



PLANNING COMMITTEE REPORT

PLANNING COMMITTEE		AGENDA ITEM NO:	B1
Date:		NON-EXEMPT	

Application number	P2021/1292/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	Not applicable.
Conservation area	Not applicable
Development Plan Context	CAZ Employment Growth Area (Offices) Archaeological Priority Area
Licensing Implications	None
Site Address	23 Goswell Road, London, EC1M 7AJ
Proposal	Refurbishment and extension comprising demolition of eighth floor structure and replacement with single storey roof extension with accessible roof terrace and plant equipment above; demolition of external staircase to rear and replacement with six storey side infill extension above ground floor level; external alterations to all elevations; interior refurbishment and re-configuration of the existing building and associated alterations, all in connection with a change of use to Use Class E (Commercial, Business and Service).

Case Officer	Nicholas Linford
Applicant	Boulton Brooks Limited
Agent	DP9 Limited

1. RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1;
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 (site outlined in red)**

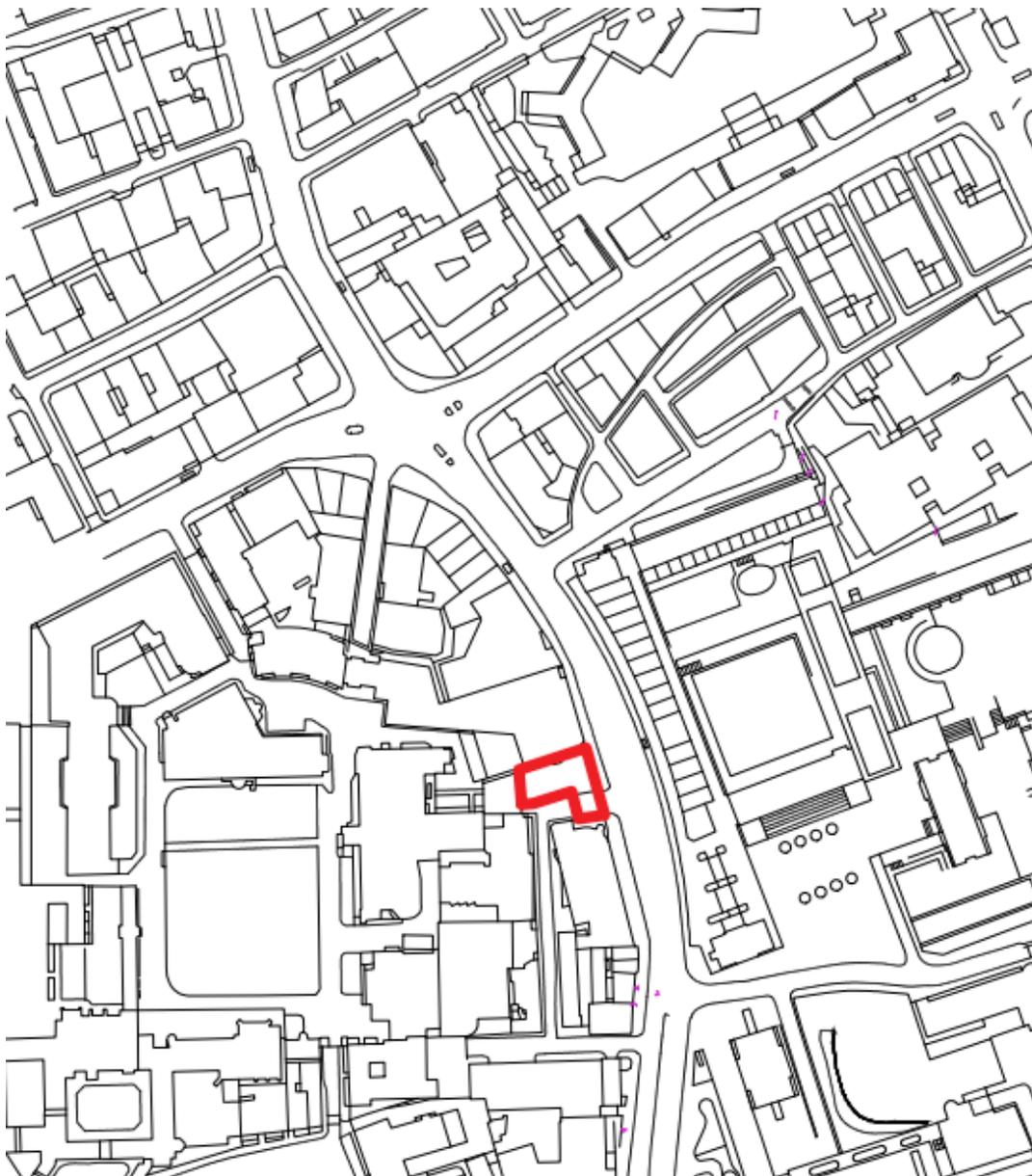


Fig 1: Site location plan

3. PHOTOS OF SITE/STREET



Fig 2: Aerial view showing 23 Goswell Road (white frontage)



Fig 3: Rear elevation and context with Golden Square (City of London) Conservation Area



Fig 3: Front elevation in Goswell Road



Fig 4: Undercroft area with parking layby for hotel to the left hand side.



Fig 5: Rear elevation aspect from Glasshouse Yard.

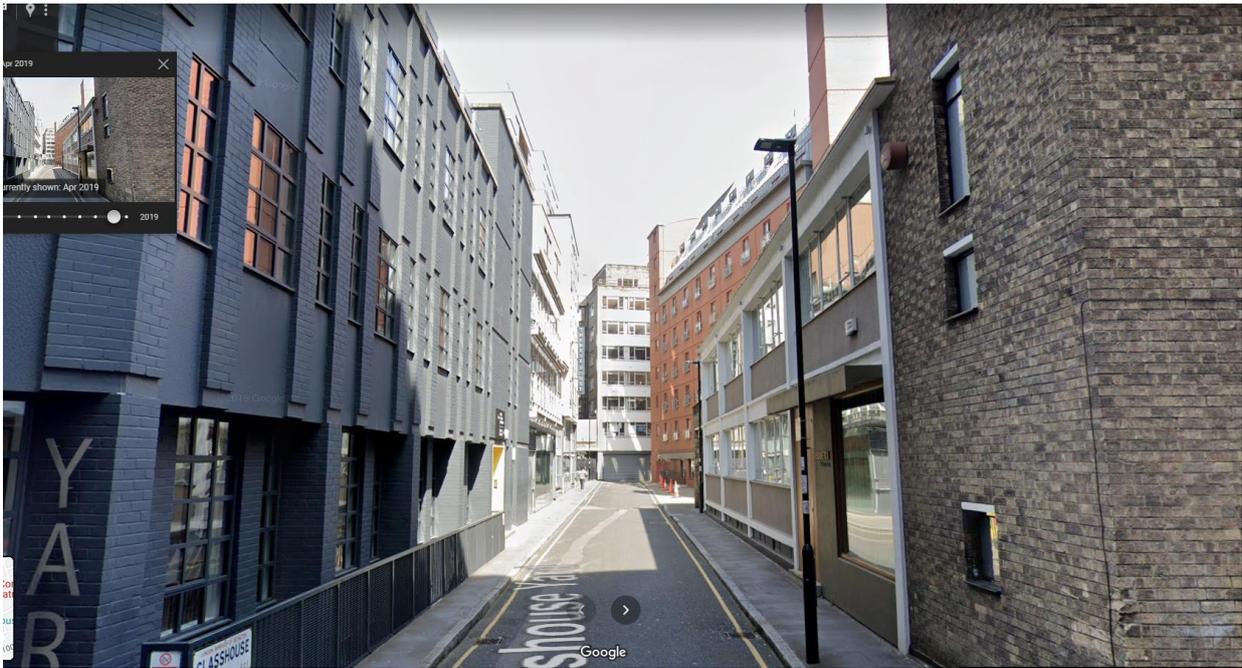


Fig 6: View along Glasshouse Yard towards 23 Goswell Road.



Fig 7: Front entrance to 23 Goswell Road and the Italia Conti School of performing arts.

