary frontage to Dartmouth Park Hill is considered to 'read' sensitively, and appropriately, as a two to four storey building, due in part to an effective use of the levels. There is also well-considered modulation to animate and formally address this critical and primary edge with its long block form, signifying and celebrating its primacy, including sign-posting - through design - its main entrance.



***Dartmouth Park Hill elevation***

9.29 A number of objections have been received from neighbouring occupiers about the location of the top floor on townscape and design grounds, in particular that the additional height here would 'disrupt' the natural topography of Dartmouth Park Hill and that the additional height should be provided in the north-eastern corner of the site. Notwithstanding the endorsement by the DRP and the Council's Design & Conservation Team of the 'entirely' appropriate location of the additional height at this south-western location of the building, there is not considered to be any scope to provide additional height to the north-east of the site as suggested by neighbouring residents. The Council and the DRP afford significant weight to the Grade II listed Jenner Building and it has been advised early in discussions that any additional height to the proposal behind or directly adjacent to this building would be considered unacceptable.



***Southern Elevation***

9.30 From within the hospital grounds, the building reads as a four-storey building. It successfully moulds and responds to each of its widely varying edge conditions. There is a relatively small fifth storey element. This is positioned to the south-western part of the building where it has the least visual impact and where the site is at its 'lowest'. It is successfully set back from the primary southern and western façades and treated with large glazed expanse. Both these 'techniques' serve to reduce the visual impact of the height and mass associated with this 5<sup>th</sup> floor element.



***Eastern Elevation***

- 9.31 The eastern edge is located deep within the hospital grounds. It is of particular significance given the proposed new building sits alongside the return elevation to the listed Jenner Building to this edge. It is also located opposite a well-designed semi-public garden square, and is close to the architecturally fine, although unlisted, early 20<sup>th</sup> century 'Nurses Building' opposite. While the proposed new-build rises marginally above the shoulder height of the Jenner in this location (but considerably below the ridge) this reflects the change in level of the street and site which is rising gently northwards in this location. Mitigating measures have been designed that include a minimal setting back of the 'parapet' in order to keep the shoulder height of the new-build reading as low as possible, adopting a sensitive and classically referenced architectural treatment to the façade, and applying an appropriately quiet and contextual materials palette.
- 9.32 From vantage points from the north, looking south over the site, and having regard to the significant level changes, the height is considered acceptable given the building is set 1 – 1.5 storey levels below those located to the north and western edges and there are other considerably taller and bulkier buildings elsewhere on the broader hospital site. The building's northern elevation/façade is considerably set in from the northern boundary of the site given the considerable level changes, here but also to protect the green edge around the boundary and to minimise overlooking and privacy to neighbouring residential occupiers.

#### Detailed Design

- 9.33 In view of the above analysis, the proposed building is not considered to compete with the heritage assets and their characteristics that surround it. Rather, the proposal sits relatively discretely, comfortably and respectfully within its context. The primary frontage to Dartmouth Park Hill has been designed so as to effectively delineate the main entrance into the new facility. This is architecturally expressed both vertically and horizontally and reinforced by the materials detailing and by the landscape treatment. The return 'frontage', as the building turns into the site, to the southern elevation, is also formally structured and detailed with a richly animated 'base', a well-defined 'middle', and a light and recessed 'top'.



***'Return' frontage Southern Elevation***

- 9.34 The remainder of this southern elevation sits to the rear of the substantial Jenner Building and therefore has a minimal visual presence. However, it too has been well designed, providing sufficient privacy for the patients and yet with plentiful rhythmic fenestration, patterning, and semi-private roof gardens. The eastern elevation has been successfully designed responding to the classical proportions of the Jenner Building's formal return which is immediately abuts. To this effect is also has a clear base, middle, and top with well deigned fenestration patterning and historically referenced proportions.
- 9.35 The northern elevation is set in close proximity to a (approx.) 2m high retaining wall above which sits a deep and densely planted tree belt. While there is fenestration to much of this elevation, it is designed as ancillary, and services largely ancillary functions within that are not dependent on high levels of daylight of sunshine. The fenestration has been configured so as not to intrude on the amenity of the residential to Holbrook Close or the grounds of the St Joseph's primary school.
- 9.36 The materials proposed are considered acceptable and fitting of the architecture and its detailing. Brick is the overwhelmingly predominant material. A pale yet lively London stock type brick is proposed. This is to be complimented by a bespoke, bronze coloured, filigreed metal panelling, curtain walling to 5<sup>th</sup> floor, and bronze coloured aluminium fenestration throughout.
- 9.37 The design of the filigreed metal panelling is based on that of existing decorative palm leafed pattern to the historic 19<sup>th</sup> century external metal staircase to the Jenner Building which is a respectful reference to this important adjacent heritage asset. The materials palette is considered to be inherently successful and attractive, and will help the development to readily assimilate into its heritage rich and sensitive context.



***Brickwork / Fenestration with metal panelling***

- 9.38 A considerable amount of detail has been submitted with the application, which successfully demonstrates the quality of materials and detailing proposed. The details of the materials have been fully assessed and are considered to be of the highest quality that would complement and enhance the setting of surrounding heritage assets. The submitted 'External Elevation Detail Report' provides the level of detail of materials required to ensure that there will be no value-engineering of the materials at construction stage. These details will be secured by condition (3) and samples of materials would additionally be required in order to fully ensure their suitability.

Impact on Heritage Assets

- 9.39 The planning application is accompanied by an application for Listed Building consent for the demolition of the WEC (Block G) building (P2020/0761/LBC). This building forms part of the curtilage of the Jenner Building. The entire application site is located adjacent to and in the general vicinity of a range of other significant heritage assets. The scheme design, and how it impacts on these assets, is therefore sensitive and significant and a primary material planning consideration.
- 9.40 The Jenner Building and the ancillary smaller building to the rear, now known as the Whittington Education Centre (WEC), were originally developed in 1850 as a Small Pox and Vaccination Hospital. They were the first hospital buildings on the site of what is now known as the Whittington Hospital. They were followed in the 1870s by what is now known as the 'Highgate Wing' of the hospital, located to the western side of Dartmouth Park Hill, and then by buildings to the south of the application site, now used as the maternity wing.
- 9.41 The Jenner is a substantial three storey historic building with distinct classical architectural features. With its 'E' shaped form it has significant east- and west-facing secondary elevations as well as its long south-facing primary elevation. The mass of this long southern elevation is further mitigated by the large and prominent projecting centrepiece bay, including a three-bay Roman Doric porticoed entrance to ground floor.
- 9.42 The materials are a yellow stock brick in a Flemish bond with dressing in Bath and Portland stone, and with the use of some cast-iron ironmongery. The rear of the building has been extensively altered including extensions and an upper floor linked walkway structure that connects the Jenner to the WEC to the rear. The brickwork to this elevation is of a darker brick and the fenestration simpler as well as being significantly altered.

- 9.43 The WEC building sits immediately to the north (rear) of the main Jenner building. It is curtilage listed having been built at the same time as the Jenner, and originally serving a companion ancillary building, and function, to the primary Jenner. The WEC building is listed by virtue of its attachment to the grade II listed building (and also fulfils the curtilage criteria), as well as its historic role as a 'companion' ancillary building, built in the same period. The statutory list description does not contain any mention of the WEC building and addresses only F Block by name and description.
- 9.44 In terms of the heritage implications, the proposed demolition of a curtilage listed building (Block G) is a key planning consideration. This one and two storey building is linked to the Jenner building at first floor level by an elevated walkway that was erected in the early/mid 1900s and is not therefore part of the original building. The loss of the WEC will impact on the setting of the Jenner building and will also result in the loss of part of a heritage asset. However, given the extent of the many alterations and extensions, the legibility of the historic relationship between the WEC and the Jenner has been substantially compromised including its historic, architectural, and evidential value and thus its loss is not considered to result in a significant harm to the setting of the Jenner building.
- 9.45 At one and two storeys, it is discretely located to the north (rear) of the far more substantial Jenner Building, with a service road and an over 2m steep embankment to its northern edge. It is only 'glimpsed' from several vantage points from deep within the broader hospital site and has no public frontage as such. Nevertheless, it remains an inherently attractive building despite its many alterations and its loss will have an impact on the setting of the Jenner as viewed primarily from the rear and eastern edges. The main frontage and flanks of the Jenner will not be visually harmed as a result of its loss given the WEC building is not visible from these aspects. However, it is the historical association, more than surviving architectural or evidential significance, that represents the 'loss' and associated harm.
- 9.46 This loss of the curtilage listed building and potential harm associated with its loss has been carefully and fully considered in accordance with the above-mentioned legislation, in particular Section 66 of the relevant Act. The harm would be less than substantial, and as such great weight and importance has been put on this impact ahead of considering the planning balance. Officers have been mindful of their statutory duty in balancing harm and benefits. In this case the public benefits associated with the overarching development, not least the importance of the proposed health services and the high quality design of the buildings proposed, which are designed to be sympathetic to the character and appearance of the listed Jenner Building are compelling and would outweigh the harm. And therefore on balance, the loss of the WEC is considered to be offset by the significant benefits of the overall proposal.
- 9.47 The demolition of Building S, to the west of the Jenner building, will not detract from its setting given this is an unlisted building of no architectural or historic significance.
- 9.48 Both the Highgate Hill/Hornsey Lane and the Holborn Union Infirmary Conservation Areas are set at some considerable distance from the site. The new build element will be barely visible from any part of these. As such, it is not considered that the scheme will have any impact on the setting of either of these Conservation Areas.
- 9.49 However, the Highgate Conservation Area is located immediately opposite the site, to its western edge, and Dartmouth Park Conservation Area is also in the immediately vicinity, diagonally opposite, to the site's south west. These lie within the London Borough of Camden. The dominant characteristic of the Dartmouth Park Hill edge and this immediate part of these adjacent conservation areas is the dense green verge to the eastern edge of the street which shields the hospital site from the street and gives this part of the street an almost 'rural' ambience.
- 9.50 There will be a significant change to the setting of these Conservation Areas in that a new building will be developed closer to the street edge, and higher with considerably greater massing than before. In order to protect this green characteristic, the new build has been set back some 4 - 5m from the street edge and a new planting scheme proposed which will recreate a significant part of

