



ISLINGTON

Development Management Service
 Planning and Development Division
 Environment and Regeneration
 Department
 Town Hall
 LONDON N1 2DU

COMMITTEE REPORT

PLANNING COMMITTEE		AGENDA ITEM NO: B1
Date:	18 th March 2021	

Application number	P2020/2910/FUL
Application type	Full Planning Application
Site Address	1 Lowther Road London N7 8US
Proposal	Demolition of the existing community mental health centre and the subsequent erection of a part 2, part 3, part 4 storey building for mental health outpatient facilities with associated cafe and office space, landscaping and public realm works.
Ward	Holloway Ward
Listed building	Opposite (within 50m of) St Mary's House (Grade II Listed)
Conservation area	Within setting of St Mary Magdalene Conservation Area
Development Plan Context	Mayor's Protected Vista Local Cycle Route Within 100m of TLRN
Licensing Implications	None

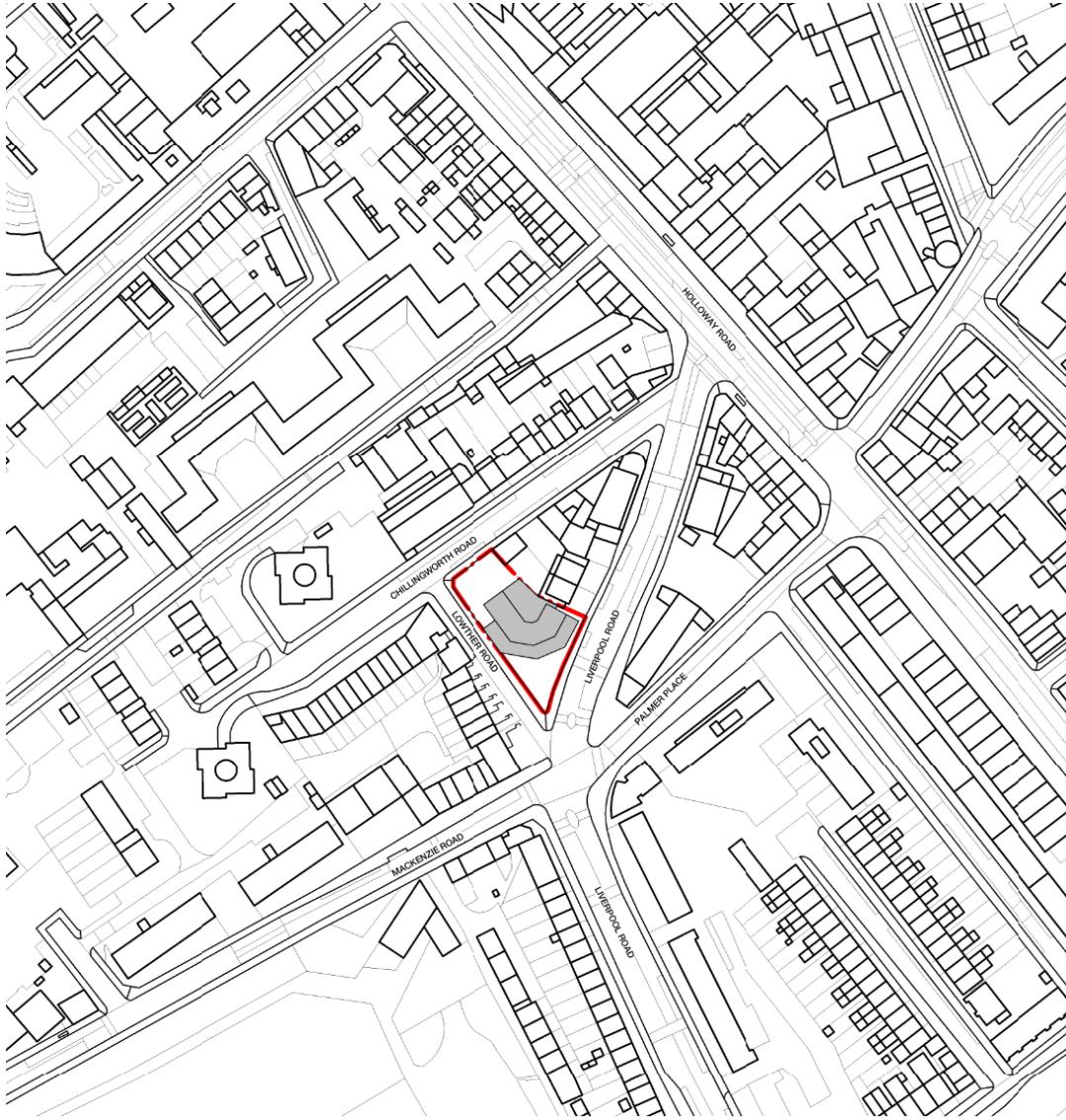
Case Officer	Stefan Sanctuary
Applicant	Camden & Islington NHS Foundation Trust
Agent	Cundall

1. RECOMMENDATION

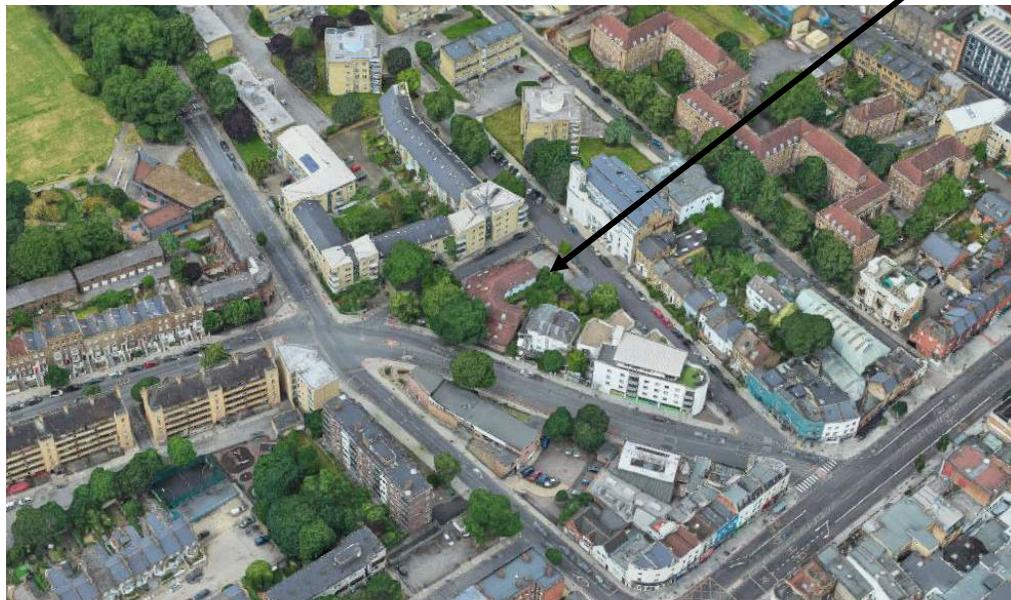
The Committee is asked to resolve to **GRANT** planning permission:

1. Subject to the conditions set out in Appendix 1; and
2. Conditional upon the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

2. SITE PLAN / PHOTOS OF SITE



Application Site



Application Site

Birdseye View 1 looking west

Application Site



Birdseye View 2 looking north



Photo 1: View of Site looking north



Photo 2: Looking north-west



Photo 3: View of Site from Lowther Road



Photo 4: View of Site with Grade II Listed Building in background



Photo 5: Looking south back along Lowther Road with Arcadia Court in view



Photo 6: Looking north-east across the Site



Photo 7: Looking east along Chillingworth Road



Photo 8: Looking south-west down Chillingworth Road

3.0 SUMMARY

- 3.1 The application is for full planning permission for the redevelopment of the site involving the demolition of the existing community mental health centre and the subsequent erection of a part 2, part 3, part 4 storey building for mental health outpatient facilities with associated cafe and office space, landscaping and public realm works. The proposal aims to expand, improve, and consolidate mental health services whilst providing relevant ancillary functions.
- 3.2 The principle of the planning application, in delivering an enhanced and integrated mental health facility, is considered to be acceptable and in accordance with policy. The proposed development is considered to be consistent with the aims and objectives of NPPF as well as London Plan Policies GG1, GG2, S1 and S2, Islington Policy DM4.12, DM6.1 and emerging Policy SC1. The proposal is also in line with the Site Allocation OIS23: 1 Lower Road, which supports the protection of the existing healthcare use of the site as well as the intensification of healthcare and social infrastructure uses.
- 3.3 The proposal is considered to introduce a well-designed and contextual building that would preserve the setting of the grade II listed building opposite the site as well as the neighbouring St Mary Magdalene Conservation Area. The proposed building is expressed in a quiet contemporary contextualism that presents well-mannered edges to the three streets it faces and to the residential flank to its eastern edge. The application is thus considered to be acceptable in terms of design, appearance and heritage in accordance with Development Management Policies DM2.1, DM2.3, DM2.4 and DM2.5, Islington Core Strategy CS8 and CS9, London Plan Policies D1, D3, D4 and emerging Local Plan Policy DH1 and DH3.
- 3.4 The proposed development is considered to have been designed to minimise impacts on residential amenity but would nonetheless result in some adverse impacts in terms of loss of daylight and sunlight on neighbouring residential properties, albeit the adverse impacts are considered to be outweighed by the overall benefits of the proposals. Other impacts on neighbouring amenity such as overlooking, outlook, sense of enclosure, noise / disturbance and transport impacts are considered to have been successfully mitigated and minimised, subject to appropriate conditions as detailed in Appendix 1. 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, which is roughly rectangular in shape with a wider splayed frontage onto Liverpool Road to the south, is some 0.11ha in size. The site is also bordered by Lowther Road on its western flank and Chillingworth Road to the north. It is adjacent to the St Mary Magdalene Conservation Area which adjoins the site to the immediate north-east. It is also situated opposite St Mary's House (located to the north), which is a grade II listed building on Chillingworth Road.
- 4.2 The existing building, which is in use as a mental health facility, was built in the 1980s. The building occupies half of the site with car parking occupying the northern section of the site and landscaped areas to the remainder along the site frontage to the south. The existing building, which is of no architectural merit, is of timber frame design with brick cladding. The existing entrance to the site is situated to the south and accessed through a green landscaped area with some medium and large mature trees.
- 4.3 The surrounding area is predominately characterised by residential apartment blocks and some semi-detached terraced houses, with one property (No. 551 Liverpool Road) sharing the site boundary to the north-east. The average height of buildings in the area varies from three to four storeys, though there are some buildings of more significant height such as the listed building on Chillingworth Road, which rises up to six storeys in height. The nearby Council estates of Mersey and Ringcross, which also make up the character of the local area, are expressed as housing blocks of 5-6 storeys in height.
- 4.4 In terms of the existing highways conditions, the site faces a busy section of road where Liverpool Road, Lowther Road, Palmer Place, Mackenzie Road all intersect. The site is considered to have an excellent level of accessibility to public transport with a rating of 6a. The site is within walking

distance to Highbury & Islington National Rail / London Underground, Drayton Park railway station and Holloway Road underground station. There are also a number of bus routes in the immediate area which are in close proximity to the site as well as local and major cycle routes.

5.0 PROPOSAL (IN DETAIL)

- 5.1 The development proposal includes demolition of the existing community mental health centre and the subsequent erection of a part 2, part 3, part 4 storey building for mental health outpatient facilities with associated cafe and office space, landscaping and public realm works. The applicant is the Camden & Islington NHS Foundation Trust, referred to from now as 'the Trust'.
- 5.2 The proposal is for an outpatient mental healthcare facility which aims to expand, improve, and consolidate mental health services whilst providing relevant ancillary functions. Recent amendments to the Use Class Order effective from 1 September 2020 have resulted in the use class of the existing development being recategorised from use class 'D1' to use class 'E'. Whilst the proposed floorspace involves the creation of new Class E floorspace, in planning terms there is no change between the existing and proposed uses. The proposal would result in 2,391sqm (GIA) of medical use (Class E) floorspace to include consultation, treatment, examination rooms, and meeting rooms with associated flexible agile working areas for healthcare professionals, a small café, and an accessible courtyard and roof terrace accessible to staff members.



Proposed Lowther Road frontage

- 5.3 The proposed building is largely four storeys in height, though is somewhat set in from the street frontage on the Lowther Road elevation. The building is also set in from the Liverpool Road frontage to create a pocket park with retained trees along with new landscape interventions. The building steps down to two storeys in height towards the boundary to its neighbour at 551 Liverpool Road.



Liverpool Road frontage

5.4 Facilities for visitors and staff, such as cafe, collaboration zones, group and meeting rooms as well as cycle and refuse storage will be located on the ground floor. The first and second floor accommodate mental health services with consultation and treatment rooms and further support facilities. The third floor would be dedicated to agile working accessed only by staff and will include desk space for NHS staff, meeting rooms and pods along with a refreshment zone.



5.5 In terms of landscaping, a detailed proposal has been provided which seeks to balance aims of creating a welcoming arrival while creating a buffer to the heavily trafficked Liverpool Road. The landscape strategy maximises tree retention as well as biodiversity and is accompanied by a Landscape Management Plan, which sets out how features of ecologic interest would be maintained and enhanced.



6.0 RELEVANT HISTORY

6.1 The most relevant planning history related to the site is as follows:

901186: A planning application for a two storey extension to an existing Council N.O. for office and workspace use was approved on the 4th February 1991.

P090443: A Certificate of Lawfulness (existing) in connection with for use as health care centre D1(non residential institution) was approved on the 6th May 2009.

Pre-Application

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

- The trees along the Liverpool Road frontage would need to be retained; the creation of a pocket park with a soft edge to Liverpool Road would be supported.

- The enhancement of social infrastructure in the form of an improved mental health facility is supported in principle, subject to an assessment to relevant policies DM4.12 and DM6.1 as well as emerging policy SC1.
- Any successful proposal should relate well to the surrounding townscape including the adjacent St Mary Magdalene Conservation Area and the listed building opposite.
- Full site coverage would not be supported and building heights should not exceed four storeys, subject to detailed design and an assessment of impacts on neighbouring amenity.
- Some loss of daylight/sunlight may be unavoidable given the undeveloped nature of the site and the narrowness of Lowther Road, but should be minimised as much as possible.
- The internal spaces should provide a warm and welcoming environment for staff, patients and visitors.
- The development proposal should accord with all relevant policies and guidance related to energy, sustainability, inclusive design and transport impacts.
- A successful proposal will need to be accompanied by a management plan as well as well-considered security/safety measures.
- All other impacts such as air quality, noise and transport impacts will need to be fully considered.

It is considered that the matters raised at the pre-application stage have either been adequately addressed or are no longer considered to be material to the application.

Design Review Panel

6.3 The proposal was presented to the Design Review Panel on the 8th September 2020. The following comments were made, with the full DRP response provided as Appendix 3:

- *The Panel found the evolution of the building an interesting journey and considered that the site layout, the height, bulk and massing, as well as configuration of the building on the site appear to be sound and uncontentious.*
- *While the scale of the building was considered contextually appropriate, the extensive use of double height fenestration, metal frames, and expressed formality give it a 'hard edge' expression whereas those using the facility may be more encouraged by less formality and the inclusion of softer, more animating, architectural forms and features.*
- *The Panel therefore advised that the scheme would benefit from a more human architectural language which would give it a different, softer and more intimate quality. The fenestration would do well to reflect more closely the uses it frames.*
- *The Ground floor was considered by the Panel to be somewhat problematic with insufficient natural light or visual access to 'nature'. The large bank of office desks was considered to create a particularly poor working environment given the whole of this space would only be lit by sky lights. The Panel suggested this use should either be relocated to benefit from direct access to windows to the street or garden, or to bring an external courtyard down into the space providing the office area with direct access to an open and landscaped space.*
- *The Panel suggested that more be made – architecturally and functionally – of the stairs and stairwells whereby they be designed in a manner that actually encourages their use while also being used as a device to bring more natural daylight down into the building and providing a more interesting space in general. Currently they look as though they are designed to be fire escapes only rather than primary staircases for day to day use which is at odds with a medical related facility that is focused on improving health.*
- *The Panel considered that the landscaping would benefit from a reprioritisation with peaceful amenity and small scale intimacy through which there is ancillary pedestrian movement. 'Niches, nooks and crannies' were called for with a sense of intimacy and a greater sensitivity to human needs - were some of the design pointers offered.*
- *The Panel supported the ambition and the ethos of the project including the early interventions made to the scheme and the willingness to work with partner organisations towards creating a better offer for service users and providers.*
- *The Panel supports the scheme in terms of its urban design response and qualities with a scale and massing that appears to be contextually logical.*
- *The Panel would expect to see more contextual analysis including a study of the pattern and detailing of the surrounding buildings and to understand how the proposed architecture subsequently responds and fits. More drawings & details of the building within its setting, plans, sections & elevations together with 3D views would help to illustrate and explain this.*
- *The Panel considered this to be a positive review but the above reservations have been carefully articulated and need to be addressed in order for this to be the truly responsive, high quality building that is rightly aspires to.*