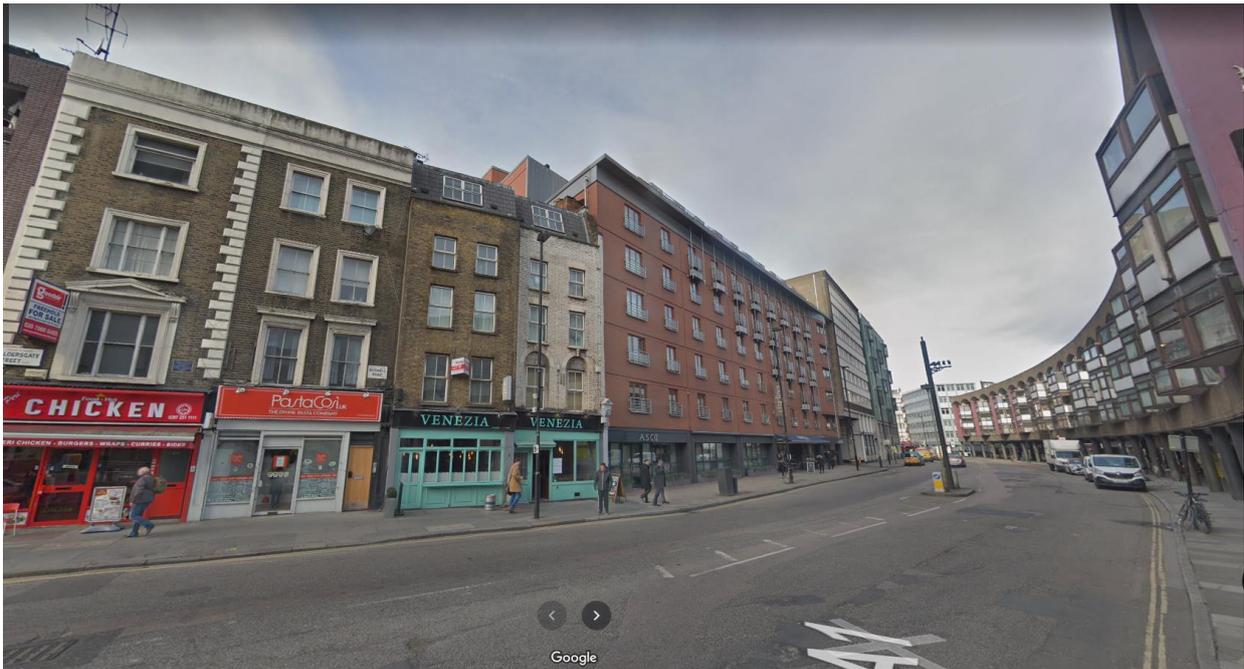


Fig 8: Street view along Goswell Road looking north

4. SUMMARY

- 4.1 Planning permission is sought for the change of use of the existing building from an educational facility to offices, combined with internal refurbishment to the existing accommodation and external refurbishment including modifications to the ground and first floor, upgrades to external elevation fabric and the erection of a five storey rear infill extension to replace the external fire escape staircase and the erection of a two storey roof top extension.
- 4.2 The existing user of the building is the Italia Conti Academy of Theatre Arts which provides both training and education in the performing arts while simultaneously providing school

education for children up to the age of 18. The originally consented use is D1 but, following the change to the use classes order is now F.1. The proposed development would provide an additional 349 sq.m (GIA) of floor space increasing the total building floor area from 2587sq.m to 2936sq.m, and proposing a change of use of the whole building to Use Class E offices. The floor area also includes a provision of 101sq.m of affordable workspace. The gross internal area would increase from 2587sq.m to 2936sq.m.