the green 'thread'. The architecture as proposed is quiet yet urbane and presents a proportionately acceptable mass and height to this edge that reads as a 2 – 4 storey building. The building is predominantly in a stock brick with attractive bespoke metal detailing to the fenestration that reflects that used on the historic Jenner building. As such, the proposal will offer a neutral impact to the setting of these two Conservation Areas.

- 9.51 The highly prominent St Joseph's Roman Catholic Church sits mid-way up Highgate Hill, at its junction with Dartmouth Park Hill. It is a significant local landmark and is Grade II\* Listed. This important Italianate church, with its large copper cupola, is visible from relatively long vantage points including that looking northwards up Dartmouth Park Hill and thus from the site's entire western edge. An objection has been received from a planning agent on behalf of a neighbouring residential occupier that the long views of this landmark building, which come into clear view at its intersection with Lulot Gardens, would not be enhanced as a result of the development.
- 9.52 Indeed, this is a material planning consideration and Policy DM2.1 and Policy DM2.5 refer to the weight given to the unacceptable impacts on views of local landmarks. However, it is considered that by reinstating a green edge, maintaining a relatively low height, using quiet and traditional materials and subtle architectural detailing, the proposal will have a neutral impact on the setting of this important landmark.

### Conclusion

- 9.53 In summary, the scheme is a well-designed addition to the somewhat eclectic cluster of buildings that comprise the Whittington Hospital. In coming forward without the benefit of an overarching masterplan for the broader hospital site, the designs have been crafted in a suitably respectful manner that ensures that any future redevelopment will not be adversely impacted on. It has also established as suitably high design benchmark against which future developments will be considered.
- 9.54 The scheme will facilitate and improve the key east/west pedestrian movement route across the whole of the hospital site, from Dartmouth Park Hill to the west to Highgate Hill to the east, while ably directing visitors and patients, through thoughtful design and landscape means, to the primary entrance of this new facility off Dartmouth Park Hill.
- 9.55 The design is conscious and respectful of its sensitive heritage setting which has been ably addressed in the height and massing arrangement on the site, the building's configuration including the echo of the Jenner's E shaped footprint and form, and the use and selection of appropriately traditional materials. The building will provide a fine new facility for the NHS and for the future patients and staff who will work and reside within it.
- 9.56 As such, the proposed development, is considered to contribute positively to the surrounding public realm, streetscape and wider context in accordance with the National Planning Policy Framework Chapter 12 (Achieving well-designed places), London Plan 2016 policies 7.4 (Local character) and 7.6 (Architecture), Islington Core Strategy 2011 policy CS8 (Enhancing Islington's character) and policy CS9 (Protecting and enhancing Islington's built and historic environment) and Islington Development Management Policies 2013 DM2.1 (Design)

### **Quality of Accommodation**

- 9.57 Though the proposed use does not constitute housing as such, it does provide accommodation for people in medical care and should as such be subject to standards of residential accommodation. Development Management Policy DM3.8 details standards for 'Sheltered housing and care homes' and states that the council will support the provision of sheltered housing and care homes provided the development is:

*i) suitable for the intended occupiers in terms of the standard of facilities and the level of*

*independence, and provide the necessary level of supervision, management and care/support;*

*ii) accessible to public transport, shops, services and community facilities appropriate to the needs of the intended occupiers; and*

*iii) a suitable use for the site considering the surrounding neighbourhood, and contributes to mixed and balanced communities.*

- 9.58 Moreover, Policy DM3.4 provides housing standards that are usually applied to self-contained residential accommodation but can also be applied to other forms of residential accommodation and provide a useful guide. A number of key criteria are detailed including the size and layout of rooms, aspect and outlook, noise, light, ventilation, privacy and light. Rooms must be functional and useable and must be designed to function comfortably and efficiently for their intended purpose including having regard for the room size standards set out within the relevant adopted standards.
- 9.59 The proposed bedrooms have been designed and laid out to meet space standards, i.e. they all exceed the minimum dimensions for a double or twin bedroom as set out in Policy DM3.4. Moreover, only two of the 78 proposed bedrooms would be single-aspect north-facing, ensuring that the vast majority of the proposed rooms would have access to good levels of daylighting and direct sunlight. The average daylight factor (ADF) has been assessed for all proposed rooms and it can be confirmed that they would all meet minimum standards in terms of access to daylight. The rooms would also maintain levels of privacy and would provide floor-to-ceiling heights in accordance with adopted policy.
- 9.60 Given the sensitivity of the end users, it is considered pertinent to ensure future residents can enjoy a living environment as free from noise and disturbance as possible. As such, sound insulation and noise reduction measures are proposed to protect the amenity of future residents and this would be secured by condition (*conditions 11 and 12*) in the event of planning permission being granted.
- 9.61 The applicant has provided information about the standards to which they are working and refer to the Department of Health Guidance HBN 03:01 Adult Acute Mental Health Units which provides an approach to layouts across a public-private space spectrum reflective of the overarching objective to remove some of the barriers surrounding mental health facilities. The private spaces for service users are required to meet a specific set of standards, informed by research into the optimum accommodation provision for this type of service user. The semi-public spaces then provide a level of interaction amongst staff and service users with public spaces then allowing members of the surrounding community an opportunity to interact.
- 9.62 In accordance with these standards, the facility has been designed with public areas, including a café, shop and foyer providing an opportunity of interaction with the local community with the intention of integrating the facility in the locality. The facility also has a multitude of areas and rooms that provide support functions including office space, store rooms, laundry and cleaning rooms among others, as well as treatment rooms which have been laid out to enable an efficient and functional service. There are also the semi-public spaces, such as lounge, dining room, activity room and sports hall which provide an opportunity for interaction between staff and service users. Finally, there is the residential component of the facility which provides bedrooms (with en-suite bathroom facilities), generally in groups of four alongside quiet rooms. A number of assisted bedrooms and bathrooms are also provided for service users with special needs or mobility impairments.
- 9.63 A suggestion has been made by residents of Holbrook that the 4<sup>th</sup> (top) floor should be relocated. Along with the design, townscape and heritage reason for locating the top floor here, there is also a clinical rationale for the location of the offices here in the DPH block. The functional relationships within the building adhere to Department of Health guidance for service user and non-service user areas in order to enable public, semi public and private zones to be achieved.
- 9.64 As such, there are nursing and doctors' offices located adjacent to the ward entry points at each level for immediate interaction with service users within the secure zone. However, there is also a

need for medical and administration offices away from the wards that can be accessed without crossing the secure line into the service user access areas. This needs to be accessed and controlled via the main reception point within the DPH block thus the location of offices to the southern elevation to the ground, first and fourth floors, stacked vertically for ease of access and interaction. The location of the top storey office element, therefore, is as a direct result of the design rationale and the functional need to provide the correct clinical and non-clinical pathways. The location of this top floor has also been tested in relation to public views and protected vistas and there is no objection to this, nor any objection from the Council's Design Review Panel.

- 9.65 The submission includes a geo-environmental assessment which deals with potential contamination on site, as well as an air quality assessment. The assumptions within them and recommended measures have been accepted and agreed by the Council's environmental health officers.
- 9.66 It can be confirmed that the proposed facility would be suitable for the intended occupiers in terms of the standard of facilities provided and the level of independence required. The proposed facility would also be accessible to public transport, shops, services and community facilities appropriate to the needs of the intended occupiers and a suitable use for the site considering the surrounding neighbourhood as detailed within subsequent sections of this report. The proposal is thus considered to meet the requirements of adopted policy, in particular DM3.4 and 3.8 of Islington's Development Management Policies.

### **Neighbouring Amenity**

- 9.67 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. London Plan Policy 7.6 identifies that buildings should not cause unacceptable harm to the amenity of residential buildings in respect of matters including privacy and overshadowing. Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook.