6.4 The DRP comments are addressed in the 'Design, Conservation and Heritage Considerations' section of this report.

7.0 CONSULTATION

Public Consultation

- 7.1 Letters were sent to occupants of 493 adjoining and nearby properties on Liverpool Road, Lowther Road, Chillingworth Road, Holloway Road, Georges Road, Mackenzie Road, Papworth Gardens, Palmer Place, Paradise Passage and Morgan Road on the 30th October 2020. A site notice and press advert were displayed on the 5th November 2020. The public consultation of the application expired on the 29th November 2020, though it is the Council's practice to accept comments and objections up until the day of Committee.
- 7.2 A total of 25 letters of objection were received from the public in response to consultation on this planning application and 2 letters were received providing comment or support for the application. The following points of objection were made [*with the paragraphs in brackets indicating where in the report the respective points have been addressed*]:
- The proposed elevation onto Chillingworth Road is incongruous and unsympathetic to the surrounding townscape [*paragraph 9.37*];
 - The proposed building is excessive in height, scale and massing [*9.31 – 9.34*];
 - The planning application would result in unacceptable impacts in terms of noise and disturbance [*9.101 – 9.105*];
 - The proposal relates poorly to the grade II listed St Mary's House opposite on Chillingworth Road [*9.47 – 9.49*];
 - The creation of a pocket park at the front of the building will lead to unwanted gatherings engaged in anti-social behaviour and will not provide patient privacy [*9.105 – 9.108 and 9.151 – 9.156*];
 - The height and scale of the building will result in impacts on privacy and daylight afforded to neighbouring residents [*9.77 – 9.100*];
 - There will be unacceptable increases in traffic volume and air pollution [*9.116 – 9.123*];
 - The impacts of the proposal on Arcadia Court in terms of daylight/sunlight and sense of enclosure are unacceptable [*9.81 – 9.92*];
 - The proposal would lead to unacceptable overshadowing and overlooking of the gardens of 551/553 Liverpool Road [*9.94 – 9.98*];
 - The proposal constitutes overdevelopment with unacceptable impacts on neighbouring amenity [*9.61 – 9.115*];
 - A larger facility will only exacerbate anti-social behaviour [*9.106 – 9.109*];
 - Although the proposal constitutes overdevelopment, mental health patients nonetheless need more space rather than being in a tight space in an inner London location [*9.10 – 9.14*];
 - The mental health facility should not be considered in a residential area close to Arsenal and a large student population [*9.1 – 9.14*];
 - The proposed hours of use would lead to unacceptable impacts on neighbouring residential amenity [*9.101 – 9.105*];
 - The proposal would lead to a significant increase in floorspace which would lead to an unacceptable intensification of the use [*9.31 – 9.115*];
 - Impacts on parking would be unacceptable [*9.116 – 9.121*];
 - The proposal would be overbearing and would lead to a loss of view and outlook [*9.111 – 9.112*];
 - The development would result in the loss of a Cherry Tree in a neighbouring garden [*7.14*];
 - More roof space should be allocated for green/brown roofs to enhance biodiversity and water retention [*9.148 – 9.149*];
 - The proposal is not sufficiently sustainable, should be car-free and carbon neutral [*9.117 – 9.120 and 9.128 – 9.150*];

The letters of comment:

- The improvement of mental health facilities in the borough is supported [*paragraphs 9.1 – 9.14*];
- The existing facility causes a significant amount of anti-social behaviour which needs to be addressed as part of this planning application [*9.101 – 9.108*];
- Residents of Lowther Road should be compensated for the impacts on their lives as a result of the facility [*not considered to be a planning matter*];
- Security lighting and cameras should be installed in order to improve safety and security [*condition 31*];
- Construction impacts during times of home-working will be unacceptable [*9.113 – 9.114*];
- The applicant's consultation process was poorly managed [*Officer comment: unable to comment – however, the statutory consultation process carried out by the LPA followed relevant guidance*];

External Consultees

7.3 Thames Water

Thames Water has raised no objection to the proposal subject to standard conditions and informatives on piling methods, groundwater, 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 raised to the proposal in principle. The following points were made:

- The applicants have fully considered my advice and altered a lot of the design from its early stages to incorporate recommendations made from a safety and security point of view;
- It is appreciated that residents will be concerned about this venue and it does have the potential to attract crime and antisocial behaviour due to issues over controlling access throughout;
- The mental health unit has now been moved to the first floor (initially it was proposed on the ground floor) and this provides a more secure environment and no cross-over from those using the offices for the part of the building;
- Access control on the stairwells and lifts are recommended to minimise patients, office workers or illegitimate users entering parts of the building they shouldn't. [*Officer comment: this has been incorporated into the proposal with further details required as part of condition 14.*]
- Secure doors separate the reception spaces from the offices and the treatment rooms. These doors also have encrypted fob access control which can be managed so that if keys are lost or stolen they can be cancelled straight away. Management can also restrict access for certain users. [*Officer comment: these measures should be conditioned as part of condition 14 and 31*]
- Externally the building line is now more favourable compared to previous version so that there are clear sight lines and no building recesses which could become subject to misuse. Lighting and CCTV has also been discussed to ensure that they work in collaboration with each other and images are of evidential quality. It is important to not only reduce the fear of crime but the opportunity for it. [*Officer comment: the permission would include conditions requiring security lighting (9) to be submitted, Secured by Design to be achieved (31) and a Management Plan to be agreed (14)*]
- I would ask that this development is conditioned (condition 31) to achieve Secured by Design accreditation to ensure that the recommendations are implemented as advised.

These comments have been successfully incorporated into the design or have been reserved by appropriately worded condition (31), requiring the development to achieve Secured by Design accreditation.

Internal Consultees

7.7 Design and Conservation

The Design & Conservation Team made the following points:

- This is considered a well-designed scheme. It is a brick building expressed in a quiet contemporary contextualism that presents well-mannered edges to the three streets it faces and to the residential flank to its eastern edge.
- The architecture is not reflective of a residential typology, suitably signifying a different use within the streetscape.
- The landscape setting to the primary frontage, including the retention of three high quality trees, enriches the scheme itself while providing a high quality open space within the local area.
- The scheme is therefore supported.

7.8 Planning Policy

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

- Policy is broadly supportive of an enhanced mental health facility in this location, which will also provide flexible workspace for healthcare professionals.
- Colleagues in Design and Conservation will be able to comment on the scale of the proposed building and its affect on nearby heritage assets.

- As the site is already used for mental health services it would be useful to understand if the crime and anti-social behaviour objections voiced by some residents are an existing issue.
- The planning application is for D1 floorspace. As a non-residential health service for visiting members of the public, the use of the proposed building now falls under the new Class E.
- It is suggested that, if the proposal is deemed acceptable, the use of the building for healthcare should be secured through a planning condition to ensure that it continues to serve the need for mental health services set out in the planning documents accompanying the planning application.

7.9 Access & Inclusive Design

The green edge onto Liverpool Road is welcomed, however there are a few issues that still need to be addressed.

Transport

- An accessible drop-off point with dropped kerbs separate to the NHS Trust's pool cars is required for taxi drop-offs [*This has now been shown on plan*].
- Travel plan suggests 23 parking spaces available within the site curtilage- is there a plan that identifies these stands? [*These have now been shown in the landscaping and would be secured by condition 8*].
- Can type of stand be specified and space allocated for accessible cycle spaces shown [*details required by condition 19*].
- The bike store's capacity for fitting 26 bikes, including accessible bikes and ability of space to allow for required circulation is questioned. Currently the doors to the m and f shower open outwards, and reduce space for cycle parking [*further details required by condition 19*].

Entrance and Egress

- Routes needed from the street and through the proposed landscaping must be accessible and legible to all. The detailed treatment should be conditioned and in line with the inclusive design SPD and streetbook SPD [*This will be secured through condition 23*].
- All entrances should have doors with an opening weight of no more than 30N or be power operated. Question whether main entrance doors could be widened and automated [*secured by condition 19*].
- Entrance door materials need to clearly contrast with door frame colour and material. The recessed quality of main entrance which could be an issue for security when dark and the building is not lit is questioned [*secured by condition 19*].

Sanitary Facilities

- Layouts are required [*required by condition 19*].
- WC doors must open outwards [*this has now been amended accordingly*].
- Ground floor shower facilities ideally to be gender neutral where they do not feature communal facilities [*this has now been amended accordingly*].
- An acc shower should be provide [*this has now been amended accordingly*]

Circulation

- Layout of all the WCs and Shower rooms is requested [*required by condition 19*].
- Lifts - can size of lifts be confirmed [*this has now be confirmed to be acceptable*]
- Corridors- can their widths be confirmed [*this will be required by condition 19*]

7.10 Public Protection

- The application is for a new mental health outpatient centre with cafe and office space. The site is currently a mental health facility.
- The application includes a noise report. Much of the report focuses on external noise intrusion for the new facility. There is a particular importance for good acoustic design in providing a good environment within the spaces with the sensitivity of the use and end users and it is good to see this being addressed. Good acoustic design would need to be fully addressed in the design of the internal spaces and any external amenity space.
- The report also includes a background sound survey. On the roof plan there is a lot of plant marked, with a number of condensers, AHUs and an ASHP. This is in relatively close proximity to the residential on the upper floors of 551 & 553 Liverpool Road and Lanesborough Court, along with resi on Chillingworth Road.
The background noise survey includes a 3 hour shortened survey for the background sound used for the plant noise limit and a further 24-hour survey has been included from a recent development on Chillingworth Road. The values from the surveys are fairly typical and should be used to inform the noise limit for the plant.

- Appropriate conditions (11 and 12) should be included in the event of planning permission being granted in order to minimise noise and disturbance from roof-top plant.
- The EPPP team have no objections subject to appropriate conditions, included in Appendix 1.

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. Energy is considered in subsequent sections of this report and relevant conditions are included in Appendix 1.

7.12 Sustainability

Sustainable Drainage

The proposed reduction of surface water runoff rates are welcomed and are policy compliant. Further detail on the proposed drainage system will be required (*by condition 7*) including:

- The calculation of the storm water storage required for the 1 in 100 year storm plus climate change allowance.
- The location and size of the attenuation tank should also be provided so we can ensure the volume is sufficient.
- Consideration of the use of SUDS as part of the landscape design where possible, for example through bioretention areas and tree pits. Rainwater harvesting in the form of water butts should be incorporated to irrigate soft landscaping areas.
- Consideration of the use of blue roofs which can be combined with the green roofs to provide irrigation for the green roofs.

Green Roof

The proposal to incorporate green roofs is welcomed. In accordance with DM Policy 6.5, all major applications should use all available roof space for green roofs, subject to other planning considerations. Further information on the exact location of the green roof areas required [*condition 16*].

Other sustainability policies

The proposals in relation to sustainable use of materials and water efficiency are policy compliant. The biodiversity proposals set out in the Landscape and Ecological Management Plan are also policy compliant [*secured by condition 25*].

7.13 Transport

No objection in terms of transport impacts. A justification has been made for the requirement of two on-street parking bays which will be provided on Liverpool Road. Further advised that Delivery/Service Plan (20), Construction Logistics Plan (5) and Travel Plan should be secured by S106.

7.14 Tree Officer

The proposal includes the retention of the trees of most value. The landscape strategy is well-considered and supported. On the TPP it shows the Cherry tree T3 within the development site though it is believed to be in a neighbouring site. Nevertheless it is not believed that the tree needs to be felled, there is a small courtyard proposed adjacent so there appears to be enough room to cut the canopy back appropriately without removing the tree. The tree is in any case not so significant that we would object to its removal, if anyone applied to do so. If the developer wants to remove the tree, they will have to come to a civil arrangement with the neighbour, which is outside of LPA concern.

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 2021, Islington Core Strategy 2011 and Islington Development Management Policies 2013. The following policies of the Development Plan are considered relevant to this application:

8.3 **The London Plan 2021 - Spatial Development Strategy for Greater London**

<p>Policy GG1 Building strong and inclusive communities Policy GG2 Making the best use of land Policy D1 London’s form, character and capacity for growth Policy D3 Optimising site capacity through designed approach Policy D4 Delivering Good Design Policy D5 Inclusive Design Policy D8 Public Realm Policy D11 Fire safety Policy D13 Agent of Change Policy D14 Noise Policy S1 Developing London’s social infrastructure Policy S2 Health and Social Care facilities Policy HC1 Heritage and Growth Policy HC3 Strategic and Local views</p>	<p>Policy G5 Urban Greening Policy G7 Trees and Woodlands Policy SI2 Minimising greenhouse 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</p>
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8.4 **Islington Core Strategy 2011**

<p><u>Spatial Strategy</u> Policy CS8 (Enhancing Islington’s Character)</p> <p><u>Strategic Policies</u> Policy CS9 (Protecting and Enhancing Islington’s Built and Historic Environment) Policy CS10 (Sustainable Design) Policy CS11 (Waste) Policy CS13 (Employment Spaces)</p>	<p>Policy CS14 (Retail and Services) Policy CS15 (Open Space and Green Infrastructure)</p> <p><u>Infrastructure and Implementation</u> Policy CS18 (Delivery and Infrastructure) Policy CS19 (Health Impact Assessments) Policy CS20 (Partnership Working)</p>
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8.5 **Development Management Policies 2013:**

<p>Policy DM2.1 (Design) Policy DM2.2 (Inclusive design) Policy DM2.3 (Heritage) Policy DM2.4 (Protected Views) 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 & biodiversity) Policy DM6.6 (Flood prevention) Policy DM7.1 (Sustainable design & construction) Policy DM7.3 (Decentralised Energy Networks)</p>	<p>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)</p>
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8.6 **Supplementary Planning Guidance (SPG) / Document (SPD)**

Islington SPD

Environmental Design (Oct 2012)
 Inclusive Design (Feb 2014)
 Inclusive Landscape Design (Jan 2010)

London Plan

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

Planning Obligations (S106) (Dec 2016)
 Urban Design Guide (Jan 2015)
 Streetbook SPD (Oct 2012)

Social Infrastructure SPG (May 2015)
 Character and Context SPG (adopted June 2014)
 Sustainable Design and Construction SPG (adopted April 2014)

Draft Islington Local Plan 2020

8.7 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 with the examination process in progress.

8.8 In line with the NPPF Local Planning Authorities may give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

8.9 Emerging policies relevant to this application are set out below:

Policy H1 Thriving Communities Policy SC1 Social and Community Infrastructure Policy SC4 Promoting Social Value Policy B5 Jobs and Training Opportunities G2 Protecting Open Space G4 Biodiversity, Landscaping and Trees G5 Green Roofs and Vertical Greening Policy S1 Delivering sustainable design Policy S2 Sustainable design and construction Policy S3 Sustainable design standards Policy S4 Minimising greenhouse 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 T4 Public Realm Policy T5 Delivery, servicing and construction Policy DH1 Fostering innovation while protecting heritage Policy DH2 Heritage Assets Policy DH3 Building Heights Policy DH5 Agent of Change, noise and vibration
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9.0 EVALUATION

Land use

- 9.1 The proposal is for the demolition of the existing mental health facility and the erection of a mental health outpatient facility comprising an uplift of 1,896sqm of Class E (formerly D1) floorspace. Given the existing uses and proposed uses involved, the following objectives of the National Planning Policy Framework (NPPF) are of significance. Paragraph 91 of the 2019 NPPF states that Planning policies and decisions should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles, especially where this would address identified local health and well-being need. Paragraph 121 states that developments will be supported which “make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality of service provision and access to open space”.
- 9.2 The London Plan also supports the building of strong and inclusive communities through its Policy GG1, which states that developments should encourage and strengthen communities, increasing active participation and social integration, and addressing social isolation. Policy GG3 states that planning and developments should ensure that the wider determinants of health are addressed in an integrated and co-ordinated way, taking a systematic approach to improving the mental and physical health of all Londoners and reducing health inequalities. Furthermore, London Plan Policy S1 ‘Developing London’s Social Infrastructure’ is also of relevance; the policy states that “development proposals that provide high quality, inclusive social infrastructure that addresses a local or strategic need and supports service delivery strategies should be supported”. Moreover, that development proposals that seek to make the best use of land, including through the co-location of different forms of social infrastructure and the sharing of new facilities, should be encouraged and supported, especially in areas that are easily accessible by public transport, cycling and walking.
- 9.3 In terms of the provision of ‘Health and social care facilities’ Policy S2 of the London Plan supports development proposals “that provide high quality, inclusive social infrastructure that addresses a local or strategic need and supports service delivery strategies”. Other London Policies of relevance to this proposal are GG2 ‘Making the best use of land’ which supports the development of brownfield land on public sector land, and sites within and on the edge of town centres, with particular emphasis on prioritising sites which are well-connected by existing or planned public transport.
- 9.4 Adopted policy DM4.12 relates to social and strategic infrastructure and cultural facilities. Part C of the policy sets out requirements for new social infrastructure, stating that it must:
- i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;
 - ii) 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.
- 9.5 Policy DM6.1 (healthy development) part C also states that ‘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’. Emerging policy SC1 part A (of the draft Local Plan supports proposals to provide new and/or extended social and community infrastructure facilities, and their co-location with other social and community uses. Part G of the policy largely reflects existing policy DM4.12 part C but also requires at point (iii) that new facilities ‘provide appropriate drop-off/pick-up facilities for disabled people’. Finally, in terms of relevant policy context, the site is allocated as OIS23 in the draft Site Allocations Schedule, which states

that the site allocated 'protection of the existing healthcare use of the site' where 'Intensification and consolidation of healthcare and social and community infrastructure uses is encouraged'.

- 9.6 As such, in terms of adopted and emerging policies, there is broad support for an enhanced mental health facility in this location, which will also provide flexible workspace for healthcare professionals. The proposed development would not change the use class of development. It would create 2,391sqm GIA medical use (Class E) floorspace to include consultation, treatment, exam rooms, and meeting rooms with associated flexible agile working areas for healthcare professionals, a small ancillary café, and an accessible courtyard and roof terrace accessible to staff members. Facilities for community groups, staff and members of the public such as cafe, collaboration zones, group and meeting rooms will be located on the ground floor. The first and second floor will accommodate mental health services with consultation and treatment rooms and further support facilities. The third floor will be dedicated to agile working accessed only by staff and will include desk space, meeting rooms and pods along with a refreshment zone.
- 9.7 The 3rd floor ancillary offices referred to as agile working facilities are considered to be a fundamental to the aims and objectives of the proposal. To maximise flexibility and convenience for staff, the Trust plans to adopt an agile working model, which will be supported by workstations at this new improved and accessible facility. These will form part of a number of workstations across various boroughs to enable staff to work at the site most convenient for their work, on any given day. The Trust has identified that, for clinical services to be delivered effectively, local teams should be allocated a "zone" within the building which is based around their relationships with and between key services. This model is considered to help create team identities and identify individual service needs. In relation to the break-up of the proposed workspace within the building, there would be a capacity for 12 x single person quiet workplaces, 35 x interview / consulting rooms, 100 desks and 8 x hot desk spaces.
- 9.9 In terms of the Council's Policy DM4.12 and the equivalent emerging policy SC1 of the emerging Local Plan, the proposal is considered to meet the requirements by providing new and improved social infrastructure uses that are conveniently located for the communities that they serve, providing shared facilities as much as is appropriate as well as flexible facilities that meet the needs of intended occupants. Other requirements of the policies such as the inclusive design aspects, the impacts on character and amenity as well as the provision of drop-off bays will be considered in subsequent sections of the report. The proposal is considered to also comply with all other relevant policies, both emerging and adopted, by making efficient use of land, taking a systematic approach to improving the mental and physical health of all Londoners and providing high quality social infrastructure, in accordance with London Plan Policies GG2, GG3, S1 and S2.