- 4.3 The local plan discourages the loss of social infrastructure. However in certain scenarios, the loss of social infrastructure can be deemed to be acceptable. The policy permits this loss if marketing evidence demonstrates no demand for a continued use; no evidence in the shortfall of the social infrastructure provision, an assessment of social infrastructure uses demonstrates no suitable replacement use within community uses and the replacement use is supported by other local plan policies. In this case, there is no demand for a future community use occupier to enter the premises, there would be no shortfall in education provision as a result of the development, the building is demonstrated to be unsuitable for social infrastructure and the proposed change of use achieves quality office floorspace within an employment priority area (for offices). Furthermore, the scheme provides affordable workspace which largely meets policy requirements.
- 4.4 The proposed development gives rise to significant enhancement and improvement to the frontage in both Glasshouse Yard and Goswell Road and provides an active frontage that is light and modern within its setting. The proposed upgrades to the materiality of the existing building creates a development that makes a more positive contribution to the character and appearance of neighbouring conservation areas. The proposed extensions to both roof and rear are proportionate and subordinate to the existing building without causing any incongruous extrusion into the streetscene. It is considered that the proposed development also sufficiently protects the amenity of adjoining neighbours, taking into account the tight urban grain of this location.
- 4.5 The proposed development also optimises energy and sustainability performance within the existing building and brings about improvements to access, circulation and use through inclusive design.
- 4.6 The proposed development is considered to accord with the policy requirements of the adopted London Plan and Local Plan and the emerging local plan. The application is recommended for approval subject to conditions and a Section 106 legal agreement.

5. SITE AND SURROUNDINGS

- 5.1 The application building is an eight storey plus basement purpose built office block situated on the western side of Goswell Road in Bunhill Ward. The site is situated a short distance to the south of the junction between Goswell Road and Clerkenwell Road. Goswell Road forms part of the eastern Borough boundary with the City of London Corporation. Directly opposite the site is the Golden Lane Estate and Conservation Area with the Barbican to the southeast. The site is a short distance north of Barbican Underground Station.
- 5.2 The site is located in a predominantly commercial area where small scale retail and office floorspace dominate. However, there are some residential, student accommodation and education uses present in the locality.
- 5.3 The building is situated between a hotel to the south and student accommodation to the immediate north and oversails part of the public highway known as Glasshouse Yard which is a narrow street that joins to Aldersgate Street close to where it becomes Goswell Road and then runs along the back of and parallel to Goswell Road, providing access to student accommodation, residential and commercial uses before rejoining Goswell Road beneath an oversailing part of 23 Goswell Road either side of supporting columns. Glasshouse Yard

provides access to hotel car parking both to the rear of that building as well as a short stay drop off space in the undercroft. At the northern end of Glasshouse Yard, access is gained to Houghton Court (private residential development) and Therese House (Student accommodation). Glasshouse Yard also provides access to an onsite substation, parking and storage space within 23 Goswell Road.

- 5.4 The building is used as the Italia Conti academy of theatre arts. It provides education and training for children up to the age of 18 in performing arts including music, theatre and in doing so incorporates performance and rehearsal space. It also provides full curriculum education through on site classrooms and in effect operates as a school. The institution has acquired land in Surrey to build a purpose built academy with auditorium and improved space and facilities. This has been under construction for some time and the institution has remained on site on a rental basis while construction completes on the new premises.
- 5.5 The building is not located in a conservation area and is not listed. However, it is located close to the Charterhouse Conservation Area (which is situated directly to the rear of Houghton Court and Therese House). Directly opposite the site within the City of London is the Grade II* listed frontage of the Golden Lane Estate buildings incorporating Crescent House (which incorporates the crescent shape of the bend in Goswell Road as well as the Grade II listed status of the wider estate behind).
- 5.6 Directly to the rear of the site is an element of Grade II listed wall which dates from the 1600s and is believed to be a boundary wall of the Thomas Sutton hospital and school that was founded and developed after 1611. Beyond this and to the west is the wider Charterhouse Estate which contains a collection of Grade I and Grade II listed buildings and structures.
- 5.7 The existing building consists of a brick framed façade with rendered concrete panels above first floor. At the two lower floors the external elevation features tiled walls and concrete pillars containing casement single glazed windows. The upper level of the façade is consistent with that of 24 Goswell Road and as such forms a strong building and roof line within the streetscene. The roof top plant and lift overrun is not prominent in the streetscene. The external staircase is only visible from Glasshouse Yard and from servicing access not normally open to the general public.