#### Daylight/sunlight

- 9.68 In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) Guidelines are adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours. BRE Guidelines paragraph 1.1 states:

*"People expect good natural lighting in their homes and in a wide range of non-habitable buildings. Daylight makes an interior look more attractive and interesting as well as providing light to work or read by".*

- 9.69 Paragraph 1.6 states:

*"The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design...In special circumstances the developer or local planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings".*

- 9.70 Daylight: the BRE Guidelines stipulate that... "the diffuse daylighting of the existing building may be adversely affected if either:

- *the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value*
- *the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value.” (No Sky Line / Daylight Distribution).*

9.71 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value achievable is almost 40% for a completely unobstructed vertical wall. At paragraph 2.2.7 of the BRE Guidelines it states:

*“If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.”*

9.72 At paragraph 2.2.8 the BRE Guidelines state:

*“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside”.*

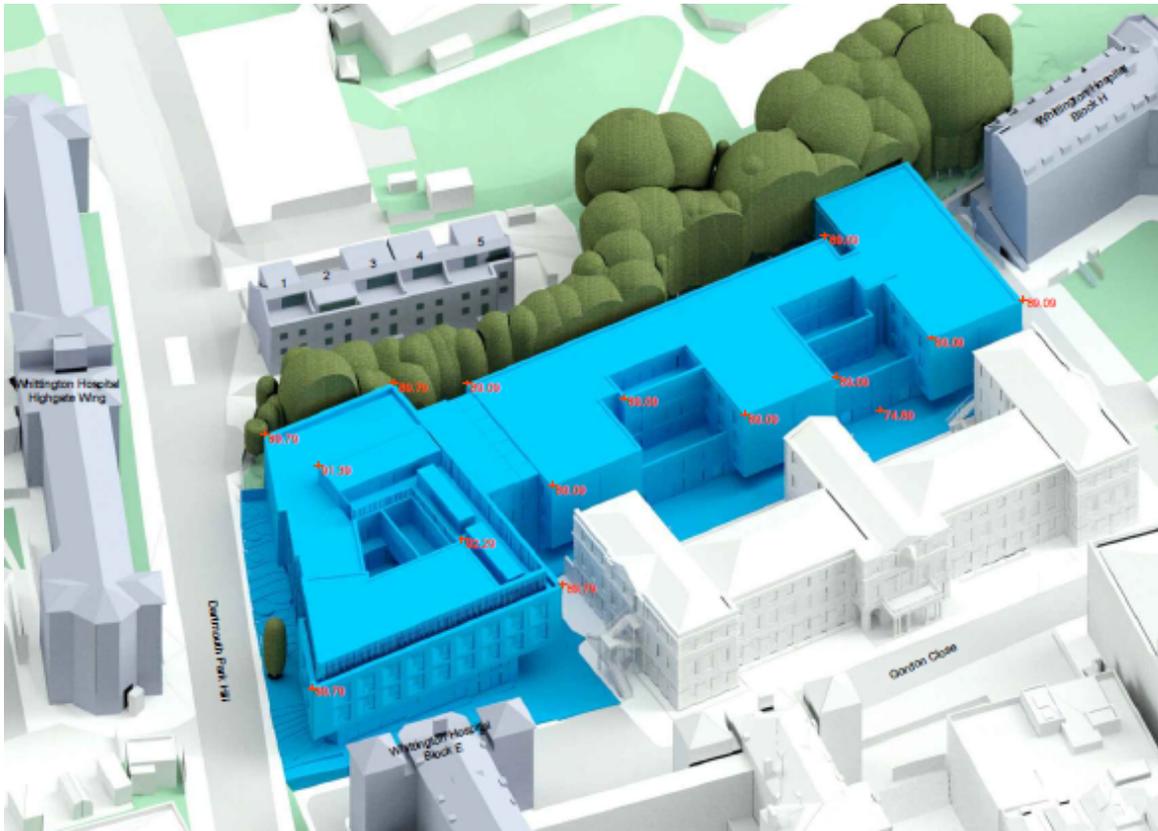
9.73 Sunlight: The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:

*“If a living room of an existing dwelling has a main window facing within 90° of due south, and any part of a new development subtends an angle of more than 25° to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected. This will be the case if the centre of the window:*

- *Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and*
- *Receives less than 0.8 times its former sunlight hours during either period and*
- *Has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.”*

Analysis of Daylight/Sunlight Impact on Affected Properties:

9.74 A Daylight & Sunlight Report has been submitted by Consil. The report considers the impact on the only directly adjoining residential buildings of 1-5 Holbrook Close to the immediate north of the site, as well as the nearby hospital buildings Block H, Block E and the Whittington Hospital Highgate Wing. The results of the assessment are considered below.



***Birdseye view of proposed development and surrounding properties***

1-5 Holbrook Close

9.75 Given the topography of the land, Nos 1-5 Holbrook Close are located in an elevated position in relation to the application site, and thus the impacts on these neighbouring properties in terms of loss of daylight and sunlight are relatively minor. As such, each of the five houses in this gated housing development have windows at first floor level, which would experience losses of between 11%-14% of VSC, with each still retaining 27% of their VSC. This is not considered to be a noticeable loss of daylight and would meet the criteria set by the BRE guidelines. The ground floor openings do not serve habitable accommodation and the impacts to the windows at 2<sup>nd</sup> and 3<sup>rd</sup> floor level are negligible / insignificant.

9.76 In terms of sunlight, the results have been assessed for impacts on 1-5 Holbrook Close and it can be confirmed that good levels of sunlight would be retained for these neighbouring residential properties following the proposed development. The losses of sunlight and retained sunlight levels would meet the criteria of the BRE guidelines as set out above.

Whittington Hospital – Block E

9.77 Block E of the Whittington Hospital is located to the south of the application site and has its northern façade facing a section of the proposed development. There is a bay window across three floors of this building with a number of separate window panes facing the proposed development. The rooms which these windows serve appear to be offices and consulting rooms, i.e. not in residential use. Nonetheless, it is considered pertinent to assess the impacts of this neighbouring building.

			Vertical Component		Sky	No Sky Line (Daylight Distribution)		
Whittington Hospital (Block E)	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Ground Floor	R1/W1	Office	5.78	3.99	<b>31%</b>	12.88	12.87	0
Ground Floor	R1/W2	Office	13.73	11.76	14%			
Ground Floor	R1/W3	Office	26.5	16.3	<b>39%</b>			
Ground Floor	R1/W4	Office	29.75	12.65	<b>57%</b>			
Ground Floor	R1/W5	Office	29.97	12.64	<b>58%</b>			
Ground Floor	R2/W6	Office	30.12	12.71	<b>58%</b>	12.77	12.03	6%
Ground Floor	R2/W7	Office	30.23	12.79	<b>58%</b>			
Ground Floor	R2/W8	Office	27.94	17.24	<b>38%</b>			
Ground Floor	R2/W9	Office	15.93	14.06	12%			
First Floor	R1/W1	Maternity Ward	7.28	5.2	<b>29%</b>	12.88	12.88	0
First Floor	R1/W2	Maternity Ward	16.36	13.96	15%			
First Floor	R1/W3	Maternity Ward	30.91	20.85	<b>33%</b>			
First Floor	R1/W4	Maternity Ward	33.30	17.7	<b>47%</b>			
First Floor	R1/W5	Maternity Ward	33.33	17.6	<b>47%</b>			
First Floor	R2/W6	Maternity Ward	33.32	17.57	<b>47%</b>	12.77	12.77	0
First Floor	R2/W7	Maternity Ward	33.29	17.55	<b>47%</b>			
First Floor	R2/W8	Maternity Ward	30.32	20.99	<b>31%</b>			
First Floor	R2/W9	Maternity Ward	17.16	15.59	9%			
Second Floor	R1/W1	Maternity Ward	9.23	7.81	15%	12.88	12.88	0

Second Floor	R1/W2	Maternity Ward	18.76	17.09	9%			
Second Floor	R1/W3	Maternity Ward	33.84	27.07	20%			
Second Floor	R1/W4	Maternity Ward	35.43	25.11	<b>29%</b>			
Second Floor	R1/W5	Maternity Ward	35.34	24.92	<b>30%</b>			
Second Floor	R2/W6	Maternity Ward	35.29	24.82	<b>30%</b>			
Second Floor	R2/W7	Maternity Ward	35.27	24.77	<b>30%</b>	12.77	12.77	0
Second Floor	R2/W8	Maternity Ward	32.78	26.79	18%			
Second Floor	R2/W9	Maternity Ward	18.58	17.69	5%			

9.78 As can be seen from the results within the table, there are some losses of daylight to windows within this building (as measured by VSC) that go beyond the BRE guidelines. However, in each case, multiple windows serve a single room so as a result no room would result in a noticeable loss of daylight as measured by daylight distribution across the room. To be more precise, out of all of the rooms facing the development site, one ground floor office would experience a 6% increase in the area of the room that would be darker or gloomier, with no impacts on the other rooms. Moreover, the rooms are not in residential use and it is considered that the losses of VSC can be accepted.



***Affected window at Block E, Whittington Hospital***

9.79 The windows are all predominantly north-facing and thus there would not be any losses of sunlight on them as a result of the development. As such, the daylight / sunlight impacts on surrounding properties are not considered material and are thus acceptable.