New Medical / Social Infrastructure

- 9.9 This proposed mental health outpatient facility forms part of an integrated and coordinated strategy to improve the mental and physical health of Londoners and to reduce health inequalities. The facility involves the sharing and integration of new improved facilities in a very accessible location and as a result addresses the requirements of relevant London Plan policies, as discussed above. The applicant has confirmed that the site is one of 30 sites managed by the Trust, delivering a range of inpatient and community adult mental health services. A number of the buildings at these sites are ageing, not fit-for-purpose, inaccessible and difficult to reach and are considered to add to the stigma associated with mental health.
- 9.10 The high number of sites means that services are fragmented geographically, and the fixed nature of the offices and services, particularly in the case of community services, means there is a lack of flexibility in terms of where staff can work, and service users and carers are often required to visit various sites to get the care and support they need. A number of services are having to relocate including mental health support for the elderly, outreach and memory services at Blenheim Court on Brewery Road, therapy services on Manor Gardens and mental health services on Southwood among others. These together with the location of collaborative and research work at Lowther Road and the expansion of community teams following the recruitment of 35 new team members this

financial year and more the following year, necessitate the expansion and increase of floorspace at the application site.

- 9.11 To allow community services to be delivered in a more joined-up way, the Trust has established the St Pancras Transformation Programme. The programme focuses on modernising the Trust's estate to enable delivery of its clinical strategy and improve service user and carer experience when using the Trust's buildings, whilst providing staff with the facilities they need to deliver the best possible care, including space to rest. The applicants have also confirmed that delivering increased levels of community mental health services is central to the Trust's clinical strategy. Good community services enable people who need support to receive help early on in their illness, reducing the impact of the illness and the need for a hospital stay. Strengthening community services is particularly important as the majority of the Trust's service users access the care they need in the community, whereas only a very small proportion require inpatient services.
- 9.12 In order to deliver these aims and objectives a new facility is needed that is welcoming and non-stigmatising, easy to reach and accessible with fit-for-purpose clinical facilities. Flexible spaces to provide new ways of delivering care, space for collaboration with system partners such as community, voluntary and local authority services as well as flexible office space for the co-location of teams is also an essential part of this. It is considered that the existing facility at 1 Lowther Road does not currently lend itself to flexible, modern ways of working, nor does it make efficient use of the space available. Notwithstanding the outdated existing building, the site itself is very well-located with a high public transport accessibility and thus easily reachable to service users. The building is also owned by the Trust and thus lends itself well to an improved facility that improves its use and creates a modern, resourceful and sustainable integrated community mental health facility in Islington, to meet local and national objectives for improving the mental health and wellbeing of local people.
- 9.13 It should be noted that as a non-residential health service for visiting members of the public, the use of the proposed building falls under the new Class E(e). It is therefore recommended that, if the planning application is considered acceptable and given consent, the use of the building for healthcare should be secured through a planning condition to ensure that it continues to serve the need for mental health services set out in the planning documents accompanying the planning application. The other elements of the building where ancillary or complimentary floorspace is proposed such as the café or the workspace would potentially fall within Class E(b) and E(g), though these are considered genuinely ancillary and thus would also fall within the same E(e) floorspace, i.e. the provision of medical or health services.
- 9.14 As such, in land use terms, the proposed development is considered to be acceptable in principle, subject to a further assessment of the other more detailed aspects of the proposal, and thus would be consistent with the aims and objectives of NPPF as well as London Plan Policies GG1, GG2, S1 and S2, Islington Policy DM4.12, DM6.1 and emerging Policy SC1. The proposal would deliver an enhanced and integrated mental health facility and is therefore supported in principle.

Design, Conservation and Heritage Considerations

Policy Context

- 9.15 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'*.
- 9.16 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.

- 9.17 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...

- 9.18 Relevant Development Plan Guidance is provided by London Plan Policy HC1 which is concerned with heritage assets and states, inter alia, that 'Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings.'

- 9.19 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.

- 9.20 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 D3 (Optimising site capacity through the design-led approach) is concerned with good quality and contextual design and states, inter alia, that developments should: *'enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.'*

- 9.21 The London Plan Policy D3 also states developments should respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well. Furthermore, London Plan Policy D4 (Delivering Good Design) expects the design of development proposals to be thoroughly scrutinised by borough planning, urban design, and conservation officers, utilising local evidence, and expert advice where appropriate. In addition, boroughs and applicants should make use of the design review process to assess and inform design options early in the planning process.

- 9.22 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.
- 9.23 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.
- 9.24 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 the Mayor of London's Character and Context SPG are also relevant to the consideration of this application.

Site Context:

- 9.25 This site is bounded by Lowther Road to the west, Liverpool Road to the south, Chillingworth Road to the north, and the flank wall and rear garden of a 3-storey Victorian terraced house (551 Liverpool Road) to the east. It is a triple-fronted site and, in accordance with the pattern of the surrounding movement hierarchy and urban form, the primary frontage is to Liverpool Road, the secondary to Chillingworth Road, and the tertiary to Lowther Road. It is currently occupied by a 1-2 storey building that was developed in the 1980s as a series of similarly-designed buildings across the Borough that were rolled out as Council-owned and run neighbourhood offices.
- 9.26 The building is poorly configured on the site with a significant setback to parts of both Liverpool and Lowther Roads, and a deep setback from Chillingworth Road. The building and its configuration bear no contextual characteristics or relationships and result in significant levels of streetscape collapse. The building also has no architectural merit. The site does however have a sizeable open space area to the Liverpool Road frontage. This is largely laid to lawn and contains a number of trees, three of which the Council's arboriculturalist considers to be of such good quality that they are worthy of TPOs and therefore retention.
- 9.27 The building's primary entrance is located to this Liverpool Road frontage via a walkway through the green space and under the tree canopies. To Chillingworth Road lies the service entrance to the existing building with a large hard standing car parking and servicing court. This presents a poor edge to the street and results in a poor relationship with surrounding built form and streetscape. The site is under-developed and fails to positively contribute to its surrounding streetscapes, save for the presence and stature of existing mature trees to the Liverpool and Lowther Road frontages. The site lies just outside of, but immediately adjacent to, the Mary Magdalene Conservation Area. This borders its northern, eastern, and southern edges.
- 9.28 The site also lies directly opposite a Grade II listed building at 14 – 16 Chillingworth Road. This was formerly the Mary Magdalene Community Hall developed in the mid-19th century. It has a distinctive pediment to the frontage with the entrance further demarcated by 4 large Doric columns forming the centre piece of the building. Its western edge is terminated with a significantly taller tower element. The upper level of the tower is framed by smaller, but similarly distinct, Doric

columns, the total effect of which creates a positive if minor local landmark within the streetscape. This listed building has however been extensively altered and extended over the years with an entirely new internal structure inserted in the 1980s when the building was converted into 4 floors of commercial office space and 3 new floors of residential flats were added above, protruding way beyond the building's original roofline. While the tower element still remains the tallest element of the building, the addition of what is in effect a three storey roof extension has had a detrimental effect on the character and quality of the building which, together with the major internal changes, has diminished its historic and architectural value and status.

- 9.29 There are four locally listed buildings further to the north east, at 2, 4, 8 & 10 Chillingworth Road, contributing to the sensitive historic context. To the south of the site, on the western side of Liverpool Road, lies a handsome and predominantly Grade II listed Georgian residential terrace at 509 – 541 Liverpool Road, interspersed with several locally listed buildings but nevertheless presenting a fine historic townscape. To the western side of Lowther Road lies a contemporary 3 – 4 storey residential development of townhouses and blocks of flats creating an animated edge to Lowther Road with a return to Chillingworth Road. While of unexceptional architecture, there is at least a coherence and urbanity to the development. To the east, the site immediately abuts a 3 storey, end of terrace, Victorian house fronting Liverpool Road. It runs alongside its rear garden which terminates in a garage structure that opens to Chillingworth Road.
- 9.30 The broader context is very varied in terms of its architectural language and built form but the overall ambience of the neighbourhood is one of a mix of uses, of an active and urban nature, and set within a legible streetscape. The site lies within the St Paul's View Corridor. However, given the height and mass of the listed 12-14 Chillingworth Road building immediately to its north, the proposed 3 – 4 storey development would not intrude into the view corridor being 'screened' by its significantly taller and broader neighbour.

Bulk, height and massing

- 9.31 The proposed heights vary across the site representing both a logical and a comfortable contextual fit. They comprise 4 storey elements to the more primary roads, Liverpool and Chillingworth Roads to the south and north respectively, dropping to part-three storeys to the more minor Lowther Road while incorporating a deeply recessed fourth floor clearstory walkway. To the eastern edge, where the site abuts an existing residential home and rear garden, the proposed building is appropriately stepped back from the edge of the garden helping to reduce the impact on the outlook and on the residential amenity of this home.



Western Elevation in Context

- 9.32 The neighbouring storey height ambient to all three edges is that of 3 – 4 storeys while the Listed Building opposite the site's northern edge, 12 – 14 Chillingworth Road, is the tallest building in the location rising up to the equivalent of 7 storeys. The proposed heights of the development are therefore considered compatible with the predominant storey height ambient in this urban context.



View north down Lowther Road from junction with Liverpool Road

- 9.33 The mass is mitigated by the fenestration and brick patterning and, to Lowther Road, by setbacks to the footprint and the recessed clearstorey to the top floor. While the view from Liverpool/Lowther Road looking north to the listed building at 12 – 14 Chillingworth Road would be altered as a result of the increase in height and mass of the new build, and less of the listed building visually exposed from this vantage point, the tower element would remain highly visible and thus the landmark and orientating characteristic and function of the listed building would remain ‘intact’.
- 9.34 The building reflects the guidance contained within the Council’s Urban Design Guide, specifically Section 5, Key Urban Structure Objectives, which state that:
- Development should address the qualities of the traditional building hierarchy and respect the established order and local character
 - Development should define space
 - Development should create and/or enhance good quality public and private open space

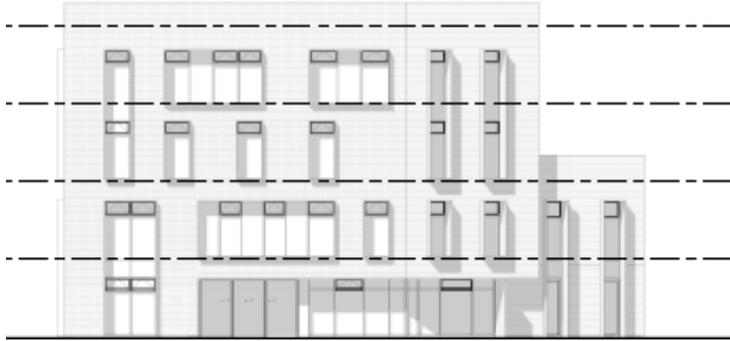
Elevational treatment and materiality

- 9.35 The architecture represents a contemporary contextualism with a language that clearly delineates, and indeed celebrates, the building’s non-residential use. It is generously fenestrated, welcoming and legible in the pattern, proportions and positioning of the openings. The primary and secondary entrances are clearly expressed, and the interface between the ground floor and the adjacent public realm suitably active and animated.



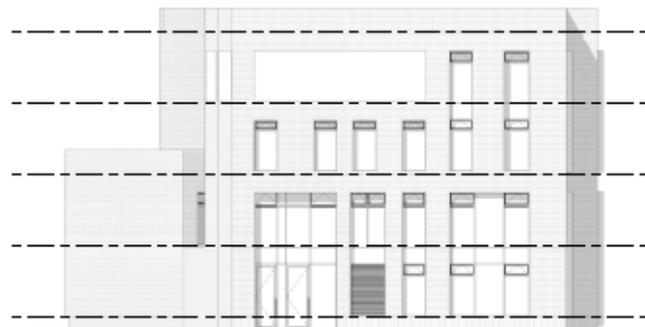
Front elevation from Liverpool Road

9.36 The facades change subtly and appropriately in response to each of the edge conditions and characteristics. The primary facade to Liverpool Road is richly animated with the public entrance into the facility being clearly annotated and ‘sign posted’, including through the landscape design. The café, to which the public would have controlled access, has a heavily glazed façade that opens directly onto the new public garden to the Liverpool Road frontage, presenting an inclusive and welcoming façade and use. The upper floors to this primary façade have been enriched by a less formal fenestration pattern that seeks to portray a welcoming, non-intimidating, mental health facility.



Proposed Front Elevation

9.37 The north facing Chillingworth Road façade is directly opposite the large and relatively tall Grade II listed building. It too has been elegantly designed containing a double height fenestration pattern, with a generously glazed staff entrance, and a formal and rhythmic fenestration pattern. To the top floor an appropriately proportioned area of ‘hit and miss’ brick work, which ventilates plant to its rear, is proposed. This adds to the façade’s richness and the building’s overall character.

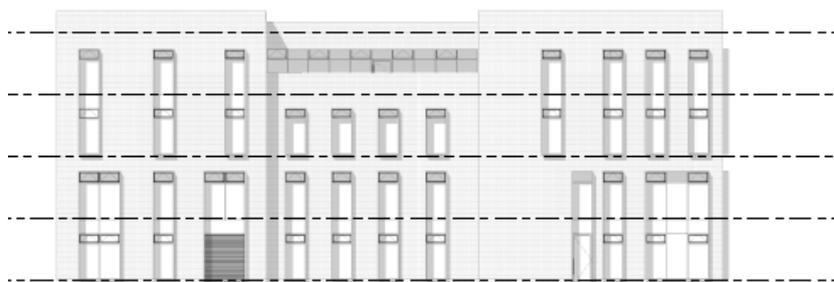


Chillingworth Road Elevation



Corner of Chillingworth/Lowther Road

9.38 A more intimate response to Lowther Road is proposed with stepped setbacks, and an effective use of multiple narrower fenestration modules, serving to reflect a ‘flank’ as opposed to a ‘front’ façade of the new building. It also provides for a suitably active and animated edge to this more secondary street.



Lowther Road Elevation

- 9.39 The relationship to the Victorian terraced houses to the east has also been sensitively addressed with the building line respected to Liverpool Road and the height reduced at this junction to the front of the site to reflect that of the adjacent homes. The façade to the east, to the flank of the adjacent home, is mostly blank where the new build sits closest to the edge the site given the need to protect residential amenity.



Front Elevation from the West

- 9.40 Fenestration does occur to the recessed set back elements to the middle of the site, including the clearstorey element to the top floor. However it includes a series of setbacks that help to break up the mass while the 'hit and miss' brickwork to the top floor to Chillingworth Road, returns on this eastern façade, creating an element of richness.
- 9.41 The ground floor to all three street edges is appropriately animated providing a well-mannered interface between this new public health facility and the adjoining public realm. This accords with guidance within the UDG including specifically para 5.48 which states that every opportunity should be taken to create street frontages that engage with the street. It goes on to advise that:
- "the interior should be organised so that there are active uses at the front, particularly on the ground floor".
- 9.42 Para 5.49 cautions against dead ground frontages stating that they should always be avoided and suggests that uses such as cafes that extend out into to the street should be encouraged. Through its introduction of street frontages and well-considered elevations that respond to each distinct context the proposal is considered to integrate well into the surrounding town- and streetscape in accordance with Policies D3 of the London Plan, Core Strategy CS9 and Development Management Policy DM2.1.

Materials

- 9.43 The materials palette is kept deliberately simple. It comprises a pale stock brick with the fenestration being an anodised bronze coloured aluminium, with white concrete trim and edging. These accord with the advice contained within the UDG as stated in para 5.111:

"The use of materials needs to be considered in terms of their innate qualities (including in relation to thermal performance), their relationship with the surrounding built environment, the articulation of the façade, and their durability and the appearance of durability".



9.44 The proposed materials are considered to be sympathetic to the surrounding context and thus acceptable in accordance with adopted policy. Nonetheless, further details would be required by condition (3) in the event that planning permission were to be granted for the proposed development.

Landscaping

9.45 The landscape design positively contributes to the setting of the new build as well as the wider context. The retention of three mature trees to the front of the site is welcomed as is the creation of a new pocket park. This has been designed to clearly signify and welcome users to the new facility from Liverpool Road, as its primary frontage, and has crafted a range of seating areas, planting clusters, and movement routes making it accessible, legible and pleasantly useable.



Front elevation with landscaped main entrance

9.46 The narrow planting strips to Lowther Road are also welcomed, adding a further richness to this secondary façade. The Urban Design Guide supports the location and layout of the open space on the site stating that: “open spaces should be clearly defined and well overlooked by the surrounding development”. Para 5.59. Para 5.60 requires open spaces to be accessible and that routes be

designed so as to align with existing or anticipated desire lines, seating positioned in sunny places, and carefully designed planting should combine to create an inclusive environment. The landscape design therefore adheres to the Council's guidance and requirements.