6. PROPOSAL (IN DETAIL)

- 6.1 Planning permission is sought for the change of the use of the existing building from an educational establishment known as the Italia Conti Academy for theatre arts to office.
- 6.2 The application proposes the change of use into office floorspace. In addition the application proposes the extension of the building through a five storey rear extension within Glasshouse Yard in lieu of the external fire escape staircase and a two storey roof top extension.
- 6.3 The proposed development would facilitate the provision of 2966sq.m of high quality Class E office floorspace. The existing building has an internal GIA floorspace of 2587sq.m and as a result the scheme provides for an uplift of 379sq.m of new floorspace. The scheme would provide for a large scale rationalisation of the floor plan and would eradicate the restrictive compartmentalised room divisions to provide an open plan layout. Three lifts would be provided within the building core and unisex toilets and accessible toilets would be provided on every floor. Building services would be laid around the floorplan perimeter and the floorspace and floor to ceiling height would be optimised.

- 6.4 The proposed development seeks to upgrade the existing facades. At ground and mezzanine level, the existing entrance from Goswell Road which is of poor quality and the front façade does not present successfully to the street. The application proposes the activation of the front and side return frontage to Glasshouse Yard by glazing the external elevations to allow views through from the street into the reception area and the affordable workspace at the ground floor rear. At the upper levels, the proposed development would repoint the existing brickwork to accentuate the natural colouring of the existing brick. Along the Goswell Road façade, the brickwork would be cleaned and repointed while new dark grey metal window frames and pre-cast concrete infill panels are proposed along the Goswell Road façade.
- 6.5 At the upper levels, the application proposes the rearward projection of the seventh floor to the extent of the roof of the sixth floor and to merge it into the main body of the building below. Then above that, the scheme proposes the erection of a recessed new storey set back from the front edge of the building and a curved southern edge. This set back and low level design would be visible in streetscene views from a limited number of perspectives. In addition, the upper floor would give way to screened and planted roof top terrace access. The upper floor would be constructed principally from glazing with metal panelling framing the windows along with a metal facing panel above.
- 6.6 The infill extension to the rear would be constructed from lighter brick and would have a height of six storeys above ground level. It would step down from the enlarged seventh floor and also Houghton Court which it adjoins. Furthermore, it would be set back from the Glasshouse Yard frontage of the building. Utilising a different coloured brick and different fenestration pattern it would contrast with the existing building.
- 6.7 The basement level of the building would be used for building plant, cycle storage, refuse storage and showering facilities. First floor through to eighth floor would be used for office. The accommodation is arranged around the core which permits separate occupiers or an anchor tenant with smaller floorspace occupiers. A terrace to both front and rear would be made available at this level and a further terrace would be provided above the uppermost floor. The substation would remain at the ground floor level.

Revision 1

- 6.8 The details submitted with the planning application have been amended once subsequent to the receipt and validation of the application. The originally submitted scheme showed a total building height in excess of 30m. Part 1C and Part 1D of the Mayor of London Order (2008) which sets out which applications are referable to the Mayor of London for determination states that where an existing building is to be extended, the height of the resulting building should not be in excess of 30m. The elevation drawings have been amended showing the height of the upper most new storey to be reduced to a total height of 29.9m.

7. RELEVANT HISTORY:

23 Goswell Road

- 7.1 In 1978 a personal permission (Ref: TP/63390) was granted to City University for continued use of the property as a graduate business centre. On the 31 May 1984, a further planning permission was granted (Ref: 84/0489) allowing use of the premises for a school of Theatre Arts.

Neighbouring premises: Houghton Court, 31 Glasshouse Yard

- 7.2 Planning permission (P090978) was granted on the 27 April 2010 for the erection of a seven storey residential building with commercial area of 73.3sq.m at ground floor and residential to the six upper floors to provide six no. 1 bed flats and 3no. 2 bed flats.