9.80 All other windows within surrounding properties have been tested, including the Highgate Wing of the hospital as well as Block H and it can be confirmed that none of these windows or rooms would



*the facade 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: 2014."*

- 9.84 The proposal includes a small loading bay for servicing and delivery at the eastern end of the building. The vehicular access to the rear of the site would be removed. It is not considered that the proposed arrangement would give rise to additional noise and disturbance, and would more likely reduce impacts on the closest residential neighbours on Holbrook Close.
- 9.85 The building features two small roof terraces at third floor level, which could have the potential for noise nuisance. However, these face away from nearby residential uses and would be entirely hidden from view from Holbrook Close. No roof terraces are proposed at roof level, though concern has been raised by neighbouring residential occupiers that the flat roof could potentially be used for amenity purposes. As such, a condition is recommended (13) to allow maintenance access only.

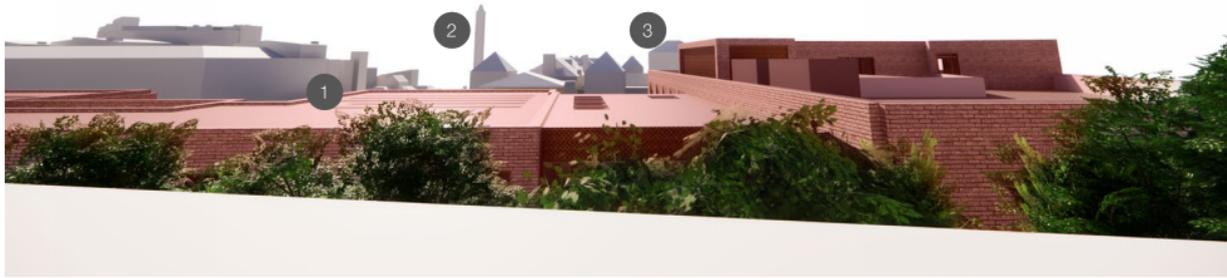
#### Other impacts

- 8.86 Objections from neighbouring residential occupiers also include reference to anti-social behaviour as well as noise and disturbance from the every-day operation of the proposed use. The Design out Crime Group from the Metropolitan Police have been extensively consulted on the application and they have been supportive of the principle of the proposal and the way the design has been developed. It is recommended that Secured by Design accreditation is sought and this would be secured through condition (32). An important role in maintaining safety and security would also be the management plan for the building and the spaces around it. As such, it is recommended to require details of the management of the mental health facility to be submitted and approved in writing to the Local Planning Authority by way of condition (14).
- 9.87 A number of objections have been received from residents of Holbrook Close about the loss of the view of the London skyline. The objections concern their private views from within their properties rather than any protected / strategic views or vistas of heritage assets or local landmarks. In general, loss of a view is not considered to be a material planning consideration and there is nothing within the adopted Development Plan that suggest giving the effect of the development on the private views of the London skyline from Holbrook Close any weight. Nonetheless, the applicants have considered the neighbours' objections and have revised the location and layout of the top floor, in particular the roof-plant in order to reduce impacts as shown in the modelled images below. The first image shows the original proposal with the second image showing the roofline following the amendments made.



Submitted View

***Originally proposed view***



### ***Proposal following amendments***

- 9.88 Outlook, sense of enclosure and over-dominance of buildings is often referred to and is in fact cited within Policy DM2.1 as a material consideration. However, given the topography of site and surroundings as well as heights involved, and in particular the fact that the proposed building does not extend beyond the height of properties on Holbrook Close and does not result in any noticeable losses of daylight or sunlight to these properties, it is not considered that there would be any unacceptable impacts on outlook or an increased sense of enclosure. As detailed above, the plant room at roof level as been revised during the lifetime of this planning application by repositioning it away from the northern boundary of the site, thereby further lessening the impacts on neighbouring residential occupiers.

### **Construction Impacts**

- 9.89 While construction impacts arising from a development are not on the whole a material planning consideration, a number of neighbouring residential occupiers residing in properties to the east of the application site have raised concerns about the impacts on their lives from the demolition and construction impacts. In particular, concern has been raised about further demolition and construction works during Covid-19 lockdown having only just experienced impacts from the demolition of the adjacent Waterlow building.
- 9.90 The applicants have submitted an outline Construction Logistics Plan, which shows construction vehicles entering and leaving the site from Dartmouth Park Hill and thereby significantly reducing the impacts on residential occupiers to the east of the site who have suffered the impacts from recent works to the Waterlow Building. Furthermore, a condition (5) is recommended in the event of planning permission being granted which would require details of the construction process and resulting impacts to be assessed and approved in writing by the Local Planning Authority prior to commencement of works on site. Finally, it should be noted that the demolition of Block S has already been agreed through the prior approval for demolition process (P2020/1104/PRA).

### **Conclusion**

- 9.91 In conclusion, the proposed development is not considered to result in unacceptable impacts on neighbouring residential amenity in terms of daylight, sunlight, overshadowing, outlook, privacy or noise and disturbance in accordance with relevant London Plan Policies and Islington Development Management Policy (2013) DM2.1 (Design).

### **Highways and Transportation**

- 9.92 The site has an excellent PTAL (Public Transport Accessibility Level) of 6a and is served by several bus routes within walking distance on Highgate Hill and Magdala Avenue. Several railway stations are also within walking distance: the closest London Underground station is Archway which is 400m

away, while Upper Holloway Overground station is approximately 800m to the south-east. Dartmouth Park Hill is a signposted north-south cycle route and there is a well-used pedestrian route through the hospital campus itself. The site is within the Whittington and Archway CPZ with restricted parking on weekdays and weekends.

- 9.93 Chapter 6 of the London Plan sets out transport policies and locally, Core Strategy policies CS10 and CS18 and chapter 8 of the Development Management Policies set out the Council's transport policies.
- 9.94 The applicants have submitted a Framework Travel Plan which suggests 22.1% of trips to the facility would be by car, with the plan aiming to reduce this by 5% to 17.1% within 5 years. Similarly, travel to by bike or on foot is target to increase from 15% to 20% within 5 years. The building will have its own Travel Plan Coordinator to promote walking, car-sharing and cycling to reduce car use. The Travel Plan would need to be monitored for a period of five years. If the application were acceptable, this would be secured as part of a section 106 agreement.
- 9.95 The proposal results in the loss of the existing car parking to the rear of Block G and the proposal would be car-free except for the on-street wheelchair accessible bays. While the majority of staff and visitors would access the site by public transport, bicycle or on foot there will be some that make the journey by car. It is considered that these could be accommodated within the Whittington Hospital campus or in surrounding streets.
- 9.96 Development Management Policy DM8.6 (Delivery and servicing for new developments), Part A states that for commercial developments over 200sqm, delivery/servicing vehicles should be accommodated on-site, with adequate space to enable vehicles to enter and exit the site in forward gear (demonstrated by a swept path analysis). While this is not a commercial development per se, the policy requirement can also be applied to other uses such as D1 uses with considerable servicing and delivery requirements.
- 9.97 The application is accompanied by a Transport Statement and Delivery & Servicing Plan which provides details of the proposed delivery and servicing arrangement. It is proposed that deliveries and servicing to the building will be undertaken by smaller vehicles no larger in size than a 4.6T Panel Van. A goods-in entrance is located at the eastern end of the building located at the ground floor. Vehicles will be able to access the eastern side of the building via the existing access road and use a demarcated vehicle turning area at its northern end adjacent to the goods entrance to be able to enter and leave in forward gear.
- 9.98 All other servicing activity and waste collection will occur in accordance with the current management arrangement for the wider Whittington Hospital, coordinated and managed by site staff from a central location. Activity will continue to occur within the Hospital site, with no requirement for any vehicles to undertake any deliveries from the public highway. All deliveries by larger vehicles will be handled at the Hospital's central Goods-In facility. Site management will deliver and receive goods to/from the proposed development, in accordance with the current management arrangements for the existing Whittington Hospital.
- 9.99 The proposed building would be car-free with no parking spaces provided on site, though contributions would be sought for the provision of two wheelchair accessible parking bays in the vicinity of the site (secured by section 106 in the event of permission being granted). The application includes the provision of 22 long-stay cycle parking spaces and 3 short-stay cycle parking spaces within a ground floor cycle store. The number of cycle parking spaces proposed complies with policy requirements and would be secured by condition in the event of permission being granted.
- 9.100 The proposal is considered to be acceptable in terms of highways impacts and sustainable transport options, subject to conditions (8) on cycle parking, servicing/delivery (17) and construction logistics/management (5). The application sets out adequate provision for servicing,

waste storage, accessibility, cycling, collections and deliveries, and includes a framework travel plan which sets out continued measures to promote sustainable modes of transport. The Council's Highways / Transport Officers have raised no objections to the proposal. The proposal would be acceptable in highways terms and would comply with Islington Core Strategy (2011) Policies CS11 and CS13; Islington Development Management Policies DM8.2, DM8.5 and 8.6. The proposal is therefore acceptable subject to conditions and S106 contributions.