Impacts on Heritage Assets

- 9.47 The application is accompanied by a detailed Heritage Statement that appropriately assesses the impacts arising of the scheme on nearby heritage assets together with the significance and characteristics of each of the assets. The site lies adjacent to the Mary Magdalene Conservation Area to its southern, eastern and northern edges. Within the conservation area in the vicinity of the site are a number of listed and locally listed buildings. But the most immediate of these assets is the Grade II listed building, 14 - 16 Chillingworth Road. This large building lies immediately opposite the site's northern edge. Significant parts of it can be readily viewed from the junction of Liverpool Road with Lowther Road. This view, from Liverpool/Lowther Road looking north to the listed building, would be significantly altered with less of the listed building visually exposed than currently experienced.



View of the tower of grade II listed building

- 9.48 However, the tower element would remain highly visible and thus its landmark and orientating characteristic and function 'intact'. Furthermore, the proposed building is of a far higher architectural quality than the existing building including its poor site configuration which currently presents a hard surface service yard and parking court. The proposal would address this important and sensitive street edge with an appropriately designed and scale, form and expression, addressing the streetscape collapse as currently exists. The materials palette is suitably quiet and contextual being traditional brick with a bronze anodised aluminium fenestration furthering its compatibility with adjacent heritage assets.



Looking west along Chillingworth Road with listed building in view

- 9.49 The scheme is considered to enhance the setting of this large listed building, and the nearby locally listed buildings to Chillingworth Road, through good design, including by repairing the extensive and harmful streetscape collapse. The scheme would also retain, enlarge and enhance the open space to the Liverpool Road edge including the retention of the 3 key and mature trees on the site. This presents a soft green edge to Liverpool Road which can be viewed from those historic buildings located further to the south and east on Liverpool Road encompassing the wider context of the site.
- 9.50 The primary entrance to the complex would also be 'retained' from this primary Liverpool Road edge and clearly demarcated with appropriate hard and soft landscaping elements and architectural 'signposting'. The proposed café would also have a frontage to this open space with the potential for some overspill of tables and chairs in the warmer months being accommodated within the landscape designs. The landscaping to this edge is of a high quality of design and would enhance the setting of the adjacent Conservation Area in this location as well as that of the new building.

Design Review Response

- 9.51 While the Design Review Panel found the evolution of the building an interesting journey and considered that the site layout, the height, bulk and massing, as well as configuration of the building on the site appeared to be sound and uncontentious, they did pick up on a number of points of detailed design that require further consideration.
- 9.52 Firstly, the panel felt that while the scale of the building (at four storeys) was contextually appropriate, the extensive use of double height fenestration and metal frames gave the building a hard edge expression, particularly to the main approach from Liverpool Road, whereas the building's design should include softer, more animating, architectural forms and features. It was felt that the scheme would benefit from a more human architectural language giving it a softer and more intimate quality and to provide a more welcoming entrance. The proposal has evolved since its presentation to the DRP and these points have been addressed, in particular through the redesign of the front elevation as shown below:



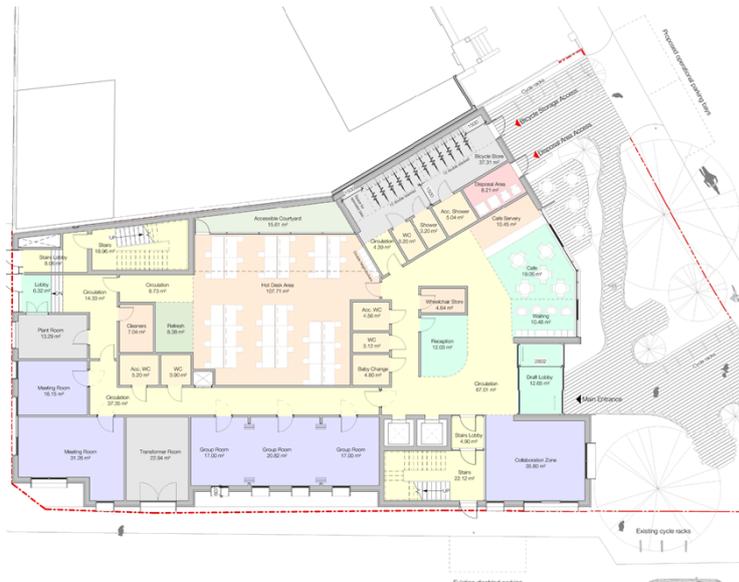
At DRP stage



Planning application

- 9.53 Furthermore, the ground floor was considered by the Panel to be somewhat problematic with insufficient natural light or visual access to 'nature'. The large bank of office desks was considered to create a particularly poor working environment given the whole of this space would only be lit by sky lights. The Panel suggested this use should either be relocated to benefit from direct access to windows to the street or garden, or to bring an external courtyard down into the space providing the office area with direct access to an open and landscaped space.
- 9.54 The rearrangement of the fenestration on the front elevation is now considered to contribute towards creating a better working environment internally with greater access to natural daylight.

The proposal has also been revised so that the ground floor office floorspace is afforded access to a small courtyard with improved outlook, ventilation and natural daylight.



Ground Floor Plan

9.55 The Panel suggested that more be made – architecturally and functionally – of the stairs and stairwells whereby they be designed in a manner that actually encourages their use while also being used as a device to bring more natural daylight down into the building and providing a more interesting space in general. It previously appeared as though they were designed to be fire escapes only rather than primary staircases for day to day use which would not have fitted with a medical related facility that is focused on improving health. On this point, the proposal has now been revised by replacing the internal wall between the collaboration zone and the staircase with a glazed element, which provides a direct view of the staircase from the outside through the collaboration zone and from the main entrance area.

9.56 The Panel considered that the landscaping would benefit from a reprioritisation with peaceful amenity and small scale intimacy through which there is ancillary pedestrian movement. ‘Niches, nooks and crannies’ were called for with a sense of intimacy and a greater sensitivity to human needs - were some of the design pointers offered. The landscaping scheme has evolved to take these points on board with the right balance between creating an intimate and secure environment now being achieved. A considerable amount of landscaping detail has been provided with the application but further detail would be required by condition in the event of planning permission being granted.



Proposed Landscaping

- 9.57 Finally, the Panel confirmed that they would expect an application to be accompanied by more contextual analysis including a study of the pattern and detailing of the surrounding buildings and for an understanding of how the proposed architecture subsequently responds and fits within its context to be presented. More drawings & details of the building within its setting, plans, sections & elevations together with 3D views would help to illustrate and explain this. These details have been presented, including axonometric views and sections and elevations in context showing how the height of the proposal responds to the surrounding townscape as well as an analysis of the surrounding materials and diagrams illustrating the architectural emphasis, patterns and rhythms of fenestration on surrounding buildings.



Proposed Elevation in Context

- 9.58 In summary, the DRP supported the ambition and the ethos of the project including the early interventions made to the scheme and the willingness to work with partner organisations towards creating a better offer for service users and providers. The Panel also supported the scheme in terms of its urban design response and qualities with a scale and massing that appears to be contextually logical. The minor design points made by the DRP have now been successfully addressed following design amendments and the submission of additional information.

Conclusion

- 9.59 The proposal is considered a well-designed scheme, involving brick building expressed in a quiet contemporary contextualism that presents well-mannered edges to the three streets it faces and to the residential flank to its eastern edge. The architecture is not reflective of a residential typology, suitably signifying a different use within the streetscape. The landscape setting to the primary frontage, including the retention of three high quality trees, enriches the scheme itself while providing high quality open space. Finally, the proposal is considered to respect and enhance the setting of surrounding heritage assets.
- 9.60 As such, in relation to design, appearance and heritage, the planning application is considered to be in accordance with relevant London Plan Policies D3 and D4, Islington Core Strategy CS8 and CS9, Development Management Policies DM2.1, DM2.3, DM2.4, DM2.5 as well as Islington's Urban Design Guide.

Neighbouring Amenity

- 9.61 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. London Plan Policy D6 identifies that the design of development should provide sufficient daylight and sunlight to surrounding housing that is appropriate to its context, whilst minimising overshadowing and maximising the usability of outside amenity space. Policy DM2.1 of the Development Management Policies (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:

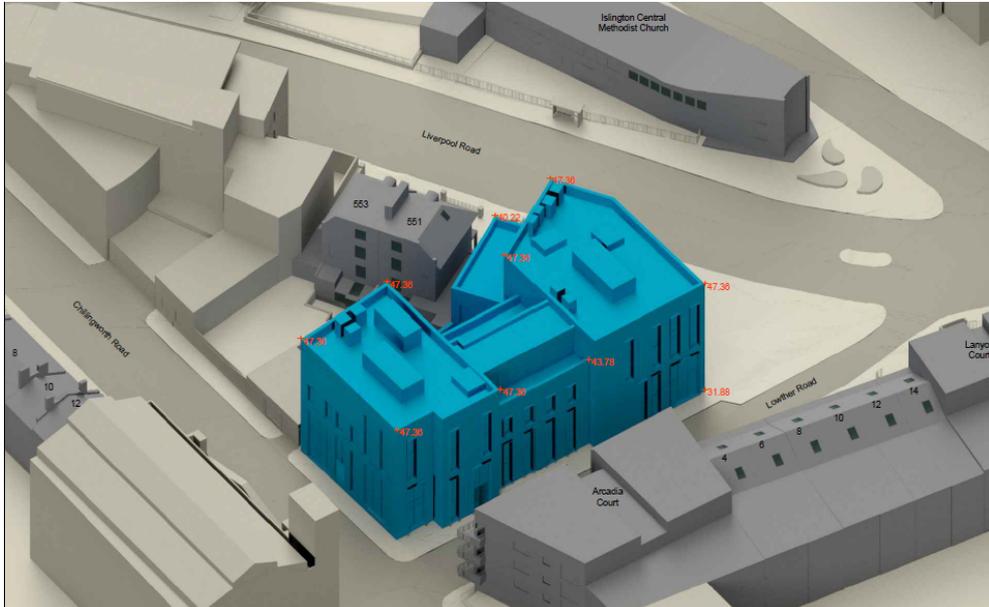
“If a living room of an existing dwelling has a main window facing within 90° of due south, and any part of a new development subtends an angle of more than 25° to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing 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 Impact on Affected Properties:

9.74 A Daylight & Sunlight Report has been submitted by Consil. The report considers the impact on all the surrounding residential windows facing the application site, which include dwellings on Lowther Road, Chillingworth Road and Liverpool Road.



Birdseye view of proposed development and surrounding properties

Liverpool Road

9.75 The only noticeably affected property on Liverpool Road in terms of daylight and sunlight impacts is 551 Liverpool Road, which forms one half of a pair of semi-detached Victorian properties that adjoin the application site on its eastern boundary. The impacts on daylight for this property have been assessed and are shown below:

			Vertical Component		Sky	No Sky Line (Daylight Distribution)		
551 Liverpool Road	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Lower Ground Floor	R1/W1	LKD	27.85	18.68	33%	27.1	25	9%
Lower Ground Floor	R1/W2	LKD	63.01	52.62	16%			
Ground Floor	R1/W1	Reception	33.66	33.78	0%	16.1	16.1	0%
Ground Floor	R2/W2	Reception	32.36	24.56	24%	15.9	13.2	16%

First Floor	R1/W1	Bedroom	32.99	32.97	0%	16.1	16.1	0%
First Floor	R2/W2	Bedroom	34.59	28.05	19%	15.9	13.9	12%
Second Floor	R1/W1	Bedroom	37.53	37.46	0%	17.3	16.2	6%
Second Floor	R1/W2	Bedroom	79.91	70.25	12%			
Second Floor	R2/W1	Bedroom	36.33	31.4	14%	14.1	12.3	12%

9.76 While two windows would experience losses of greater than 20%, their retained values are relatively high and the rooms that they serve would not experience losses of daylight as measured by the 'no sky line' that would go beyond BRE guidance. In fact the retained daylight afforded to the windows and rooms that they serve would in all cases remain unusually high for an urban location (the particularly high levels of VSC in some cases are because they are skylights, from which a greater proportion of the sky is visible). The adjoining property at 553 Liverpool Road would not experience any noticeable losses of daylight or sunlight.

Lowther Road

9.77 Properties on Lowther Road would be more noticeably affected in terms sunlight and daylight, given that the windows on the front façade of these properties look directly onto the application site. In the middle section of Lowther Road are a series of 3-storey townhouses while on either end at the junctions with Liverpool Road and Chillingworth Road are 4-storey apartment blocks, called respectively Lanyon Court and Arcadia Court. The impact on daylight to the properties in the townhouses is shown in the table below.

4 Lowther Road	Room / Window	Room use	Vertical Component		Sky	No Sky Line (Daylight Distribution)		
			Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Ground Floor	R1/W1	Home Office	25.99	14.91	43%	9.03	7.31	19%
Ground Floor	R1/W2	Home Office	0.65	0.18	72%			
First Floor	R1/W1	Bedroom	32.42	23.21	28%	8.58	4.38	49%
First Floor	R1/W2	Bedroom	9.32	3.81	59%			
Second Floor	R1/W1	Bedroom	30.62	21.63	29%	12.94	10.96	16%
Third Floor	R1/W1	Bedroom	83.91	83.91	0%	21.57	21.3	1%

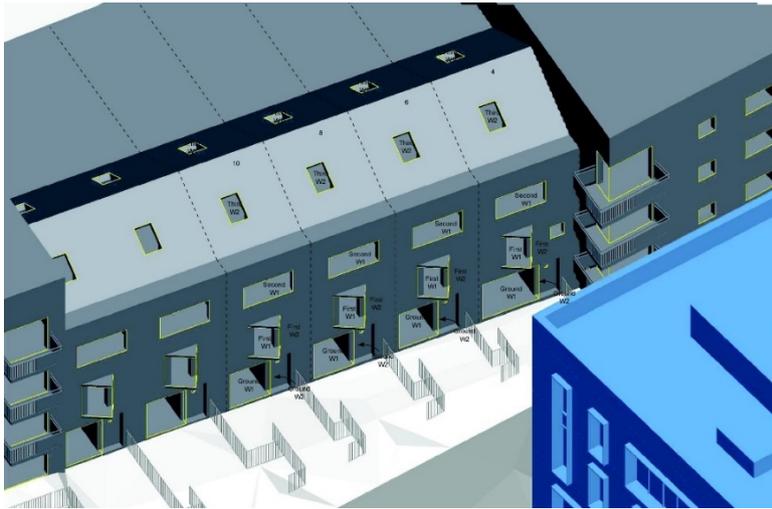
6 Lowther Road	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Third Floor	R1/W2	Bedroom	82.97	80	4%			
Ground Floor	R1/W1	Home Office	31.98	21.49	33%	6.19	6.01	3%
Ground Floor	R1/W2	Home Office	7.68	3.38	56%			
First Floor	R1/W1	Bedroom	33.9	26.85	21%	10.91	8.24	25%
First Floor	R1/W2	Bedroom	9.32	3.81	59%			
Second Floor	R1/W1	Bedroom	36.61	27.53	29%	12.95	10.96	16%
Third Floor	R1/W1	Bedroom	89.33	89.33	0%	17.91	17.91	0%
Third Floor	R1/W2	Bedroom	88.73	85.73	3%			

9.78 As can be seen from the results within the table, there are several windows that would be adversely affected by the development, i.e. with a VSC of less than 0.8 of their former value. In most cases, these windows serve rooms whose access to daylight as measured by the 'no sky line' would not be adversely affected as they would retain at least 0.8 of the former value of their daylight distribution. For example, the ground floor of these properties contains a study/home office at the front which is served by a large façade of glazed bricks, which wraps around to the entrance porch and the front entrance; notwithstanding the obscured nature of this fenestration, the large glazed area combined with the small size of the room that it serves results in daylighting to these rooms being maintained at a relatively high level.



4-6 Lowther Road

- 9.79 In two cases, one bedroom at first floor level of No 4 Lowther Road and one bedroom at first floor level of No 6 Lowther Road, the loss of daylight distribution would go beyond the 20% and would thus adversely affect these bedrooms. The windows in question are essentially triangular-shaped bay windows with one larger window pane and one smaller window pane. In both cases, the principal window to these room maintain a relatively high level of VSC, as shown in the table above.
- 9.80 The other townhouses along Lowther Road would not be adversely affected by the development as they are closer to Liverpool Road at which point the proposed development steps back from the street leaving an area of undeveloped land which is reserved for landscaping and the 'pocket park'. Lanyon Court, the apartment building on the Liverpool Road / Lowther Road junction would not be adversely affected by the proposed development in terms of loss of daylight or sunlight for similar reasons.

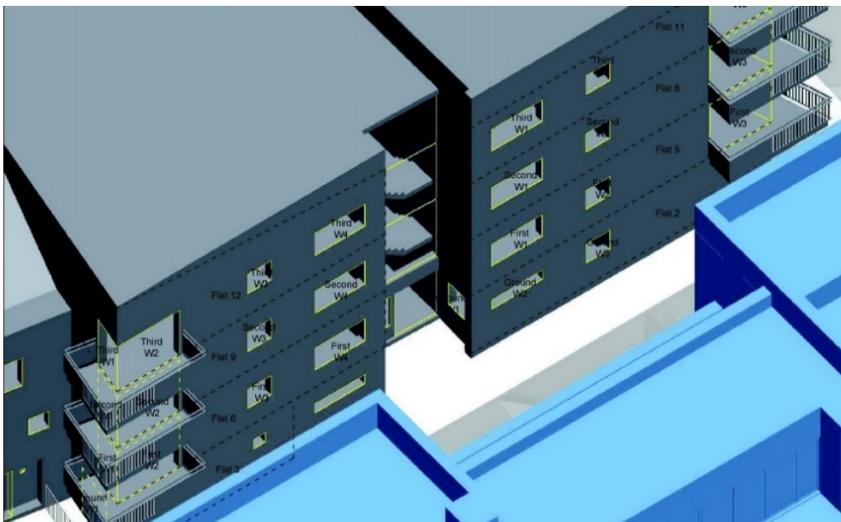


Affected windows at 4-6 Lowther Road

- 9.81 The properties most affected by the proposed development in terms of sunlight and daylight are found in Arcadia Court. The dwellings within this building face the development site and in most cases currently have a relatively clear view over an undeveloped part of the site. Introducing a 4-storey building opposite them on the subject site would unsurprisingly have more significant impacts on daylight afforded to them.