PRE-APPLICATION ADVICE:

- 7.3 The application has been subject to three rounds of pre-application discussions from 2018 through to 2020. Through the process, the Council had raised concerns about the acceptability of the change of use of the premises from education (or community use) to office use on the basis that insufficient marketing evidence had been carried out to demonstrate that there was a lack of demand for the continued use of the building in a community use. Furthermore, officers raised concerns around the provision, duration and cost of affordable workspace within the building. In addition, later proposals indicated the creation of a new primary building entrance within the undercroft that would not address the primary street. In conjunction with this, the application also proposed the use of a shared surface for vehicles and pedestrians, however, this was discounted due to practical policy objections to the principle of a shared surface and the potential dangers that this might pose particularly for pedestrians and those with disabilities. A further scheme to raise the road level and change the direction of travel of Glasshouse Yard was discontinued due to cost.
- 7.4 Officers raised objections concerning the height, design and relationship of the proposed extension with the building below on the basis that it was top heavy, too visible and incoherent with the fenestration pattern of the building below.
- 7.5 During the more than two year period of discussion with Council officers, the applicants have undertaken appropriate marketing and have demonstrated acceptably that there is not suitable or viable demand for the continued use of the building in a community use. Furthermore, the area of floorspace dedicated to affordable workspace has been negotiated to last for a period of thirty years, the primary entrance to the building has returned to the front elevation of the building and the shared surface has been discontinued. The height, size and design of the upper roof elevation has been modified so that it is less visible within the streetscene and long distance view points through Goswell Road.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 1043 adjoining and nearby properties on 17 May 2021. A site notice and press advert were displayed on 17 May. The public consultation of the application therefore expired on 10 June, however it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2 At the time of the writing of this report a total of one response had been received from the public with regard to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):
- Excessive noise (from plant). (paras. 11.184-11.197)

External Consultees

- 8.3 **English Heritage:** raised no objection and stated that the scheme should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice.
- 8.4 **English Heritage GLAAS (Greater London Archaeology Advisory Service):** initially raised an objection on the basis that the proposed development is located within an archaeological priority area and is in close proximity to designated archaeological assets as well as unknown resources which may be attributed to both the roman road (A1) and medieval London. There were concerns that the foundations required for the extension would impact the strata levels for likely deposits with the listed wall potentially being accompanied by other associated assets close by. GLAAS requested the applicant undertake trial trenches to inform the planning application. Given the presence of existing buildings, it would not have been possible to have carried out demolition. The applicants provided additional desktop research and investigations for the benefit of GLAAS who have now recommended the introduction of two planning conditions. The first requires a written scheme of investigation to be submitted prior to either demolition or development and the second condition requires details of the foundations to be submitted and approved.
- 8.5 **Metropolitan Police (Crime Prevention):** no comments
- 8.6 **Thames Water:** no comments
- 8.7 **Transport for London:** raised no objection. In their comments they requested that the development complies with the transport policies of the London Plan 2021. In addition, if the construction works results interruption to bus routes on Goswell Road, Transport for London should be notified.
- 8.8 **UK Power Networks:** raised no objection.
- 8.9 **London Fire Brigade:** no comments

Internal Consultees

- 8.10 **Access Officer:** generally supportive of the proposed development (having been involved in the pre-application process). There should be a safe taxi drop off area, although there is one associated with the adjoining hotel. The ground floor could benefit from a storage area for a mobility scooter. Recharging facilities should be provided for accessible bikes. A dropped kerb should be provided at the point of the fire escape to Glasshouse Yard. Doors should have accessible design credentials. The eighth floor terrace should be sufficiently wide with a level threshold. A WC should be provided at the ground floor level. Lifts should be of a size to allow the turning around of cycles internally.
- 8.11 **Conservation and Design Officer:** raises no objections. The site is not a designated heritage asset, however it is located directly opposite the Grade II* listed Crescent House and the Golden Lane Conservation Area. As a result, any changes to the building must be considered in relation to their impact on the setting of these heritage assets. The building is located close to the Charterhouse Square Conservation Area, the Grade I listed buildings therein as well as the Hat and Feathers Conservation Area. The site abuts a fragment of listed wall dating back to 1611. The building makes a contribution to Goswell Road but is of limited townscape merit. It has a poor secondary frontage to Glasshouse Yard. The proposed extensions and alterations to the building form part of a comprehensive and high quality refurbishment programme and are acceptable in principle. The extensions are compatible and subservient with the host building and enhance the townscape. Entrances to the two frontages have been enhanced and are now of greater legibility. The roof

extensions do not give rise to a harmful visual impact to the streetscene in Goswell Road. The infill extension in Glasshouse Yard is now a sensitive recessed element that is subservient to the built form due to its reduced footprint and height. The building would be visible from a limited number of vantage points in sensitive locations despite the increase in height. The height increase is limited and the façade design quality is good and as such the impact is neutral. In the detailed design, the underpass element in Glasshouse Yard is more attractive and the glazed element that wraps around the lower two floors in Glasshouse Yard is a positive enhancement. The infill has been designed to be ancillary and the materials palette on both key elevations is simple and effective.