### **Inclusive design**

- 9.101 London Plan policy 7.2 requires all new development to achieve the highest standards of accessible and inclusive design, and refers to the Mayor's Accessible London SPG. At the local level, Development Management Policy DM2.2 requires all developments to demonstrate that they i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone; and iv) bring together the design and management of a development from the outset and over its lifetime.
- 9.102 In terms of accessible transport, accessible parking bays must be provided for every 33 employees. The development would contribute towards the provision of five accessible parking bays. Though these cannot be provided within the application site itself, they would be secured through the section 106 agreement as detailed in Appendix 1 of this report. In terms of cycle parking, details of the storage layout and types of rack would be required by condition (20) in the event of planning permission being granted.
- 9.103 The internal spaces, including corridor and door widths as well as bedroom and bathroom dimensions have been designed with inclusivity in mind and would meet relevant standards. In terms of outdoor spaces, the seating areas should provide choice and comfort. The seating as originally proposed did not feature any arm rests or backrests. This has now been amended and now includes seating with back and armrests to complement the current benches, which have been integrated into the overall landscaping proposal. With regards to lighting in the landscape, glaring and deep pools of shadow must be avoided. This would be suitably conditioned and further details would be required (*condition 9*).
- 9.104 Further details of inclusive design measures would be required by condition, including details of cycle parking storage for non-standard bicycles, in the event of planning permission being granted. As such, if members considered that the application were acceptable, an inclusive design condition (20) should be attached to any permission requiring submission of details of inclusive design features, including fire-fighting lifts, refuges and all routes to these to be submitted in order to demonstrate compliance with the requirements of Policy DM2.2 and the inclusive design SPD.

### **Energy and Sustainability**

- 9.105 London Plan Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent (below 1990 levels) by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 9.106 Core Strategy Policy CS10 requires it to be demonstrated that new development has been designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO<sub>2</sub> emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO<sub>2</sub> emissions should be

offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock.

#### BE LEAN (Energy efficiency standards)

- 9.107 The Council's Environmental Design SPD states 'The highest possible standards of thermal insulation and air tightness and energy efficient lighting should be specified'. 'U values' are a measure of heat loss from a building and a low value indicates good insulation.
- 9.108 The proposed U-values for the development are: external walls =  $0.15\text{w/m}^2\text{k}$ , roof =  $0.13\text{w/m}^2\text{k}$ , floors =  $0.15\text{ w/m}^2\text{k}$  and glazing =  $1.4\text{w/m}^2\text{k}$ . These U-values are consistent with (and improvements on) the values suggested in the Council's SPD. The air tightness would be  $3.0^3/\text{m}^2/\text{hr}$ .
- 9.109 The Energy & Sustainability Statement specifies LED for all internal lighting with appropriate occupancy sensors. External lighting will be low energy and controlled by timers or daylight sensors. The Council's Energy Team have confirmed the energy efficiency measures to be acceptable.

#### BE CLEAN (Low-carbon Energy Supply)

- 9.110 Policy DM7.3(B) requires that proposals for major developments within 500m of an existing or planned District Energy Network (DEN) should be accompanied by a feasibility assessment of connection to that network, to determine whether connection is reasonably possible.
- 9.111 The Energy Statement Memo confirms that the proposed development is not within 500m of a DEN, which removes the requirement for connection. However, it has been confirmed by the application that the scheme is being designed with flow and return pipes to the Whittington site wide District Heating Network and with sufficient plant room space for future connection. Moreover, heating and cooling will be provided by air source heat pumps, which is considered acceptable by the Council's Energy Team.

#### BE GREEN (Renewable Energy Supply)

- 9.112 The Energy Statement includes a review of biomass, solar thermal, ground source heat pumps and wind turbines which have been discounted for valid reasons. Biomass heating has been discounted due to the biomass/biofuel transportation impact. Adjacency to residential/commercial developments with consequent flue implications also represents a potential constraint. Ground source heat pumps (GSHPs) are not considered appropriate for this scheme and stand-alone wind turbines and roof-mounted wind turbines have been discounted for valid reasons. A solar 48kWp PV array has been proposed in the Energy Statement. The proposed solar PVs cover a large proportion of the roof and the Council's energy team have confirmed they are satisfied that renewable energy measures have been sufficiently maximised and optimised.
- 9.113 Green Performance Plan: Islington Development Management Policy DM7.1 (Sustainable design and construction) part E requires provision of a Green Performance Plan (GPP) detailing measurable outputs for the occupied development, with respect to energy consumption, CO2 emissions and water use, and setting out arrangements for monitoring the plan over the first years of occupation.
- 9.114 A draft Green Performance Plan has been submitted (as an Appendix to the Sustainable Design & Construction Statement), which includes measurable targets for water, CO2 and energy consumption. This also includes detail of how the data will be collected, responsibility for managing the GPP and arrangements for addressing poor performance in line with the requirements in Islington's Environmental Design SPD.

- 9.115 It is recommended that the s106 legal agreement includes the requirement for a final post occupation Green Performance Plan to be submitted the Local Planning Authority following an agreed monitoring period.
- 9.116 Carbon Emissions: Policy CS10A promotes zero carbon development by minimising on-site carbon dioxide emissions, promoting decentralised energy networks and by requiring development to offset all remaining CO2 emissions associated with the building through a financial contribution towards measures which reduce CO2 emissions from the existing building stock.
- 9.117 Paragraphs 2.0.8 – 2.0.10 detail the Council's energy hierarchy which should be followed in meeting the Council's CO2 emissions reduction target. The final stage of the hierarchy requires developers to:
- '...offset all remaining CO2 emissions (Policy CS10) through a financial contribution, secured via a Section 106 agreement, towards measures which reduce CO2 emissions from the existing building stock (e.g. through solid wall insulation of social housing). For all major developments the financial contribution shall be calculated based on an established price per tonne of CO2 for Islington. The price per annual tonne of carbon is currently set at £920, based on analysis of the costs and carbon savings of retrofit measures suitable for properties in Islington.'*
- 9.118 The London Plan sets out a CO2 reduction target, for regulated emissions only, of 40% against Building Regulations 2010 and 35% against Building Regulations 2013. The revised Energy Statement confirms a reduction of 61.53% in CO2 emissions from a 2013 baseline. This achieves the London Plan target. The application also results in a 42.29% reduction in total (regulated and unregulated) carbon emissions from a 2013 baseline, which achieves the policy target of 27%.
- 9.119 The sum of regulated emissions (after Be Lean, Be Clean & Be Green) and the un-regulated emissions are 277.03 tonnes CO2 per year. Based on the Council's carbon offset figure (£920/tonne). The scheme therefore gives rise to a requirement for a carbon offset contribution of £254,866.
- 9.120 Overheating and Cooling: Policy DM7.5A requires developments to demonstrate that the proposed design has maximised passive design measures to control heat gain and deliver passive cooling, in order to avoid increased vulnerability against rising temperatures whilst minimising energy intensive cooling. Part B of the policy supports this approach, stating that the use of mechanical cooling shall not be supported unless evidence is provided to demonstrate that passive design measures cannot deliver sufficient heat control. Part C of the policy requires applicants to demonstrate that overheating has been effectively addressed by meeting standards in the latest CIBSE (Chartered Institute of Building Service Engineers) guidance.
- 9.121 Passive cooling has been specified and some active cooling may be required to prevent overheating in the future. A pre-commencement condition (31) would be attached to any Planning Approval requiring the applicant to provide a detailed design report showing whether active cooling has been specified for the 4th floor offices and meeting rooms and justifying this decision against the criteria of CIBSE TM52 as required in DM7.5. This report should detail how the cooling hierarchy has been addressed in the design with specific reference to shading.
- 9.122 Sustainable Urban Drainage System (SUDS): Policy DM6.6 is concerned with flood prevention and requires that schemes must be designed to reduce surface water run-off to a 'greenfield rate' (8 litre/sec/ha), where feasible. The London Plan requires that drainage run offs in new developments be reduced by 50% including an allowance for climate change.
- 9.123 The proposed development will reduce the drainage run-off by use of a below-ground attenuation tank. The greenfield run-off rate for the site would equate 3.85l/s, which is considered quite challenging given the absence of land on site to accommodate more ambitious SUDS features. However, the application proposes to achieve this through the provision of two underground

attenuation tanks of 205m<sup>3</sup> and 46m<sup>3</sup> and a condition is proposed (7) in the event of permission being granted to secure the strategy accordingly.

- 9.124 Finally, there is considerable amount of roof-space for the provision of green roofs and further details would be required by condition in order to ensure that areas of green roof and potential water attenuation has been maximised. This would be suitably conditioned (16) in the event that planning permission is granted.

### Conclusion

- 9.125 The planning application includes a number of energy efficiency, renewable and green energy and sustainability measures that would deliver a sustainable for of development subject to planning condition and appropriate planning obligations in accordance with London Plan Policies 5.2, 5.3 and 5.6 as well as Islington Core Strategy Policy CS10.