Arcadia Court (Flats 2, 3, 5 & 6)	Room / Window	Room use	Vertical Component		Sky in Percentage reduction VSC	No Sky Line (Daylight Distribution)		
			Existing (%)	Proposed (%)		Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Ground Floor (2)	R1/W1	Bedroom	12.29	7.27	41%	8.59	4.67	45%
Ground Floor (2)	R1/W2	Bedroom	32.37	13.41	59%			
Ground Floor (2)	R1/W3	Kitchen	31.93	13.94	58%	6.3	2.4	62%
Ground Floor (3)	R1/W1	Bedroom	13.08	12.16	7%	15.47	14	10%

First Floor (5)	R1/W1	Bedroom	34.56	16.35	53%	9.34	3.46	63%
First Floor (5)	R2/W2	Kitchen	34.2	16.55	52%	6.37	2.4	62%
First Floor (5)	R3/W3	Reception	18.36	6.07	67%	14.43	14.43	0%
First Floor (5)	R3/W4	Reception	14.78	14.78	0%			
First Floor (6)	R1/W1	Reception	11.34	10.08	11%	16.29	11.08	32%
First Floor (6)	R1/W2	Reception	17.03	1.37	92%			
First Floor (6)	R2/W3	Kitchen	34.13	15.52	55%	6.3	1.9	75%
First Floor (6)	R3/W3	Bedroom	34.74	16.25	53%	9.51	2.95	69%



Arcadia Court – Affected Windows

- 9.82 There are a number of adverse impacts in terms of daylight that need to be fully considered here. At ground floor level, one of the bedrooms and the kitchen of Flat 2 in Arcadia Court would experience significant losses of daylight. While the two main windows tested would retain comparable levels of VSC (at approx. 13%) for an inner London location, the losses of daylight distribution for bedroom and kitchen are at some 50%, which is quite considerable. This is partly due to the size of the windows in relation to the rooms they serve, partly due to the undeveloped nature of the subject site in its current situation as well as the narrow width of Lowther Road. It is arguable whether kitchens in this instance should be counted as habitable rooms and indeed relevant guidance suggests that they should not be given that they are small galley kitchens. Nonetheless, these losses need to be considered as shortcomings in the planning application and weighed up in the overall planning balance.
- 9.83 Similarly, at 1st floor level, Flat 5 has its kitchen and one of its bedrooms facing the application site. Given similar flat layouts across floors, these rooms would understandably also be affected by the proposal with losses of VSC at around 50% and losses of daylight distribution around 60%. Again the retained levels of VSC are not considered particularly low (at around 16%) but the losses of daylight distribution are not insignificant. It should be noted that all of these dwellings also have habitable accommodation including living rooms that have an aspect away from the subject site and are thus not affected by the proposed development. While there are significant impacts to

some windows serving reception/living rooms (particularly high in some cases due to the presence of overhanging balconies), these all benefit from secondary windows which help to reduce impacts on daylight as shown in the table above. Moreover, there are also larger/master bedrooms facing away from the development site in each of the dwellings in Arcadia Court that would not be affected by the development (which are not included in the table).

Arcadia Court (Flat 8)	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Second Floor	R1/W1	Bedroom	36.41	20.73	43%	9.34	4.71	49%
Second Floor	R2/W2	Kitchen	36.1	20.82	42%	6.3	2.9	54%
Second Floor	R3/W3	Reception	20.67	9.01	56%	15.7	15.7	0%
Second Floor	R3/W4	Reception	17.19	17.19	0%			
Arcadia Court (Flat 9)	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Second Floor	R1/W1	Reception	15.4	14.01	9%	16.29	11.57	29%
Second Floor	R1/W2	Reception	19.16	3.26	83%			
Second Floor	R2/W3	Kitchen	36.51	20.34	44%	6.3	4.03	61%
Second Floor	R3/W4	Bedroom	36.82	21	43%	9.51	4.47	53%
Arcadia Court (Flat 11)	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Third Floor	R1/W1	Bedroom	37.69	26.42	30%	9.34	8.03	16%
Third Floor	R2/W2	Kitchen	37.44	26.27	30%	6.3	3.97	37%
Third Floor	R3/W3	Reception	36.82	28.37	23%	18.2	18.2	0%
Third Floor	R3/W4	Reception	32.9	32.9	0%			

Arcadia Court (Flat 12)	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Third Floor	R1/W1	Reception	37.1	35.61	4%	16.29	13.36	18%
Third Floor	R1/W2	Reception	38.29	26.37	31%			
Third Floor	R2/W3	Kitchen	38.14	26.73	30%	6.4	4.88	24%
Third Floor	R3/W4	Bedroom	38.04	26.93	29%	9.51	7.79	18%

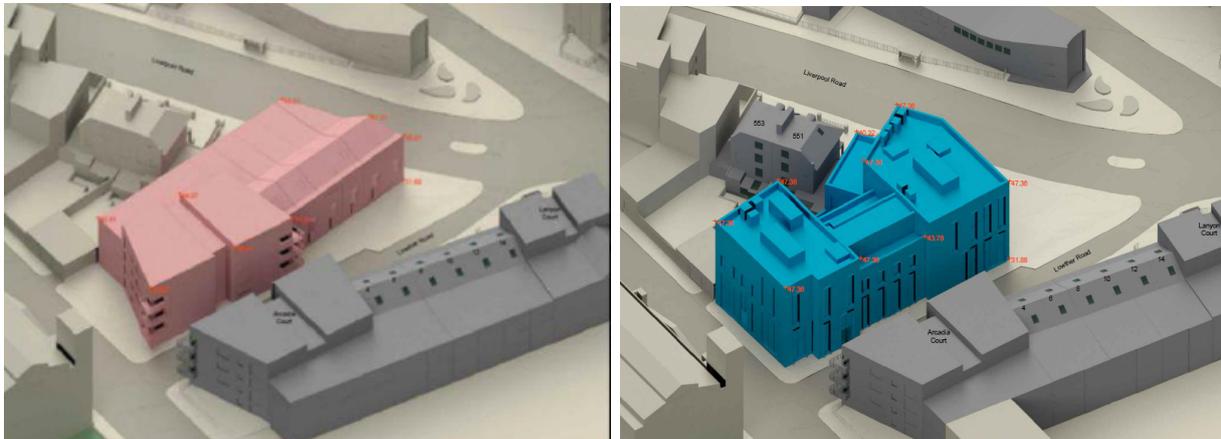
9.84 In any case, considerable losses of VSC and daylight distribution are also experienced by bedrooms and kitchens in Flat 6 at 1st floor level as well as Flats 8 and 9 at 2nd floor level, as shown in the tables above. As you move up the building, impacts understandably get less significant, so at 3rd floor level losses of daylight distribution to the rooms facing the application site are within acceptable limits apart from the kitchens which still experience losses of daylight beyond 20%. However in these cases, the retained levels of the VSC to the kitchen windows are relatively high (at almost 27%) so these would not generally be considered to be adversely affected. In total, 21No. windows affecting 14No. habitable rooms (including kitchens) in Arcadia Court would be adversely affected as a result of the proposed development. If you exclude kitchens, then a total of 7No. rooms would be adversely affected in Arcadia Court.

9.85 An exercise has been undertaken, to compare other development scenarios to understand what the impacts on these windows and rooms would be if the proposal were to be amended. For example, the proposal has been modelled as a 3-storey building and then the daylight impacts on Arcadia Court assessed as a result. It can be concluded that all of the windows to habitable rooms tested within Arcadia Court across ground to 2nd floor that did not meet BRE standards would still not meet BRE standards. In other words, the retained level of VSC to all of those affected windows within Arcadia Court would still be below 0.8 of their former value, i.e. losses greater than 20%, if the proposed development was reduced by a whole storey. Moreover, losses in the 3-storey scenario are only slightly better (or less adverse), so that windows would still experience losses of VSC up to 85% with daylight distribution losses of up to 66%.



9.86 It should be stressed that a 3-storey building would not necessarily be the preferred townscape solution as it would in some cases involve residential buildings in the surrounding area stepping down towards an important civic building, which would appear somewhat squat in the landscape. Moreover, this scenario would push a considerable amount of space into the basement creating a poor standard of accommodation and would evidently have economic and financial consequences. A further scenario has been modelled involving a proposal where the building goes up to the Liverpool Road frontage with more massing on the frontage stepping down to the rear. This scenario results in similar impacts with comparable losses of daylight and worse impacts in some cases on the other Lowther Road properties located towards Liverpool Road.

- 9.87 Other scenarios have also been tested including a mirror-massing approach as well as a scenario involving the removal of the balconies which currently are an impediment to daylight to some of the reception/living rooms. Mirror massing involves modelling a replica of the neighbouring building being tested and placing it onto the development site and using that as a baseline. One then compares that baseline situation with the building actually being proposed to calculate the difference between the 'mirror/replica' building and the proposal as shown below.



Mirror massing

- 9.88 Evidently, the application proposal would have greater impacts on daylight to Arcadia Court than a mirror massing replica as it is slightly (up to 3m) taller with a bigger mass closer to the Lowther Road / Arcadia Court properties. A total of 4 'secondary' bedroom windows and 1 reception/living room would fail the BRE test when applying the mirror massing approach. Finally, the removal of the balconies results in some betterment in terms of daylight impacts, nonetheless 3 reception/living rooms would still experience adverse impacts on daylight distribution.
- 9.89 None of the other properties in the surrounding area would experience noticeable adverse impacts as a result of the development in terms of daylight. It is clear from the assessments carried out that Arcadia Court would be the most affected property in terms of loss of daylight. While there are noticeable adverse impacts on daylight to dwellings within 4-6 Lowther Road, the real impact would be felt in Arcadia Court. As the information provided demonstrates, the most considerable impacts on daylight are on 'secondary' bedrooms and kitchens (which are generally not included as habitable rooms). Moreover, the retained levels of daylight in many cases are relatively high, particularly for an inner-London context.
- 9.90 The application also demonstrates a number of mitigating circumstances that seek to justify the daylight impacts on Arcadia Court. As discussed, some of these are certainly worthy of consideration. Nonetheless, there are several adverse impacts to daylight afforded to habitable rooms in Arcadia Court which need to be fully considered and weighed up in the planning balance for this planning application.

Affects on Sunlight

- 9.91 Given the orientation of the buildings involved, in particular that the most-affected windows have a north-easterly orientation, sunlight to these windows is not considered to be adversely affected. However, there are some windows within Arcadia Court as well as on Chillingworth Road which have a southerly orientation and would be impacted by the proposed development in terms of loss of sunlight.
- 9.92 As can be seen from the table below, losses of greater than 20% of annual probable sunlight hours are experienced in a bedroom in Flat 2 at ground floor level as well as a reception/living room in Flat 6 at 1st floor level. Moreover, in both cases the rooms would receive less than 25% annual probable sunlight hours with a reduction in sunlight received over the whole year greater than 4%

of annual probable sunlight hours. As such, both rooms are considered to experience adverse impacts as a result of the development in terms of loss of sunlight.

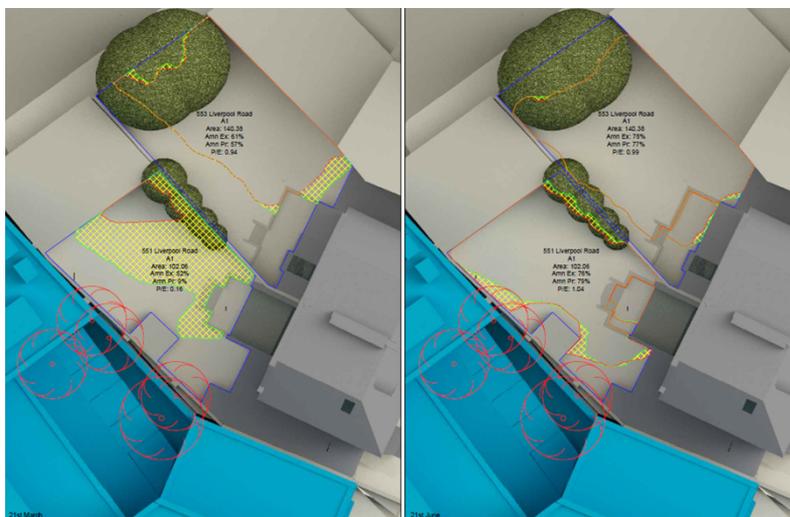
Arcadia Court (Flats 2, 3, 6, 9&12)	Room Use	Annual (APSH)			Winter (WPSH)		
		Existing	Proposed	% Reduction	Existing	Proposed	% Reduction
Ground Floor (Flat 2)	Bedroom	20	6	70%	1	0	100%
Ground Floor (Flat 3)	Bedroom	25	21	16%	7	6	14%
First Floor (Flat 6)	Reception	19	13	32%	8	8	0%
Second Floor (Flat 9)	Reception	31	25	19%	15	15	0%
Third Floor (Flat 12)	Reception	81	76	6%	26	26	0%

9.93 A number of windows in properties on Chillingworth Road have also been tested for sunlight impacts as they face southwards onto the application site. However, all of these windows would retain high levels of annual and winter sunlight hours and thus would not be considered to experience adverse impacts in terms of losses of sunlight. In summary, the proposal would result in adverse impacts in terms of loss of daylight and sunlight to a number of properties within Arcadia Court on Lowther Road which need to be fully understood in the consideration of this planning application.

Overshadowing

9.94 The proposal would result in the overshadowing of part of the rear gardens of 551-553 Liverpool Road, which also needs to be taken into consideration. The BRE guidance recommends applying the following test when assessing impacts on sunlight & overshadowing of gardens/amenity space:

“It is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least 2 hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above, and the area which can receive 2 hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least 2 hours of sunlight on 21 March.”

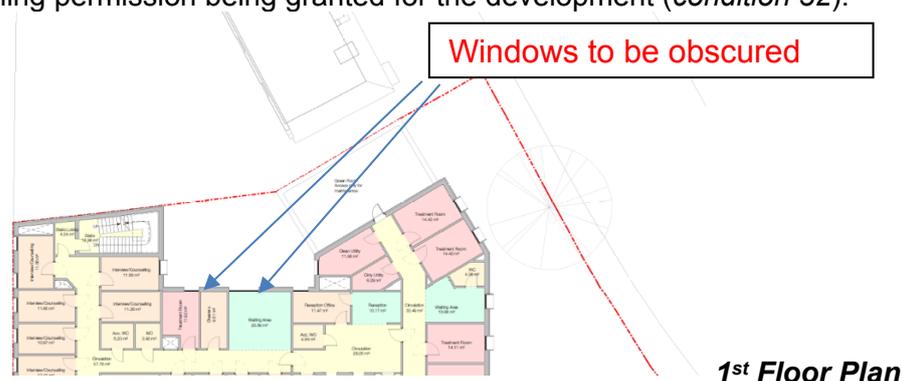


Overshadowing of gardens on 21st March and 21st June

- 9.95 Both rear gardens have been assessed for overshadowing using the two hour sun on ground test explained above. These gardens are to the north and north-west of the respective properties meaning that properties themselves cast shadows in the morning. The site is located directly to the south of the gardens meaning that it is highly likely that there would be some additional shadowing as a result of any form of redevelopment of the site. The area hatched in yellow is the area that would now no longer receive at least 2 hours of sunlight (21st March on the left, 21st June on the right).
- 9.96 It can be confirmed that 553 Liverpool Road would meet the guidance when assessed on March 21st and June 21st, with at least half of the garden receiving at least two hours of sunlight. 551 Liverpool Road, which is located immediately adjacent to the site, would however experience more notable reductions on March 21st, with the area receiving at least 2 hours of direct sunlight reduced from 69% to 11%. On June 21st, when the garden is likely to be used more frequently, 85% of the area would receive at least 2 hours of direct sunlight. However, the losses experienced on the 21st March need to be fully considered when weighing up the planning balance for this planning application.

Overlooking

- 9.97 Development Management Policy 2.1 states that ‘to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’.
- 9.98 The proposed building is bordered by public highway to the south, west and north and thus overlooking to properties on the opposite side of Chillingworth and Lowther Road would not normally need to be considered. This is principally because windows facing a public highway are already overlooked and to an extent form part of the public realm. One of the windows at ground floor level of Arcadia is a high-level bedroom window which has been designed to prevent overlooking given that it is at street-level with no defensible space. This room is also adversely affected in terms of losses of daylight and sunlight and as such it is considered necessary to protect privacy in this instance in order to reduce the cumulative impacts on this neighbouring residential dwelling. The 1st and 2nd floor windows of the proposed development that directly face the affected property could have obscured glazing up to a certain height in order to reduce the possibility of direct overlooking and thereby protect privacy. Details for this could be required by way of condition (32) in the event of planning permission being granted.
- 9.99 On the application site’s eastern boundary are a pair of Victorian properties (551-553 Liverpool Road) that have windows facing the application site within an 18m distance. There is no public highway dividing the windows and thus overlooking should be fully considered. While the windows within the proposed development are generally at quite an oblique angle to the windows within this neighbouring property, the proposed development is considered to result in a loss of privacy particularly to the glazed conservatory in the neighbouring property. As such, it is proposed that two windows at 1st and 2nd floor level would need to be fully obscured as shown on the plan below, in the event of planning permission being granted for the development (*condition 32*).



9.100 Finally, a roof terrace has been provided at 3rd floor level which could result in overlooking to neighbouring properties if not properly managed. As such, the applicants have submitted revised plans and elevations showing screening around the roof terrace, which would be secured by way of condition in the event of planning permission being granted for the proposed development.



Third Floor Plan

Noise & Disturbance

9.101 Rooftop plant is proposed on the application building. The plant enclosure would be some distance away from the closest residential building. The noise report includes a baseline sound survey which sets out typical background levels for the area. A 3-hour noise survey was carried out by the applicant and a further 24-hour survey was used for a recent development on Chillingworth Road. The average daytime background noise level measured by the L_{AF90} has been assessed as being 44dB, while at night this is reduced to 35dB. Environmental Health officers consider the survey results to be acceptable and advise that a noise condition be attached if permission were granted to restrict noise from the plant to at least 5dB(A) below the background noise level. Plant noise should be conditioned (No 11) as below:

"The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq Tr}$ arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90 Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014."

9.102 A further condition (12) is also proposed which would require a report to be submitted and agreed, which verifies the methodology and results of the above-mentioned plant noise condition so that in the event that permission is granted and the application implemented there is assurance that the plant noise remains below background noise levels.

9.103 Furthermore, the proposal involves a potentially significant increase in the number of visitors and staff to the site. The site currently caters to some 723 patients, which roughly equates to approximately 3,000 visits a year. While the applicants have stated that in the short-term they would expect a similar number of visits each day, the potential maximum capacity has also been calculated to get an understanding of the maximum potential impact on noise and disturbance and impact on surroundings. Some misunderstanding has ensued from figures in the Transport Statement which stipulated a theoretical maximum of 261 appointments a day, which assumed every room in the building would be used concurrently and at maximum capacity. In practice, it is anticipated the increased size of the proposed development would instead enable a greater range

and quality of care and support to be provided to a similar number of service users as presently use the facility.

- 9.104 As such, individual appointments would continue to vary day-to-day and would likely be significantly less than the above-referenced 261 a day. As a starting point, it is anticipated the proposed building would continue to serve approximately the same number of individual service users for an estimated upper limit of 225 attended appointments per week, with a potential to increase beyond that. On top of this, it is expected that up to 78 members of staff would work at the facility on a daily basis. While this is a significant increase from what is there at the moment, this is not considered to be an unusually high number of visitors for a medium-sized medical facility.
- 9.105 An average visitor to the site is expected to come on foot, enter the building and then leave after some time in an orderly manner. However, some neighbouring occupiers have complained of several incidents over the years, which resulted in a significant amount of noise and disturbance. While this will be discussed in a bit more detail in subsequent paragraphs of this report, it is considered that these incidents are isolated events which are not necessarily likely to become more frequent following an increase in the site's capacity.
- 9.106 In fact, following the removal of the dead spaces from the existing building, an increase in passive surveillance from the proposed building, an increase in the number of staff on site and with a larger internal floorspace where one can address any potential anti-social behaviour, there is an argument to be made that an improved facility like the one proposed has the potential of reducing noise and disturbance affects on surrounding residential occupiers. Moreover, the hours of operation for the proposed facility would generally be from 8am to 5pm Monday to Friday with the potential of closing beyond working hours at 8pm in order to allow for the agile working space to be used by NHS staff. These hours of operation would be restricted by condition to ensure that residential amenity is suitably protected (*condition 33*).
- 9.107 Finally, the building features two small roof terraces at third floor level, which could have the potential for noise nuisance. One of these faces the street while the other one faces the properties on Liverpool Road to the east. The latter one would be screened to reduce overlooking as well as the potential for noise and disturbance. There is also an area of flat roof at first floor level, though it is not intended to be used for amenity purposes. As such, a condition is recommended (*13*) to allow maintenance access only.

Other impacts

- 9.108 Objections from neighbouring residential occupiers also include reference to 'anti-social behaviour' from the every-day operation of the proposed use. There appear to be have been several incidents over the years at the existing mental health facility that have caused distress to neighbouring residential occupiers. It would appear from discussions with the Metropolitan Police that these would have been isolated incidents. Nonetheless, this has affected neighbouring residents and should be taken into consideration as part of this planning application. The nature of the existing site, which is occupied by a relatively small building with larger areas of open space and an area of open and poorly-overlooked car parking, is certainly not ideal in terms of enabling a safe and secure environment. Neither does the site with its barbed wire and dead frontages create a particularly harmonious relationship with its neighbours.
- 9.109 It is considered that for this planning application to be acceptable and successful the opportunity to create a well-managed facility that is more agreeable to its neighbours needs to be fully realised. On the one hand, a building with improved facilities, high quality and inclusive internal spaces and good quality, functional and well-overlooked external spaces lends itself more successfully to preventing nuisance and promoting well-being, but there also need be more concrete measures in order for the facility to integrate more harmoniously in to its surroundings going forward.
- 9.110 As such, the applicants have proposed to more successfully and thoroughly employ both CCTV and security lighting with full details being required by conditions (*9 and 31*) in the event of planning

permission being granted. Moreover, the applicants have agreed to have regular meetings with neighbours. Through this process, the neighbours will be given a dedicated Trust email address to allow direct communication on any local security issues, with emails being picked up during office hours by a senior manager on duty. It is also proposed to hold regular Lowther Road Neighbours' Meetings where neighbours can discuss any security concerns and areas of progress with Trust staff, but also look at ways in which the space at the centre could be used to support the wider local community's wellbeing. The neighbourhood police officer will also be invited to join these meetings. Details of these commitments will be required by condition (14).

- 9.111 The Design out Crime Group from the Metropolitan Police have also 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 (31). 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).

Outlook

- 9.112 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. Given the relatively open nature of much of the existing site, the development of a 4-storey building on the site will undoubtedly affect neighbours' outlook from their properties. However, the proposed building is sympathetic in terms of height and massing and relationship with surrounding townscape and its introduction on an urban corner plot is not considered in this respect to create an unusual or unreasonable relationship to surrounding properties on Lowther Road or Chillingworth Road.
- 9.113 In terms of properties on Liverpool Road, the two semi-detached Victorian properties neighbouring the site have a rear outlook and rear garden which look onto the subject site. The introduction of a four-storey flank eastern elevation is considered to have a significant impact on their outlook. In order to soften this edge and mitigate against potential impact on outlook, it is suggested that the landscaping includes the provision of a green wall along this flank which is properly managed and maintained with details secured by condition (*condition 23*).

Construction Impacts

- 9.114 While construction impacts arising from a development are not on the whole a material planning consideration, a number of residential occupiers residing in properties neighbouring the site have raised concerns about the impacts on their lives from the demolition and construction impacts. In particular, concern has been raised about demolition and construction works during Covid-19 lockdown.
- 9.115 It is not considered to be a particularly challenging site to construct on, given its 3 frontages onto adopted highway. Nonetheless, construction could indeed result in noise, disturbance, dust and vibration impacts among other things which can be minimised if managed properly. As such, 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.

Conclusion

- 9.116 In conclusion, the proposed development is considered to result in adverse impacts in terms of loss of daylight and sunlight on a number of properties on Lowther Road as well as overshadowing of the rear gardens of Liverpool Road but these adverse impacts are outweighed by the overall benefits of the proposal. It is considered that other impacts of the proposal on privacy, outlook, construction, noise and disturbance can be successfully managed and mitigated in the context of this planning application subject to appropriate conditions and relevant obligations in the section

106 agreement in accordance with relevant London Plan Policies and Islington Policy DM2.1 (Design).

Highways and Transportation

- 9.117 The site has an excellent PTAL (Public Transport Accessibility Level) of 6a and is served by several bus routes within walking distance on Holloway Road and Liverpool Road. Several railway stations, including Highbury & Islington and Drayton Park are also within walking distance. The closest London Underground station is Holloway Road which is 440m away. An east-west cycle route runs along the southern boundary of the site and Holloway Road is served by a strategic cycle route. The site is well-connected by foot or on bike and is considered to be very accessible by public transport. The site is within the Barnsbury North CPZ with restricted parking during weekday working hours and weekends on matchdays.
- 9.118 Chapter 10 of the new London Plan (2021) 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 with chapter 7 setting out transport policies in the emerging Local Plan Policies.
- 9.119 The applicants have submitted a Framework Travel Plan which recommends a significant reduction in car journeys and increase in journeys by foot or bike to the site over a period of 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.
- 9.120 The proposal results in the loss of the existing car parking on site and the proposal would be car-free except for the on-street wheelchair accessible bay and the two NHS operational parking bays, which would be secured by condition. A valid case has been made to allow for these on-street bays to be incorporated into the proposal to allow staff to make care in the community visits. While the majority of staff and visitors would access the site by public transport, bicycle or on foot there may be some that make the journey by car. The area is controlled by a CPZ which limits parking during working hours to resident permit holders only. The applicants have also submitted a car parking survey which demonstrates that there would in any case be considerable daytime parking capacity, which could easily accommodate the two NHS operational bays and any drop-off or wheelchair accessible parking spaces necessary for the development.
- 9.121 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 medical facilities with considerable servicing and delivery requirements.
- 9.122 The application is accompanied by a Transport Statement which provides details of the proposed delivery and servicing arrangement. It is anticipated that the development would be served by 1-2 deliveries per day with servicing and delivery taking place from the street in the existing spaces available. The main vehicular activity would be from the two NHS operational vehicles for which there would be two dedicated parking bays discussed above, and it is not considered necessary to require further on-site servicing / delivery bays. That being said, a condition is recommended in the event that planning permission is granted that would require further details of times, frequency and location of delivery and servicing vehicles to ensure that the servicing of the facility is carried out in the safest and least disruptive way.
- 9.123 The application includes the provision of 26 long-stay cycle parking spaces within the ground floor parking store and a further 24 short-stay cycle parking spaces would be provided in the amenity

space at the front of the site. The number of cycle parking spaces proposed complies with policy requirements and would be secured by condition in the event of permission being granted.

- 9.124 The proposal is considered to be acceptable in terms of highways impacts and sustainable transport options, subject to conditions on cycle parking (8), servicing/delivery (20) and construction logistics/management (5). The application sets out adequate provision for 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 in terms of transport / highways subject to conditions and S106 contributions.

Inclusive design

- 9.125 London Plan Policy D5 (previously 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.
- 9.126 In terms of accessible transport, accessible parking bays must be provided for every 33 employees. The development would contribute towards the provision of 3No. accessible parking bays. Though these can not 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 the form of a financial contribution towards accessible transport infrastructure. A taxi drop-off bay would also be provided on-street and this would be secured through a legal agreement. In terms of cycle parking, details of the storage layout and types of rack would be required by condition (19) in the event of planning permission being granted to ensure that accessible/non-standard cycles are properly catered for.
- 9.127 The internal spaces, including corridor and door widths as well as treatment and consulting room dimensions have been designed with inclusivity in mind and would meet relevant standards. Most points raised by the Council's access officers to internal layouts have now been addressed though further detail has been requested with regard to the entrance features, sanitary facilities and some circulation spaces (*condition 19*). In terms of outdoor spaces, the seating areas should provide choice and comfort. The inclusive design features including accessibility of outdoor spaces such as routes to the main entrance and seating arrangements would be required by condition (23) in the event of planning permission being granted. 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*).
- 9.128 As such, if members considered that the application were acceptable, an inclusive design condition (19) should be attached to any permission requiring submission of details of inclusive design features such as accessible cycle storage, sanitary facilities and the main entrance to be submitted in order to demonstrate compliance with the requirements of Policy DM2.2 and the Inclusive Design SPD.

Energy and Sustainability

- 9.129 The new London Plan Policy SI.2 stipulates for new developments to aim to be zero carbon with a requirement for a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. Policy SI.2 also requires all development proposals to contribute towards climate change mitigation by reducing carbon dioxide emissions by 35% through the use of less energy (be lean), energy efficient design (be clean) and the incorporation

of renewable energy (be green). Moreover, where it is clearly demonstrated that the zero carbon figure can not be achieved then any shortfall should be provided through a cash contribution towards the Council's carbon offset fund. The new London Plan has only recently been adopted so the applicant's energy strategy has focused on meeting adopted local policies, which are broadly in line with new London Plan Policies.

- 9.130 Policy SI.4 'Managing Heat Risk' of the new London Plan requires for development proposals to minimise adverse impacts on the urban heat island through design, layout, orientation, materials and the incorporation of green infrastructure. Policy SI.7 'Reducing waste' states that resource conservation, waste reduction, increases in material reuse and recycling, and reductions in waste going for disposal will be achieved by the Mayor, waste planning authorities and industry working in collaboration to promote a more circular economy that improves resource efficiency and innovation to keep products and materials at their highest use for as long as possible.
- 9.131 Core Strategy Policy CS10 requires it to be demonstrated that new development has been designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO₂ emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO₂ emissions should be offset through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.

BE LEAN (Energy efficiency standards)

- 9.132 The Council's Environmental Design SPD states 'The highest possible standards of thermal insulation and air tightness and energy efficient lighting should be specified'. 'U values' are a measure of heat loss from a building and a low value indicates good insulation. The proposed U-values for the development are: external walls = 0.14w/m²k, roof = 0.13w/m²k, floors = 0.11 w/m²k and glazing = 1.41w/m²k. These U-values are consistent with (and improvements on) the values suggested in the Council's SPD. The air tightness would be 3.0³/m²/hr.
- 9.133 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)

- 9.134 Development Management 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. The Energy Statement confirms that the proposed development is not within 500m of a DEN, which removes the requirement for connection. The revised Energy Statement states that the building will be heated via an underfloor heating system, making it suitable for future connection to a DEN. There will also be sufficient differential temperature in the flow and return pipework.
- 9.135 The revised Energy Strategy also states that 'the proposed building will comply with the Appendix A of the Environmental Design Guide'. A schematic of the Space Heating system has been provided which includes 'Detail – Future District Heating Connection Arrangement'. The applicant has now confirmed in writing that the proposed scheme is being designed with flow and return pipes entering the site boundary and extended to the building in the ground floor level tank room. From the ground floor the proposed network will rise up in the third floor boiler room for future connection to new plate heat exchangers. Sufficient space in the plant room has been allowed to accommodate future new plate heat exchangers.

BE GREEN (Renewable Energy Supply)

- 9.136 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 4kWp 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 optimised. In line with new emerging and adopted policy however, it is considered that there may be further opportunities to maximise solar PVs. As such, in the event of planning permission being granted, further details would be required by condition (29) to demonstrate how solar PVs have been maximised.
- 9.137 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.
- 9.138 A draft Green Performance Plan has been submitted (as an Appendix to the Sustainable Design & Construction Statement), which includes 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.
- 9.139 It is recommended that the s106 legal agreement includes the requirement for the submission of a final GPP to include measurable water and energy targets and for a final post occupation Green Performance Plan to be submitted to the Local Planning Authority following an agreed monitoring period.
- 9.140 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.
- 9.141 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.'*
- 9.142 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 43.22% in CO2 emissions from a 2013 baseline. A 15.30% reduction is achieved at the 'Be Lean' stage meeting the 15% requirement in the London Plan. This achieves the London Plan target. The application also results in a 30.1% reduction in total (regulated and unregulated) carbon emissions from a 2013 baseline, which achieves the policy target of 27%.

- 9.143 The sum of regulated emissions (after Be Lean, Be Clean & Be Green) and the un-regulated emissions are 34.29 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 £32,505.
- 9.144 Sustainability features: Through the incorporation of sustainable design and construction methods, energy, water and waste saving measures the proposed development is considered to be environmentally sustainable. The building has been designed to minimise the risk of overheating and the consequent reliance on cooling or mechanical ventilation. The ecology of the site will be enhanced through the protection of the most valuable ecological assets on site and the provision of new well-chosen biodiversity features.
- 9.145 The application includes objectives to minimise waste generated on site during demolition and construction and to maximise the use of recycled materials. Furthermore, building materials will be sourced locally to reduce transportation pollution and support the local community. Materials will be selected based on the environmental impacts as far as is practical. Finally, the development will achieve a BREEAM 'New Construction' (2018) rating of no less than 'Excellent', which will be secured by condition (17).
- 9.146 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.
- 9.147 A TM52 Thermal Comfort Report has been submitted. Thermal modelling has been carried out using appropriate software and London DSY1 weather data. The results have been assessed against the criteria of TM52. A number of rooms are shown to fail against the criteria of CIBSE TM52 in 2020 and 2050 and active cooling has been specified for these areas. Once the active cooling is applied no areas are at risk of overheating against the criteria of CIBSE TM52. One treatment room that is not at risk of overheating also has active cooling specified for operational reasons.
- 9.148 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. The proposed development will reduce the drainage run-off by use of a below-ground attenuation tank and permeable paving. The proposed run-off rate for the site would equate 2.0l/s, which is considered to comply with policy.
- 9.149 Further detail in relation to the Drainage Strategy will need to be provided in order to ensure that water-attenuation is maximised. These details shall include: (i) the calculation of the storm water storage required for the 1 in 100 year storm plus climate change allowance; (ii) the location and size of the attenuation tank to ensure the volume is sufficient; (iii) consideration of the use of SUDS as part of the landscape design where possible, through bioretention areas and tree pits as well as rainwater harvesting in the form of water butts to irrigate soft landscaping areas; (iv) the use of blue roofs combined with the green roofs to provide irrigation for the green roofs. These details would be required by conditions (7, 16 and 23) in the event that planning permission is granted.

Conclusion

- 9.150 The planning application includes a number of energy efficiency, renewable and green energy and sustainability measures that would deliver a sustainable form of development subject to planning conditions and appropriate planning obligations in accordance with London Plan Policies SI.2 and

9.155 The proposal includes landscape features along the side of the building on the Lowther Road frontage as well as green roofs and the potential for green walls. Moreover, the application includes a significant amount of landscaping detail including tree and plant species and an Ecological and Landscaping Management Plan, which provide comfort that the amenity and ecological aspects of the proposal will be successfully implemented. Nonetheless, further details including details of hard landscaping, inclusive design features, SUDS, green walls and boundary treatment among other things will be required by condition (23) in the event of planning permission being granted.