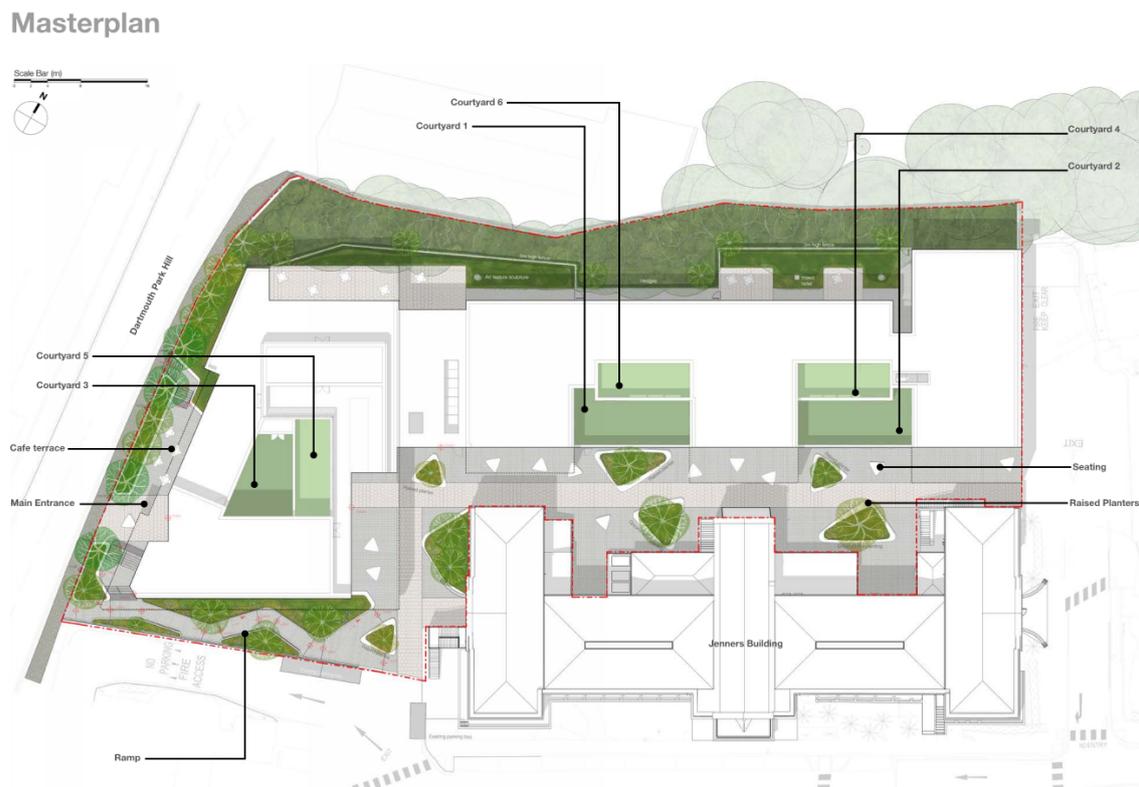
### **Basement and SUDS**

- 9.126 The existing buildings both incorporate basements and as a result the overall excavation required to accommodate the development is limited. The only area where additional excavation significantly below the existing level is required is for gymnasium where new floor level will be approximately 2.0m below existing. Further excavation would also be required because of site level changes. Any proposal involving basements would be considered against the Council's Basement SPD, which requires the submission of a Structural Method Statement, which is signed and endorsed by a Chartered Civil Engineer.
- 9.127 A Structural Method Statement (SMS) by (Structural and Civil Engineers) Curtins has been submitted in support of the application. The Statement provides details on ground conditions, groundwater level, underground infrastructure, details of the proposed sub- and superstructures as well as an outline Construction Method Statement. The submission also includes a Structural Monitoring Proposal, which provides details of monitoring of the ground conditions and the building's structure during the construction phase.

### **Trees and landscaping**

- 9.128 There is a considerable amount of vegetation within and around the site. A tree survey has been provided, which provides information on which trees will be removed, which retained and protected and how the lost canopy cover would be replaced. A detailed landscape strategy has also been submitted.
- 9.129 Trees, shrubs and vegetation are protected by policy, specifically Policy DM6.5 which states that any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits, must be agreed with the council and suitably reprovided. Moreover, that The council will refuse permission or consent for the removal of protected trees (TPO trees, and trees within a conservation area) and for proposals that would have a detrimental impact on the health of protected trees.
- 9.130 The application includes the removal of several trees and groups of trees on the site's western boundary in order to facilitate the development. In total, the proposal includes the removal of two small groups of trees on the site's south-western boundary, an Ash tree on the site's western boundary which is in 'urgent' need of removal, two mature purple Beech trees, two Birch trees, an Apple tree and a group of shrubs and holly on the site's northern boundary. All of the trees or groups to be removed have been classified as either Category C or U trees apart from the two Beech trees which have been grouped together as a Category A tree. None of the trees to be removed are protected by TPO, nor are they in a Conservation Area.

- 9.131 While several existing trees would be retained in order to maintain the green boundary to the north, it is of critical importance to replace the canopy cover lost and to deliver a successful landscape proposal in order to maximise biodiversity, climate adaptation and amenity value. The submission includes details of canopy cover lost and gained and confirms that the canopy cover of trees on site would be increased by 550sqm (25%) after 20 years' growth. To achieve this, the proposal includes the planting of 29 new trees across the site, including Acers, Liquidambers and Pine trees. The trees would be semi-mature trees and significant in size and girth at the time of planting.
- 9.132 The landscape masterplan separates the landscaping into five character areas: the Dartmouth Park Hill frontage and entrance, the 'green ramped walkway' into the site, the 'arrival' plaza, the 'urban pedestrian boulevard' alongside the Jenner Building, and the 'natural native woodland' along the northern boundary. Each area has its own planting strategy as well as its own distinctive approach to hard and soft landscaping and there is also an overall strategy to hard and soft landscaping which unifies the whole.



### ***Landscape Masterplan***

- 9.133 The application not only includes a landscape masterplan but also a significant amount of landscape detail including sections with tree pit details, which provide comfort about the new trees' growth to maturity. In normal circumstances one would expect the details of landscaping to be provided at a later date through a condition, but in this case in order to ensure that the landscaping is of the highest quality, all details have been requested upfront. The applicants have provided all the requested details including those of the various courtyard spaces within the proposal. These include the paving details, the planting schedule, plans, sections and visuals, boundary treatment as well as ward and staff garden details.
- 9.134 The tree/landscape officer has been consulted on the proposal, offering support for the landscaping proposal in response. It can be confirmed that the proposal is of the highest quality, providing a well-considered and contextual landscape strategy with sufficient tree planting and well-designed private and public garden spaces, routes through the site and high quality courtyards for staff, visitors and residents. Given the amount of detail provided, the landscape condition (24) would

require compliance rather than further details to be provided. Standard tree protection condition (29) is recommended in the event of planning permission being granted.

### **Planning Obligations, Community Infrastructure Levy and local finance considerations**

- 9.135 If the application is approved and the development is implemented, a liability to pay the Islington Community Infrastructure Levy (CIL) and Mayor of London CIL will arise unless an exemption applies. CIL is intended to consolidate financial contributions towards the development's local infrastructure impacts, and additional separate contributions should not be sought towards the same infrastructure unless there is an exceptional and demonstrable need as a direct result of the proposed development. Any further planning obligations which are not covered by the CIL payment should be sought through a legal agreement under s.106 of the Town and Country Planning Act, (1990, amended) and need to comply with the statutory tests set out in the NPPF and CIL Regulations 2010 (amended) to avoid unjustified double counting.
- 9.136 Islington's CIL Regulation 123 infrastructure list (no longer in place, following recent legislative changes) specifically excluded measures that are required in order to mitigate the direct impacts of a particular development and if specific off-site measures are required to make the development acceptable these should be secured through a s.106 agreement.
- 9.137 In order for the development to mitigate its own direct impacts, and to be acceptable in planning terms the following heads of terms are recommended, secured by a s.106 agreement.
- A bond/deposit of £20,405.88 to cover costs of repairs to the footway and £44,883.89 for repairs to the highway (total £65,289.77). This ensures funds are available for the repair and re-instatement of the footways and highways adjoining the development (paid for by the developer). The bond must be paid before commencement of works. Any reinstatement works will be carried out by LBI Highways (and the cost met by the developer or from the bond). Conditions surveys may be required. If this bond/ deposit exceeds the cost of the works as finally determined, the balance will be refunded to the developer. Conversely, where the deposit is insufficient to meet costs then the developer will be required to pay the amount of the shortfall to the Council.
  - Compliance with the Code of Employment and Training.
  - Facilitation, during the construction phase of the development, of the following number of work placements: 6. Each placement must last a minimum of 26 weeks. The London Borough of Islington's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. Within the construction sector there is excellent best practice of providing an incremental wage increase as the operative gains experience and improves productivity. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage (£10.55 as at 15/04/19). If these placements are not provided, LBI will request a fee of: £30,000
  - Compliance with the Code of Local Procurement.
  - Compliance with the Code of Construction Practice, including a monitoring fee of: £6,000 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
  - A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). Total amount is £254,866.
  - Submission of a draft framework Travel Plan (for each building) with the planning application, of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).

- The submission of a Green Performance Plan.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future-proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- The provision of 5 accessible parking bays or a contribution of £10,000 towards accessible transport measures.
- 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.

9.138 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 (unless there is a recognised exemption). 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.