View of Landscaped Entrance

9.156 The tree 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 garden space in accordance with Development Management Policies DM6.3 and DM6.5.

Planning Obligations, Community Infrastructure Levy and local finance considerations

9.157 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.

9.158 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.

9.159 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 £34,749 to cover costs of repairs to the footway and £30,835 for repairs to the highway (total £65,584). This ensures funds are available for the repair and reinstatement 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: 2. 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: £10,000
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of: £1,788 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 £32,505.
- 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 3 accessible parking bays or a contribution of £6,000 towards accessible transport measures.
- Provision of a drop-off bay.
- 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.

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

10.0 SUMMARY AND CONCLUSION

Summary

10.1 The application is for full planning permission for the redevelopment of the site involving the demolition of the existing community mental health centre and the subsequent erection of a part 2, part 3, part 4 storey building for mental health outpatient facilities with associated cafe and office space, landscaping and public realm works. The proposal aims to expand, improve, and consolidate mental health services whilst providing relevant ancillary functions.

- 10.2 The principle of the planning application, in delivering an enhanced and integrated mental health facility, is considered to be acceptable and in accordance with policy. The proposed development is considered to be consistent with the aims and objectives of NPPF as well as London Plan Policies GG1, GG2, S1 and S2, Islington Policy DM4.12, DM6.1 and emerging Policy SC1. The proposal is also in line with the Site Allocation OIS23: 1 Lower Road, which supports the protection of the existing healthcare use of the site as well as the intensification of healthcare and social infrastructure uses.
- 10.3 The proposal is considered to introduce a well-designed and contextual building that would preserve and enhance the setting of the grade II listed building as well as the neighbouring St Mary Magdalene Conservation Area. The proposed building is well-designed contemporary building that presents well-mannered edges to the three streets it faces and to the residential flank to its eastern edge. The application is thus considered to be acceptable in terms of design, appearance and heritage in accordance with Development Management Policies DM2.1, DM2.3, DM2.4 and DM2.5, Islington Core Strategy CS8 and CS9, London Plan Policies D1, D3, D4 and emerging Local Plan Policy DH1 and DH3.
- 10.4 The proposed development is considered to have been designed to minimise impacts on residential amenity but would nonetheless result in some adverse impacts in terms of loss of daylight and sunlight on neighbouring residential properties. Other impacts on neighbouring amenity such as overlooking, outlook, sense of enclosure, noise / disturbance and transport impacts are considered to have been successfully mitigated and minimised, subject to appropriate conditions as detailed in Appendix 1.
- 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. It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms as set out in Appendix 1– RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

- A bond/deposit of £34,749 to cover costs of repairs to the footway and £30,835 for repairs to the highway (total £65,584). 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: 2. 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: £10,000
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of: £1,788 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 £32,505.
- 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 3 accessible parking bays or a contribution of £6,000 towards accessible transport measures.
- Provision of a drop-off bay.
- 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.

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

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

RECOMMENDATION B

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

List of Conditions:

1	<p>Commencement (compliance)</p> <p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<p>Approved plans list (compliance)</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>Existing Plans: CICH-RYD-00-ZZ-DR-A-1000-S2-P02; CICH-RYD-00-00-DR-A-0400-S2-P01; CICH-RYD-00-02-DR-A-0401-S2-P01; CICH-RYD-00-ZZ-DR-A-0405-S2-P01; CICH-RYD-00-ZZ-DR-A-0410-S2-P01;</p> <p>Proposed Plans: CICH-RYD-00-ZZ-DR-A-1002-S2-P07-Site Plan; CICH-RYD-00-00-DR-A-3000-S2-P016-GA Ground Floor Plan; CICH-RYD-00-01-DR-A-3001-S2-P016-GA First Floor Plan; CICH-RYD-00-02-DR-A-3002-S2-P016-GA Second Floor Plan; CICH-RYD-00-03-DR-A-3003-S2-P016-GA Third Floor Plan; CICH-RYD-00-04-DR-A-3004-S2-P08-GA Roof Plan; CICH-RYD-00-ZZ-DR-A-3600-S2-P012-GA Elevations; CICH-RYD-00-ZZ-DR-A-3601-S2-P04-GA Elevations in Context; CICH-RYD-00-ZZ-DR-A-3800-S2-P011-GA Sections; CICH-RYD-00-ZZ-DR-A-3802-S2-P03-GA Sections in Context; CICH-RYD-00-XX-DR-L-7000-S2-P02-Planting Plan CICH-RYD-00-XX-DR-L-2100-S2-P02-Landscape Masterplan; Tree Protection Plan 20097-BT4; Additional Visuals and Photomontages; Cover Letter by Ryder Architecture dated 22nd January 2021;</p> <p>Planning Statement by Cundall dated 15th October 2020;</p> <p>Design & Access Statement by Ryder Architecture dated 9th October 2020;</p> <p>Daylight & Sunlight Assessment by Consil dated 15th October 2020;</p> <p>Consil Addendum Letter dated 27th January 2021;</p> <p>Ecological Assessment by Ecology Solutions dated October 2020;</p> <p>Landscape & Ecological Management Plan by Ecology Solutions dated Oct 2020;</p> <p>Ecology Issues Report (BRE) by Ecology Solutions;</p> <p>Heritage Statement by Cundall dated October 2020;</p> <p>Health Impact Assessment Screening Form (2020);</p> <p>Noise Impact Assessment by GL Hearn dated October 2020;</p> <p>Acoustics Addendum Letter by Cundall dated 3rd March 2021;</p> <p>Statement of Community Involvement (Rev A) by Cundall dated Oct 2020;</p> <p>Transport Statement by Caneparo Associates dated October 2020;</p> <p>Draft Travel Plan by Caneparo dated October 2020;</p> <p>Waste Management Plan by Caneparo dated October 2020;</p>

	<p>Air Quality Assessment by Redmore Environmental dated 30th September 2020; Arboricultural Assessment & Method Statement dated 22nd January 2021; Revised Tree Protection Plan dated January 2021; Tree Protection Methodology by Barrell Tree Consultancy; Energy and CO2 Reduction Strategy Rev A by Carbon Plan Engineering; SAP 2012 Performance Calculation; BRUKL Output Document (Baseline) by Carbon Plan Engineering dated Oct 2020; BRUKL Output Document (Green) by Carbon Plan Engineering dated Nov 2020; BRUKL Output Document (Be Lean) by Carbon Plan Engineering dated Oct 2020; Sustainable Design & Construction Statement Rev A dated Oct 2020; Staff & Visitor Data Confirmation Letter by Cundall dated 23rd Feb 2021; Proposed Highway Arrangement Plan 4336 002 Rev A; Safety & Security Addendum Letter by C&I NHS Foundation Trust dated Jan 2021; Space & Capacity Requirements – Planning Addendum Document.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and Samples (Compliance and Details)
	<p>CONDITION: Details and samples of the following facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) Window manufacturer's detail including glazing, sections and reveals and samples; b) Details and sample panel of all brickwork; c) Details of all rooftop materials; d) Details of the materiality to the ground floor frontage; e) Details of bronze coloured anodised aluminium cladding; f) Details of 'white' concrete; g) Details of all entrances and openings; h) Any external boundary treatments; i) Any other materials to be used. <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Plumbing (No pipes to outside of building) (Compliance)
	<p>CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p>
5	Construction Management Plan and Construction Logistics Plan (Details)

	<p>CONDITION: No construction works shall take place unless and until a Construction Management Plan (CMP) and a Construction Logistics Plan (CLP) have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The reports shall assess the impacts during the construction phase of the development on surrounding streets, along with nearby residential amenity and other occupiers together with means of mitigating any identified impacts. The CMP must refer to the new LBI Code of Practice for Construction Sites.</p> <p>The development shall be carried out strictly in accordance with the approved CMP and CLP throughout the construction period.</p> <p>REASON: In the interests of residential amenity, highway safety, and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
6	Impact Piling (Compliance)
	<p>CONDITION: No piling shall take place until a PILING METHOD STATEMENT (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure.</p>
7	Sustainable Urban Drainage (Details and compliance)
	<p>CONDITION: Further details of SUDS features shall be submitted and approved in writing by the Local Planning Authority prior to superstructure works commencing on site. The details shall include:</p> <ul style="list-style-type: none"> • The calculation of the storm water storage required for the 1 in 100 year storm plus climate change allowance; • The location and size of the attenuation tanks proposed to ensure the volume is sufficient; • Incorporation of blue roofs combined with the green roofs to provide irrigation for the green roofs. <p>The details approved shall be installed and operational prior to occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
8	Cycle Parking Provision (Compliance)
	<p>CONDITION: The bicycle storage areas, including the 26No. covered, secure and accessible staff bicycle spaces and the 24No visitor bicycle spaces in the external amenity space shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
9	Lighting (Details)

	<p>CONDITION: Details of any general / security lighting measures shall be submitted to and approved in writing by the Local Planning Authority prior to the superstructure works commencing on site.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps and support structures where appropriate and hours of operation. The general lighting and security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed to not adversely impact neighbouring residential amenity nor those with visual impairments and is appropriate to the overall design of the building.</p>
10	Refuse/Recycling Provided (Compliance)
	<p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
11	Fixed Plant (Compliance)
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall not exceed:</p> <ul style="list-style-type: none"> • 41 dB LAr,Tr during operating hours (07.00 – 17.00) • 39 dB LAr,Tr during the evening (17.00 – 23.00) • 30 dB LAr,Tr at night (23.00 – 07.00) <p>The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To ensure that an appropriate standard of accommodation is provided and neighbouring amenity is not adversely affected.</p>
12	Noise Report (Compliance and Details)
	<p>CONDITION: A report is to be commissioned by the applicant, using an appropriately experienced & competent person, to assess the noise from the proposed mechanical plant to demonstrate compliance with condition 11. The report shall include site measurements of the plant insitu. The report shall be submitted to and approved in writing by the Local Planning Authority before commencement of the use hereby permitted and permanently retained thereafter.</p> <p>REASON: To ensure that the amenity of residents is not adversely affected.</p>
13	Outdoor Roofspace (Compliance)
	<p>CONDITION: The outdoor space at first floor level shown on drawing number 3001 Rev P016 hereby approved shall not be used as amenity space and shall not be accessed other than for maintenance.</p> <p>REASON: To ensure that the amenity of residents is not adversely affected.</p>

<p>14</p>	<p>Management Plan (Compliance and Details)</p> <p>CONDITION: A management plan detailing the future operation of the Mental Health Facility, to include:</p> <ul style="list-style-type: none"> (i) management of access to the building; (ii) safety and security measures; (iii) management of the outdoor amenity space; (iv) details of Neighbourhood Forum meetings; (v) other suitable measures to manage and mitigate the impact on neighbouring residential amenity; <p>shall be submitted to and agreed by the Local Planning Authority prior to the occupation of the development hereby approved.</p> <p>REASON: In the interests of protecting neighbouring residential amenity and in accordance with Development Management Policy DM2.1 and policy CS12F of the Islington Core Strategy 2011.</p>
<p>15</p>	<p>Use Classes (Compliance)</p> <p>CONDITION: The 2,391sqm of E(e) Use Class floorspace hereby approved, including the café and workspace which shall remain ancillary to the principal medical use, shall be limited to uses within E(e) - of the Schedule to the Town and Country Planning (Use Class) Order 1987 as amended 2020 (or the equivalent use within any amended/updated subsequent Order).</p> <p>REASON: To ensure that the use hereby approved is not able to change to other uses within Class E via permitted rights allowed under the Town and Country Planning (Use Class) Order 1987 (As Amended) in the interest of preserving the health and well-being of society.</p>
<p>16</p>	<p>Green/Brown Biodiversity Roofs</p> <p>CONDITION: Notwithstanding the plans hereby approved, green/brown roofs shall be maximised across the development. Details shall be submitted to and approved in writing to the Local Planning Authority prior to practical completion of the development hereby approved, demonstrating the following:</p> <ul style="list-style-type: none"> a) how the extent of green/brown roof has been maximised b) that the green/brown roofs are biodiversity based with extensive substrate base (depth 120 -150mm); and c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be accessed for the purpose of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be installed strictly in accordance with the details as approved, shall be laid out within 3 months or the next available appropriate planting season after completion of the external development works / first occupation, and shall be maintained as such thereafter.</p> <p>REASON: In order to ensure the development maximises opportunities to help boost biodiversity and minimise water run-off.</p>

17	BREEAM (Compliance)
	<p>CONDITION: The development hereby approved shall achieve a BREEAM 'New Construction' (2018) rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
18	Energy Strategy (Compliance)
	<p>CONDITION: The energy efficiency measures/features and renewable energy technology, as detailed within the revised 'Energy and CO2 Reduction Strategy' shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy features/ measures within the approved Energy Strategy, a revised Energy Strategy shall be submitted to and agreed in writing by the Local Planning Authority prior to the occupation of the development.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO₂ emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
19	Inclusive Design (Compliance)
	<p>CONDITION: All inclusive design measures identified within the application submission shall be installed and operational prior to the first occupation of the development hereby approved.</p> <p>Further details on the following points shall be submitted and approved in writing by the Local Planning Authority prior to the completion of the development hereby approved:</p> <ul style="list-style-type: none"> - the fire fighting strategy and how the needs of disabled peoples has been addressed including details of refuge areas; - details of cycle storage including that for non-standard bicycles; - inclusive design features of the main entrance; - further details of ground floor accessible bathroom facilities; - confirmation that corridors and lobbies meet relevant standards within Islington's Inclusive Design SPD. <p>The inclusive design measures shall be retained as such in perpetuity.</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
20	Final Servicing and Delivery Plan (Compliance)
	<p>DELIVERY & SERVICING: A Delivery and Servicing Plan (DSP) detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.</p>
21	Green Procurement Plan (Details and Compliance)

	<p>CONDITION: Prior to the commencement of superstructure works, a Green Procurement Plan for sourcing the proposed materials shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>REASON: In the interests of securing sustainable development and to minimise the environmental impacts of the development.</p>
22	Lighting and Roller Blinds (Details and Compliance)
	<p>CONDITION: Details of measures to adequately mitigate light pollution affecting neighbouring residential properties and character/appearance of the conservation area shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site and subsequently implemented prior to first occupation of the development hereby permitted. These measures might include:</p> <ul style="list-style-type: none"> · Automated roller blinds; · Lighting strategies that reduce the output of luminaires closer to the façades; · Light fittings controlled through the use of sensors. <p>The blinds are to be set on an automated timer and automatically lowered daily between the hours of 20:00 to 07:00 the following day, and shall cover the full extent of the windows</p> <p>The approved mitigation measures shall be implemented strictly in accordance with the approved details and shall be permanently maintained thereafter.</p> <p>REASON: In the interests of the residential amenities of the occupants of adjacent residential dwellings.</p>
23	Landscaping (Details and Compliance)
	<p>CONDITION: The landscape strategy shall be implemented in accordance with the submitted Landscape Masterplan Plan No. 2100 Rev P2 and Planting Plan No. 7000 Rev P2 unless otherwise agreed in writing with the Local Planning Authority.</p> <p>Further details of landscaping shall be submitted to and approved in writing by the Local Planning Authority prior to practical completion of the hereby approved development.</p> <p>The additional information shall include the following details:</p> <ol style="list-style-type: none"> a) hard landscaping: including surface treatments, permeability of hard surfaces, kerbs, edges, ridge and flexible paving, unit paving, furniture, modular soil systems, steps and if applicable synthetic surfaces; b) a plan showing gradients and step free access suitable for wheelchair users to the entrances of the buildings; c) details of how the landscaping would meet inclusive design principles; d) details as to how the landscaping design and materials would result in maximum passive on-site sustainable urban drainage (SUDS); e) any boundary treatment; f) any further biodiversity features or ecological enhancements; g) feasibility and details of a green wall on the proposed building's eastern façade; h) any other landscaping features forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first available planting season following the first occupation of the</p>

	<p>development hereby approved, unless otherwise agreed in writing by the Local Planning Authority.</p> <p>The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
24	Bird / Bat Boxes (Compliance)
	<p>CONDITION: 6 bird boxes (including swift boxes) shall be installed on the proposed building prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
25	Biodiversity / Ecology (Compliance)
	<p>CONDITION: All measures identified in the submitted 'Landscape and Ecological Management Plan' dated October 2020 shall be carried out in accordance within identified timescales and procedures.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
26	Roof-Level Structures (Details and Compliance)
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts and plant room) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding streetscene or the character and appearance of the area in accordance with policies 3.5, 7.4, 7.6 and 7.8 of the London Plan 2016, policies CS8 and CS9 of Islington's Core Strategy 2011, and policies DM2.1 and DM2.3 of Islington's Development Management Policies 2013.</p>
27	Signage Details (Details and Compliance)
	<p>CONDITION: Details of all signage for the development hereby approved shall be submitted and approved in writing by the Local Planning Authority.</p> <p>The agreed details shall be installed prior to the occupation of the development and shall be maintained as such thereafter unless otherwise agreed in writing.</p>

	<p>REASON: In the interests of visual amenity and to ensure that the entrance approach is both welcoming and inviting.</p>
<p>28</p>	<p>Tree Protection (Compliance and Details)</p>
	<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>Specific issues to be dealt with in the TPP and AMS:</p> <ul style="list-style-type: none"> a. Location and installation of services/ utilities/ drainage. b. Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees. c. Details of construction within the RPA or that may impact on the retained trees. d. a full specification for the installation of boundary treatment works. e. a full specification for the construction of any roads, parking areas and driveways, including details of the no-dig specification and extent of the areas of the roads, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant sections through them. f. Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of no-dig surfacing within Root Protection Areas is proposed, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses. g. A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing. h. a specification for scaffolding and ground protection within tree protection zones. i. Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area. j. details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well concrete mixing and use of fires k. Boundary treatments within the RPA l. Methodology and detailed assessment of root pruning m. Reporting of inspection and supervision n. Methods to improve the rooting environment for retained and proposed trees and landscaping o. Veteran and ancient tree protection and management <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>
<p>29</p>	<p>Solar PVs (Details and Compliance)</p>