## **10.0 SUMMARY AND CONCLUSION**

### **Summary**

- 10.1 The application site is located within the existing Whittington Hospital campus at Magdala Avenue, Archway, within Junction Ward. Specifically, the site is located in the north-west corner of the existing Whittington Hospital site and is bound by Dartmouth Park Hill to the west, Holbrook Close to the north and the wider Whittington Hospital campus to the south and east.
- 10.2 The development proposals include the demolition of the existing Blocks G and S currently in use as the Whittington Education Centre and doctor's accommodation respectively, and the construction of a new Inpatient Mental Health Facility. The proposal is considered to accord with adopted and emerging planning policy by replacing a social infrastructure use with another appropriate and necessary social infrastructure use. As such, the planning application is considered to be acceptable and in accordance with Islington's Policy DM4.12 and DM6.1, as well as policy SC1 and SP7 of the emerging Local Plan.
- 10.3 The proposed development, is considered to contribute positively to the surrounding public realm, streetscape and wider context in accordance with the National Planning Policy Framework Chapter 12 (Achieving well-designed places), London Plan 2016 policies 7.4 (Local character) and 7.6 (Architecture), Islington Core Strategy 2011 policy CS8 (Enhancing Islington's character) and policy CS9 (Protecting and enhancing Islington's built and historic environment) and Islington Development Management Policies 2013 DM2.1 (Design). The design is conscious and respectful of its sensitive heritage setting which has been ably addressed in the height and massing arrangement on the site. The building is considered to provide a fine new facility for the NHS and for the future patients and staff who will work and reside within it. Some harm would be caused to the heritage asset (less than substantial) and as such considerable weight and importance has been given to this in the planning balance. Officer's have been mindful of this in weighing the balance of planning considerations relevant to this case, and are of the view that the benefits of the scheme far outweigh that harm.
- 10.4 The proposed development is not considered to result in undue impacts on neighbouring residential amenity in terms of loss of daylight/sunlight, privacy, or an increased sense of enclosure, overlooking, noise or disturbance subject to appropriate conditions as detailed above and within Appendix 1 of this report. The application is not considered to give rise to any undue impacts on highways or the surrounding transport network. As such, the application is considered to be

acceptable and in accordance with London Plan 2016 policies, Islington Development Management Policies DM2.1 (Design) and SM8.2 (Highways Impacts).

- 10.5 The proposal is considered to be a sustainable form of development on brownfield land in a sustainable location. The application proposes a number of energy efficiency measures, a reduction in carbon emissions and on-site renewable energy in accordance with adopted policy. Moreover, inclusive design measures have been incorporated into the scheme as well as landscape features and biodiversity measures, in accordance with planning policy.
- 10.6 Finally, the application includes a section 106 agreement with suitable planning obligations and financial contributions in order to mitigate the impacts of the development; thus, the planning application is considered to be acceptable and in accordance with adopted planning policy, subject to the planning conditions and planning obligations listed in Appendix 1.

**Conclusion**

- 10.7 The proposal is considered to comply with local, regional and national planning policy and guidance.
- 10.8 It is also recommended that listed building consent be granted subject to conditions as set out in Appendix 2– RECOMMENDATIONS.

**APPENDIX 2: RECOMMENDATION (P2020/0761/LBC)**

That the grant of listed building consent be subject to **conditions** to secure the following:

**List of Conditions:**

<b>1</b>	<b>Commencement (compliance)</b> CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.  REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).
<b>2</b>	<b>Approved plans list (compliance)</b> CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:  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.
<b>3</b>	<b>Construction Management (details and compliance)</b> CONDITION: No demolition works shall take place unless and until a Construction Management Plan (CMP) and a Construction Logistics Plan (CLP) have been submitted to and approved in writing by the Local Planning Authority.  The reports shall assess the impacts during the construction and demolition phase of the development on surrounding streets, along with nearby residential amenity and other occupiers together with means of mitigating any identified impacts. The CMP must refer to the new LBI Code of Practice for Construction Sites.

	<p>The development shall be carried out strictly in accordance with the approved CMP and CLP throughout the construction period.</p> <p>REASON: In the interests of residential amenity, highway safety, and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
<b>4</b>	<b>Tree Protection (compliance and details)</b>
	<p>CONDITION: Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with Policy DM 6.5, policies 7.19 and 7.21 of the London Plan and pursuant to section 197 of the Town and Country Planning Act 1990.</p>
<b>5</b>	<b>Contract for Construction (Compliance)</b>
	<p>CONDITION: Notwithstanding the plans hereby approved, the applicant shall have a contract for construction of planning application P2020/0687/FUL signed and agreed prior to the demolition of the curtilage listed WEC building.</p> <p>REASON: Required prior to demolition to ensure that the demolition is followed by the construction of the mental health facility.</p>

### **APPENDIX 3: 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, The following policies of the Development Plan are considered relevant to this application:

#### **The London Plan 2016 - Spatial Development Strategy for Greater London**

## **1 Context and strategy**

Policy 1.1 Delivering the strategic vision and objectives for London

## **2 London's places**

Policy 2.9 Inner London

## **4 London's economy**

Policy 4.1 Developing London's economy

Policy 4.3 Mixed use development and offices

Policy 4.12 Improving opportunities for all

## **5 London's response to climate change**

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.18 Construction, excavation and demolition waste

## **Islington Core Strategy 2011**

### **Spatial Strategy**

**Policy CS1** (Archway)

**Policy CS8** (Enhancing Islington's Character)

### **Strategic Policies**

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

**Policy CS10** (Sustainable Design)

**Policy CS11** (Waste)

## **Development Management Policies 2013:**

Policy DM2.1 (Design)

Policy DM2.2 (Inclusive design)

Policy DM2.3 (Heritage)

Policy DM2.5 (Landmarks)

Policy DM3.4 (Housing standards)

Policy DM3.7 (Noise and vibration)

Policy DM3.8 (Sheltered housing and care homes)

Policy DM4.12 (Social and strategic infrastructure and cultural facilities)

Policy DM6.5 (Landscaping, trees and biodiversity)

## **6 London's transport**

Policy 6.1 Strategic approach

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

## **7 London's living places and spaces**

Policy 7.1 Lifetime neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

## **8 Implementation, monitoring and review**

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

## **Policy CS12 (Housing)**

### **Infrastructure and Implementation**

**Policy CS18** (Delivery and Infrastructure)

**Policy CS19** (Health Impact Assessments)

**Policy CS20** (Partnership Working)

Policy DM6.6 (Flood prevention)

Policy DM7.1 (Sustainable design and construction)

Policy DM7.3 (Decentralised Energy Networks)

Policy DM7.4 (Sustainable design standards)

Policy DM7.5 (Heating and cooling)

Policy DM8.2 (Managing transport impacts)

Policy DM8.4 (Walking and cycling)

Policy DM8.5 (Vehicle parking)

Policy DM8.6 (Delivery and servicing for new developments)

Policy DM9.1 (Infrastructure)  
Policy DM9.2 (Planning obligations)

### **Site Allocations (2013):**

ARCH2 – Whittington Hospital Ancillary Buildings

### **Supplementary Planning Guidance (SPG) / Document (SPD)**

#### **Islington SPD**

Environmental Design (Oct 2012)  
Inclusive Design (Feb 2014)  
Inclusive Landscape Design (Jan 2010)  
Planning Obligations (S106) (Dec 2016)  
Urban Design Guide (Jan 2015)  
Development Viability (Jan 2016)  
Basement Development (Jan 2016)

#### **London Plan**

Accessible London: Achieving an Inclusive Environment SPG (adopted October 2014)  
The Control of Dust and Emissions During Construction and Demolition SPG (adopted July 2014)  
Social Infrastructure SPG (May 2015)  
Character and Context SPG (adopted June 2014)  
Sustainable Design and Construction SPG (adopted April 2014)

### **Emerging Policies**

Draft London Plan (Intend to Publish Version), December 2019

The draft new London Plan was published for consultation in December 2017. The consultation period ended on Friday 2 March 2018. In accordance with section 338(3) of the GLA Act, the Secretary of State has appointed a Panel to conduct an examination in public (“EIP”) this opened on 15 January 2019 and continued until May 2019. The Planning Inspector made several recommendations to the Mayor on the 8th October 2019 and the Mayor responded on the 9th December 2019 with a version which is intended to be published by March 2020. The Secretary of State has now considered the ‘Intend to Publish’ version and the proposed changes and has made several recommendations, which are referenced in the main body of the report. Whilst the draft London Plan does not have the full weight of a statutory development plan at this stage, it is capable of being considered a material consideration.

Policy GG2 Making the best use of land  
Policy D1 London’s form, character and capacity for growth  
Policy D4 Delivering good design  
Policy D5 Inclusive design  
Policy D7 Public Realm  
Policy D9 Basement development  
Policy D11 Fire safety  
Policy D13 Noise  
Policy S1 Delivery London’s social infrastructure  
Policy S2 Health and social care facilities  
Policy HC1 Heritage and Growth  
Policy G5 Urban Greening  
Policy G7 Trees and Woodlands

Policy SI2 Minimising greenhouse gas emissions  
Policy SI4 Managing heat risk  
Policy SI5 Water infrastructure  
Policy SI7 Reducing waste and supporting the circular economy  
Policy SI12 Flood risk management  
Policy SI13 Sustainable drainage  
Policy T2 Healthy Streets  
Policy T3 Transport capacity, connectivity and safeguarding  
Policy T4 Assessing and mitigating transport impacts  
Policy T5 Cycling  
Policy T6 Car parking

It is worth noting at this point that the Secretary of State has written to the Mayor of London setting our various directions to alter aspects of the emerging London Plan. It is not known at this stage what response the Mayor will make to the directions. In any event, given what is proposed by the applicant the direction does not alter the assessment in this case.

### Draft Islington Local Plan 2019

The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation and subsequent submission to the Secretary of State for Independent Examination. From 5 September 2019 to 18 October 2019, the Council consulted on the Regulation 19 draft of the new Local Plan. Submission took place on 12 February 2020 and examination is expected to take place in Summer 2020. As such, the draft Local Plan and policies with objections are considered to have limited weight.

Policy SP7 Archway

Policy H1 Thriving Communities

Policy H7 Meeting the Needs of Vulnerable Older People

Policy H9 Supported Housing

Policy SC1 Social and Community Infrastructure

Policy B5 Jobs and Training Opportunities

G2 Protecting Open Space

G4 Biodiversity, Landscaping and Trees

Policy S1 Delivering sustainable design

Policy S2 Sustainable design and construction

Policy S3 Sustainable design standards

Policy S4 Minimising greenhouse gases

Policy S6 Managing Heat Risk

Policy S8 Flood risk management

Policy S9 Integrated water management and sustainable design

Policy T1 Enhancing the public realm and sustainable transport

Policy T2 Sustainable transport choices

Policy T3 Car-free development

Policy T5 Delivery, servicing and construction

Policy DH1 Fostering innovation while protecting heritage

Policy DH2 Heritage Assets

Policy DH4 Basement development

### Islington's Draft Local Plan (2019) Site Allocations Schedule:

ARCH 4: It is anticipated that St. Pancras Mental Health Hospital (which is currently located in King's Cross) will be moving to part of the site. This will be a significant social infrastructure use for the borough. Redevelopment of any buildings is subject to ensuring future health care needs are met.

## **APPENDIX 4: DRP REPORT RESPONSE**

## **ISLINGTON DESIGN REVIEW PANEL**

**RE: Site to the rear of the Whittington Hospital, north western corner, including frontage to Dartmouth Park Hill (pre-application ref. Q2018/2530/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 18/02/20 for a third review of the above scheme. The proposed scheme under consideration is for the redevelopment of Blocks G and S at the Whittington Hospital, London N19 5NF, comprising the demolition of Blocks G and S and the subsequent erection of a part four, part five storey mental health inpatient facility (officer's description).

### **Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Stuart Piercy, Lotta Nyman, Dorian Crone and Tim Attwood on 18/02/20. It included a presentation by the development team followed by a question and answer session and a discussion of the proposals. There was no site visit as this was a third review. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

### **Panel's Observations**

The Panel welcomed the opportunity to comment on the scheme for a third time and thanked the design team for such a clear and concise presentation. The Panel unanimously agreed that the design had substantially progressed since the last review in a highly positive manner and that it had now had a successful journey through the DRP process.

The Panel was both complimentary and supportive of the current scheme, and were of the view that the proposal now reads as a balanced, literate, and elegant building.

The Panel did however stress the need to now concentrate on the detailing and how this will need to be secured through the planning process right up to and including throughout the construction phase.

The Panel considered that the Heritage issues had been fully addressed and the landscaping approach and plans were similarly thoughtful and well conceived.



### Masterplan and the wider site

The Panel congratulated the development team in their response to the broader Whittington Hospital site, acknowledging that the scheme was being brought forward without the benefit of a wider masterplan. The Panel stated that the scheme now responds and reinforces the movement hierarchy both within the hospital grounds and into the broader public realm, and that the key desire lines have been strongly addressed and reinforced.

A better understanding of the spaces between buildings, including what would be public or private space, had been requested at the previous DRP. This was also considered to have been suitably addressed with a clear and logical outcome.

The Panel considers that the scheme could now likely set an acceptably high architectural benchmark that will help to constructively inform future changes on the broader hospital site and commended the team accordingly.

### Layout/massing

The building is considered to sit comfortably on its site, and within its context. The plan was noted to be working 'incredibly well'. The scheme has achieved the required positioning and detailing of the primary entrance to Dartmouth Park Hill and the Panel particularly liked the framing of the view through – from the entrance lobby out through to the boulevard that runs between the new build and the Jenner beyond.

The retention of the northern retaining wall was welcomed from an engineering and efficiencies stand point as was the associated benefit of enabling the retention of the entire northern tree belt.

The positioning of the building to the eastern edge was acknowledged as being close to the Jenner building. However, the Panel did not object to this and did not consider the design, as presented, threatened the setting or the primacy of the Jenner.

In terms of massing, the Panel considered that this element had been appropriately addressed including an acceptance of the long 4 storey element to the rear of the Jenner, and the 5 storey element to the south western edge. This latter element was considered to actually add character to the elevation, making the building more interesting and announcing the route through the site to Highgate Hill.

The applicant was advised to reconsider the need for the additional stair over-run to the eastern part of the complex which provides for a further means of escape from the roof. It was felt that there were more appropriate alternatives that should be explored. The removal of the overrun would then ensure a fully unified element to the rear of the Jenner which, although not necessarily visible from the public realm, would nevertheless be visible from within the Jenner.

The engineering challenges associated with the cantilevers, particularly those to the eastern return of the frontage building element, were queried as were those potential challenges associated with the span of the sports hall. These elements were confirmed as being addressed by the project engineers and would be made explicit in the planning application submission.

The repositioning of the sports hall from the top floor in the previous iteration to the ground floor location as now proposed was considered a highly successful move that really benefits the layout and functioning of the overall scheme as well as creating a more accessible location for potential public and community use.

The likelihood of the courtyards, terraces, and 'boulevard' to receive sufficient sunshine was queried. The applicant confirmed their acceptability in this respect and stated that this will be demonstrated within the Sunlight, Daylight and Overshadowing report that will accompany the detailed planning application.

The Panel particularly welcomed the reorganisation of the bedroom positions, all now beneficially located within the upper floors, and with only 2/79 north facing.



## Design

The Panel unanimously agreed that the scheme design had significantly and beneficially progressed and was supportive of the changes as presented. The design was commended for being simpler and stronger in both plan and massing.

The elevation to Dartmouth Park Hill was commended including in particular the revised positioning and detailing of the main entrance. The Panel suggested some further demarcation to the entrance could be considered such as bringing a brick element down to ground floor to frame/reinforce the entrance. Comment was made with regard to the northernmost fenestration panel, to the central element to this western façade, whereby the design could benefit from a 3 pane module rather than 2 as proposed.

The brickwork including the patterning around the fenestration was supported. The critical importance of a high quality of detailing of this relatively intricate feature was stressed, which then needs to be maintained, and protected through to the finished scheme. The merits of the use of brick panels in regard to these fenestration elements was acknowledged.

The Panel queried the expanse of south facing glazing, particularly to the fifth floor element, and requested further consideration be given to this, demonstrating how solar impact would be managed without detriment to the design. The avoidance of blue or green glass was considered essential and therefore perhaps the use of glazing setback or some form of screening technique, including possible use of decorative, perforate, cast iron vertical elements, should be explored in order to appropriately address this constraint.

The Panel queried whether the top floor architectural treatment to the eastern facade was strong enough. The use of the proposed decorative metal screening, including the reference to the Jenner's metal detailing, was supported and its use to screen the vehicular service area was also supported. Again the detailing, and its execution on site, was considered key to making this element as successful as envisaged.

The Panel sought information with regard to energy and sustainability including how this may impact on roof forms and requirements. The applicant responded stating these will be addressed primarily through the use of photovoltaics and air source heat pumps with minimal impact to the roof form as currently proposed. The Panel would like to see sustainability expressed in other means as well including the use of grey water to help maintain the proposed green walls and other planting on the site.

The green walled option within the terraces to the southern elevation, facing the rear of the Jenner, was preferred as giving a more sensitive, softer and better sense of well-being for the patients over the more architectural screen wall with window openings option.

In considering the options with regard to the retention of the two Grade A trees to Dartmouth Park Hill, which was considered to diminish the 'usability' of the public realm in relation to the entrance and café, versus their removal and replacement with new trees that would enable a more spacious public realm, the Panel were, on balance, in favour of the latter.

## **Summary**

The landscaping scheme was considered both appropriate and positive that would likely work well on the site, in relation to the larger hospital site, and with the wider context.

The Panel would be supportive of achieving a better public interface to Dartmouth Park Hill frontage in relation to the entrance and café area and therefore would be supportive of a suitable replacement of the two Grade A trees in order to make this area more 'sociable' and welcoming.

The Panel concluded that this was now a well-crafted design which will sit comfortably in its context. But it needs to be detailed and executed with care and precision in order to see through the calibre of design throughout the construction process to completion.



A high level of detailing should be included within the planning application with typical details at 1:20 and 1:5 of key elements of the building/landscape and include a detailed materials palette. These should then be supported and reinforced by the use of planning conditions in order to ensure that the quality is not diminished and the required detailing and finishes can be maintained to a really high standard.

The Panel congratulated the applicant team for their clear presentation and for the significant and beneficial changes that have been undertaken to the design of the scheme overall.

### **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.