	<p>CONDITION: Prior to first occupation of the development hereby approved, details of the proposed Solar Photovoltaic Panels shall be submitted to and approved in writing by the Local Planning Authority. These submission shall demonstrate how Solar PVs have been maximised on site, and details shall include but not be limited to: location; area of panels; how the PV output has been maximised and design (including section drawings showing the angle of panels in-situ, and elevation plans).</p> <p>The solar photovoltaic panels as approved shall thereafter be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard of design.</p>
30	Lifts (Compliance)
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site.</p>
31	Secured by Design (Details and Compliance)
	<p>CONDITION: Prior to superstructure works commencing of the development hereby approved, details of how the development achieves Secured by Design accreditation shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
32	Obscure Glazing and Privacy Screens (Compliance and Details)
	<p>CONDITION: Notwithstanding the plans hereby approved, further details of obscured glazing and privacy screens to prevent overlooking from the proposed building to neighbouring properties on Liverpool Road and to dwellings on the ground floor of Arcadia Court shall be submitted and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The obscure glazing and privacy screens shall be installed prior to the occupation of the relevant units and retained as such permanently thereafter.</p> <p>REASON: In the interest of preventing undue overlooking between habitable rooms within the development itself, to protect the future amenity and privacy of residents.</p>
33	Hours of Operation (Compliance)
	<p>CONDITION: The use hereby approved shall only operate between the following hours:</p> <p>8am to 8pm (Monday to Saturday)</p> <p>The restrictions shall be applied and permanently adhered to unless otherwise agreed with the Local Planning Authority.</p> <p>REASON: In the interests of protecting neighbouring residential amenity.</p>

List of Informatives:

1	Planning Obligations Agreement
	SECTION 106 AGREEMENT You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.
2	Community Infrastructure Levy (CIL)
	<p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60-day payment window.</p> <p>Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/</p>
3	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
4	Thames Water (Waste Comments)
	<p>The proposed development is located within 15m of Thames Waters underground assets, as such the development could cause the assets to fail if appropriate measures are not taken. Please read our guide 'working near our assets' to ensure your workings are in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures. https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes. Should you require further information please contact Thames Water. Email: developer.services@thameswater.co.uk Phone: 0800 009 3921 (Monday to Friday, 8am to 5pm) Write to: Thames Water Developer Services, Clearwater Court, Vastern Road, Reading, Berkshire RG1 8DB</p>

5	<p>Thames Water (Mains Water Pressure)</p> <p>Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>
6	<p>Highways Requirements (1)</p> <p>Compliance with sections 168 to 175 and of the Highways Act, 1980, relating to “Precautions to be taken in doing certain works in or near streets or highways”. This relates, to scaffolding, hoarding and so on. All licenses can be acquired through streetworks@islington.gov.uk. All agreements relating to the above need to be in place prior to works commencing.</p> <p>Compliance with section 174 of the Highways Act, 1980 - “Precautions to be taken by persons executing works in streets.” Should a company/individual request to work on the public highway a Section 50 license is required. Can be gained through streetworks@islington.gov.uk. Section 50 license must be agreed prior to any works commencing.</p> <p>Compliance with section 140A of the Highways Act, 1980 – “Builders skips: charge for occupation of highway. Licenses can be gained through streetworks@islington.gov.uk. Compliance with sections 59 and 60 of the Highway Act, 1980 – “Recovery by highways authorities etc. of certain expenses incurred in maintaining highways”. Haulage route to be agreed with streetworks officer. Contact streetworks@islington.gov.uk.</p>
7	<p>Highways Requirements (2)</p> <p>Joint condition survey required between Islington Council Highways and interested parties before commencement of building works to catalogue condition of streets and drainage gullies. Contact highways.maintenance@islington.gov.uk Approval of highways required and copy of findings and condition survey document to be sent to planning case officer for development in question.</p> <p>Temporary crossover licenses to be acquired from streetworks@islington.gov.uk. Heavy duty vehicles will not be permitted to access the site unless a temporary heavy duty crossover is in place.</p> <p>Highways re-instatement costing to be provided to recover expenses incurred for damage to the public highway directly by the build in accordance with sections 131 and 133 of the Highways Act, 1980.</p> <p>Before works commence on the public highway planning applicant must provide Islington Council’s Highways Service with six month’s notice to meet the requirements of the Traffic Management Act, 2004.</p> <p>Development will ensure that all new statutory services are complete prior to footway and/or carriageway works commencing.</p> <p>Works to the public highway will not commence until hoarding around the development has been removed. This is in accordance with current Health and Safety initiatives within contractual agreements with Islington Council’s Highways contractors.</p>
8	<p>Highways Requirements (3)</p> <p>Alterations to road markings or parking layouts to be agreed with Islington Council Highways Service. Costs for the alterations of traffic management orders (TMO’s) to be borne by developer.</p>

	<p>All lighting works to be conducted by Islington Council Highways Lighting. Any proposed changes to lighting layout must meet the approval of Islington Council Highways Lighting. NOTE: All lighting works are to be undertaken by the PFI contractor not a nominee of the developer. Consideration should be taken to protect the existing lighting equipment within and around the development site. Any costs for repairing or replacing damaged equipment as a result of construction works will be the responsibility of the developer, remedial works will be implemented by Islington's public lighting at cost to the developer. Contact streetlights@islington.gov.uk</p> <p>Any damage or blockages to drainage will be repaired at the cost of the developer. Works to be undertaken by Islington Council Highways Service. Section 100, Highways Act 1980. Water will not be permitted to flow onto the public highway in accordance with Section 163, Highways Act 1980 Public highway footway cross falls will not be permitted to drain water onto private land or private drainage.</p>
9	Fire Brigade Requests
	<p>The requirements of B5 of Approved Document B must be met in relation to access and water supply whilst in construction phase and compliance with the Building Regulations and the Regulatory Reform (Fire Safety) Order 2005 once built and occupied.</p> <p>If the building is taken over 18m the Fire Brigade would expect a fire fighting shaft is provided. If approval is granted, it's advised that a building control submission is carried out as early as possible, to ensure any issues found around fire safety are addressed sufficiently and quickly.</p> <p>The Commissioner strongly recommends that sprinklers are considered for new developments and major alterations to existing premises, particularly where the proposals relate to schools and care homes. Sprinkler systems installed in buildings can significantly reduce the damage caused by fire and the consequential cost to businesses and housing providers, and can reduce the risk to life. The Commissioner's opinion is that there are opportunities for developers and building owners to install sprinkler systems in order to save money, save property and protect the lives of occupier. Please note that it is our policy to regularly advise our elected Members about how many cases there have been where we have recommended sprinklers and what the outcomes of those recommendations were. These quarterly reports to our Members are public documents which are available on our website.</p> <p>The London Fire Brigade promotes the installation of sprinkler suppression systems, as there is clear evidence that they are effective in suppressing and extinguishing fires; they can help reduce the numbers of deaths and injuries from fire, and the risk to firefighters.</p>
10	Roller Shutters
	<p>The scheme hereby approved does not suggest the installation of external roller shutters to any entrances or ground floor glazed shopfronts. The applicant is advised that the council would consider the installation of external roller shutters to be a material alteration to the scheme and therefore constitute development. Should external roller shutters be proposed, a new planning application must be submitted for the council's formal consideration.</p>

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

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

2 Development Plan

The Development Plan is comprised of the London Plan 2021, Islington Core Strategy 2011, Development Management Policies 2013, The following policies of the Development Plan are considered relevant to this application:

The London Plan 2021 - Spatial Development Strategy for Greater London

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

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)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

Policy CS20 (Partnership Working)

Development Management Policies 2013:

Policy DM2.1 (Design)

Policy DM2.2 (Inclusive design)

Policy DM2.3 (Heritage)

Policy DM2.5 (Landmarks)

Policy DM3.7 (Noise and vibration)
Policy DM4.12 (Social and strategic infrastructure and cultural facilities)
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)

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)

London Plan

Accessible London: Achieving an Inclusive Environment SPG (adopted October 2014)
Social Infrastructure SPG (May 2015)
Character and Context SPG (adopted June 2014)
Sustainable Design and Construction SPG (adopted April 2014)

Draft Islington Local Plan 2020

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 with the examination process in progress.

Policy H1 Thriving Communities
Policy H7 Meeting the Needs of Vulnerable Older People
Policy SC1 Social and Community Infrastructure
Policy SC4 Promoting Social Value
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 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

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

OIS23 1 Lowther Road: Protection of the existing healthcare use of the site. Intensification/consolidation of healthcare/social and community infrastructure uses is encouraged.

APPENDIX 3: DRP REPORT RESPONSE

ISLINGTON DESIGN REVIEW PANEL

**RE: Community Hub Building, 1 Lowther Road, N7 8US
(Pre-application Ref: Q2018/2529/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 08/09/20 for a 1st Review of the above scheme. The proposal is for the redevelopment of the site with a 3 – 4 storey building for use as an NHS Mental Health Day Care Centre together with a communal garden to the Liverpool Road frontage.

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), Tim Ronalds, Richard Brown, and Neil Williamson.

It included a presentation by the development team followed by a question and answer session, and a discussion of the proposals. The site visit was undertaken 'virtually', at the beginning of the meeting, with clear imagery of the context and the existing building on the site presented by the applicant's design team.

The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

Panel's Observations

The Chair of the Panel welcomed the opportunity to comment on the scheme and thanked the design team for such a helpful and thorough presentation.

Questions and Answers

The Panel sought clarification in relation to the following issues:

Panel Query: What was originally on the site including up to the development of the current building? And has this history informed the design?

Answer: The existing building has been there for over 30 years. Originally it was the site of Victorian Houses, possibly similar to those to the east of the site at 551 – 553 Liverpool Road.

The existing context and the need to retain the trees to the Liverpool Road edge have played a more significant role in informing the scheme design.



The existing context and the need to retain the trees to the Liverpool Road edge have played a more significant role in informing the scheme design.

Panel Query: How responsive is the scheme design to energy efficiencies and climate change?

Answer: Full engineering team is on board. Building will meet all contemporary regulations and standards. Currently proposing an air source heat pump on roof, have addressed solar heat gain through fenestration detailing; blue and green roof elements being considered; client seeks to achieve BREEAM Excellent.

Panel Query: Has natural ventilation been maximised?

Answer: Air Quality in the area is so poor that the building will need to be mechanically ventilated.

Panel Query: How does this design reflect a community building rather than a mental health building?

Answer: Mental Health Buildings were often hidden behind walls or set deep within a hospital 'estate'. They had attached to them multiple negative emotions including those associated with shame and personal inadequacies.

We now know 1 in 4 of us will suffer some form of mental health illness in our lifetime and as a culture are becoming more honest and open about mental health needs and how best to address them.

The building has multiple street frontages that it openly faces onto and addresses. It is designed to be welcoming and accessible with plenty of ground floor animation, and including a pocket park with a café to its primary frontage. And in this manner it now reflects more of a community facility than a medical one.

Panel Query: Would like to understand more how the building sits alongside its neighbours in terms of proportions and patterning and such like.

Answer: Not quite at that level of detail but have already had regard to neighbouring architecture and are concentrating on designing with a non-domestic language.

Panel Query: Support the idea of the café with potential for use by all. Would like a better understanding of how the public gains access to it.

Answer: This matter is still being considered with the NHS Trust. Security is a key issue as is community inclusiveness. The location of the ground floor main reception provides clear direct views to the café which aids security. However, in terms of access, whether this must be via the building's main entrance or whether the cafe can be accessed (as well) via the garden, is still to be resolved. But the aspiration is that any member of the public passing by could freely use the café.

Panel Query: Is the local authority happy with the tree proposals including those three trees that are proposed to be retained?

Answer: Yes. The Council's tree officer considers that the 3 trees as proposed for retention are of such a good quality they are worthy of protection. To see their retention by the applicant is warmly welcomed by the Council.

Panel Query: The earlier iteration of the landscape design shows a pedestrian access from Lowther Road as well as two from Liverpool Road while the latest iteration excludes it. Why is this?

Answer: This arose out of concern for the root protection zone although the landscape design is still evolving.

Panel Query: The adjacent pair of Victorian buildings to the east will have their outlook dramatically altered and the one nearest likely to experience increased levels of overshadowing and possibly suffer some loss of sunlight and daylight. How has this consideration informed the design development?

Answer: The team has been working from the outset with a sunlight and daylight specialist and the building has been cut back and crafted in order to minimise the impact on all surrounding homes. One exercise included assessing the sunlight and daylight impacts of a scheme that was lowered by an entire floor, a 1 – 3 storey development, and this too was found to produce similar impacts to the 1 – 4 storey scheme as proposed.

The proposal was also modelled in a manner that considered the impact of the current situation taking account of the impact of all the existing trees on the study site in relation to the neighbouring Liverpool Road homes and gardens. And this showed that the proposed scheme has a less severe impact relative to the existing situation should the existing tree impact be accounted for.

Panel Commentary

The Panel found the evolution of the building an interesting journey and considers that the site layout is rational the height, bulk and massing, and configuration of the building on the site appear to be sound and uncontentious.

The Panel's primary concerns relate to what it considers an overly corporate design from the crisp clean lines of the architectural language to the over reliance on artificial lighting (to ground floor in particular), large 'banks' of internal work space, to the use of mechanical ventilation (and a lack of openable windows) throughout.

The scheme's landscape design was also felt to be in need of a more considered redesign to make it more user friendly and 'fit for purpose'.

Architectural Expression

The Panel questioned what is an appropriate architectural expression for a building of this kind. While the scale of the building was considered contextually appropriate, the extensive use of double height fenestration, metal frames, and expressed formality give it a 'hard edge' expression whereas those using the facility may be more encouraged by less formality and the inclusion of softer, more animating, architectural forms and features.

The double height void to the entrance, together with the extensive use of double height fenestration modules, are large scale elements that are more generally associated with commercial architecture rather than designing for vulnerable users. The Panel therefore advised that the scheme would benefit from a more human architectural language which would give it a different, softer and more intimate quality. The fenestration would do well to reflect more closely the uses it frames.

The building should look to the future and not rely on mechanical ventilation only but should include openable windows. While the air quality may be poor now, given the trajectory towards cleaner vehicles and a greater emphasis on alternative modes of travel, the Panel therefore

advised that the fenestration should be designed to be openable as well as accommodating mechanical ventilation.

The Panel also advised that the scale and positioning of any roof top plant needs to be thoroughly considered at this stage in the design process in order to ensure it is appropriately sited and screened by the parapet walls.

Internal layout and design

The Ground floor was considered by the Panel to be particularly problematic with insufficient natural light or visual access to 'nature'. The large bank of office desks was considered to create a particularly poor working environment given the whole of this space would only be lit by sky lights. The Panel suggested this use should either be relocated to benefit from direct access to windows to the street or garden, or to bring an external courtyard down into the space providing the office area with direct access to an open and landscaped space.

The Panel suggested that more be made – architecturally and functionally – of the stairs and stairwells whereby they be designed in a manner that actually encourages their use while also being used as a device to bring more natural daylight down into the building and providing a more interesting space in general. Currently they look as though they are designed to be fire escapes only rather than primary staircases for day to day use which is at odds with a medical related facility that is focused on improving health.

The benefits of retaining all three of the most important trees on the site were queried by one Panel member given it has made for a more challenging, and tighter, footprint. The removal of the tree to the Lowther Road edge would enable a larger footprint and building with a more 'regular' building line that matched the historic one.

The Landscape

The majority of the Panel supported the retention of all three of the highest quality trees on the site.

The "pocket park" however did not look very convivial and was considered to be too focused on movement through, and forced directional orientations, with not enough emphasis on creating places to pause, sit and relax in. The Panel considered that it would benefit from a reprioritisation with peaceful amenity and small scale intimacy through which there is ancillary pedestrian movement. 'Niches, nooks and crannies' were called for with a sense of intimacy and a greater sensitivity to human needs - were some of the design pointers offered.

The Panel queried whether the refuse and cycle stores could swap position giving the cycle storage function a higher priority to the frontage than the refuse, which would also likely improve the quality of the pocket park.

Summing Up

The Panel supported the ambition and the ethos of the project including the early interventions made to the scheme and the willingness to work with partner organisations towards creating a better offer for service users and providers.

The Panel supports the scheme in terms of its urban design response and qualities with a scale and massing that appears to be contextually logical.

However, the Panel consider that the architecture failed to see through the well-considered verbal narrative with its emerging detailing being too commercial and not sufficiently community orientated.

The Panel would expect to see more contextual analysis including a study of the pattern and detailing of the surrounding buildings and to understand how the proposed architecture

subsequently responds and fits. More drawings & details of the building within its setting, plans, sections & elevations together with 3D views would help to illustrate and explain this.

The Panel considers there needs to be more done to make this a warm and inviting building. More sunlight and daylight needs to be brought into the ground floor which can be achieved by a reconsideration of the staircases and stairwells, creating an open air courtyard to the office bank, considering sight lines between inside and out as a means of orientation as well as use of natural light, including the use of blinkered windows in circulation areas to maintain neighbour privacy and providing openable fenestration.

The above issues were considered to also relate to future proofing the building and to ensuring it is sustainable and energy efficient as well as being a joy to use.

The Panel also advised that the landscape design be made more intimate and welcoming.

The Panel considered this to be a positive review but the above reservations have been carefully articulated and need to be addressed in order for this to be the truly responsive, high quality building that is rightly aspires to.

Confidentiality

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

Yours sincerely,

Linda Aitken
Principal Design Officer