- 8.12 **Energy Officer:** no objections
- 8.13 **Tree Preservation Officer:** no comments
- 8.14 **Public Protection (Air Quality):** no objections. An Air Quality Assessment has been submitted with the application that is acceptable. Due to the proximity of residential uses, it recognises that there would be construction impacts arising and as a result, the officer advises that a Construction Management Plan (CMP) is required either by way of condition to satisfactorily mitigate the impacts of development. No harmful air quality impacts would result from the operation of the development
- 8.15 **Public Protection (Noise Team):** no objections. Recommends conditions relating to background noise. The proposed development would have a limited impact on sensitive receptors nearby. Much of the building plant is located at basement level which would be far more discreet in its impact than rooftop plant. With respect to the residential at Houghton Court, the noise levels that would be measured at the nearest windows would be well below the background noise levels. Conditions are also suggested on the noise control of emergency plant and smoke extract as well as a limitation of the use of the flat roof terrace outside of the hours 0800-1900 Monday - Friday.
- 8.16 **Public Protection (Land Contamination):** no objections as the pollution linkage risks would be low as demonstrated by the desktop contamination study. However, a watching brief should be carried out.
- 8.17 **Highways Officer:** has raised an objection in relation to the numbers of cycle parking spaces. The scheme provides 45 in a context that requires 60 spaces. This is addressed in more detail below. The transport assessment is lacking in detail in that it should provide modal split for trip generation across the whole normal working day time period rather than the peak. More information should be provided to demonstrate that the highway can accommodate servicing and delivery demand. On this basis, specific parking bays should be dedicated to both servicing/delivery and to disabled car parking. Short stay cycle parking stands should also be provided in close proximity to the site. A range of Section 106 obligations has been suggested to deliver the highway objectives of the Council in relation to this scheme which are also considered below in the relevant section.
- 8.18 **Affordable Workspace Officer:** no objections to the proposals presented by the applicant to provide affordable workspace at a ratio of 5% of the total floorspace for a period of thirty years at a peppercorn rent. would
- 8.19 **Planning Policy Officer:** no objections.

9. RELEVANT POLICIES

Details of all relevant policies and guidance notes are attached in appendix 2. This report considers the proposal against the following development plan documents

National Guidance

9.1 The National Planning Policy Framework 2021 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.

Development Plan

9.2 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.

The New London Plan

9.3 The new London Plan was adopted on 2nd March 2021. The adopted London Plan now has full weight and it is considered a material consideration. The adopted London Plan policies have been fully taken into account.

<p>Policy SD4 Central Activities Zone Policy SD5 Offices, other strategic functions and residential development in the CAZ 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 design-led approach Policy D4 Delivering Good Design Policy D5 Inclusive Design Policy D8 Public Realm Policy D10 Basement development Policy D12 Fire safety Policy D13 Agent of Change Policy D14 Noise Policy E1 Offices Policy E11 Skills and opportunities for all. Policy HC1 Heritage and Growth</p>	<p>Policy G5 Urban Greening Policy G6 Biodiversity and access to nature Policy SI1 Improving air quality Policy SI2 Minimising greenhouse emissions Policy SI3 Energy Infrastructure 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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9.4 Islington Core Strategy (2011)

<p><u>Spatial Strategy</u></p> <p>Policy CS7 Bunhill and Clerkenwell) Policy CS8 (Enhancing Islington’s Character)</p> <p><u>Strategic Policies</u></p> <p>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 CS15 (Open Space and Green Infrastructure)</p> <p><u>Infrastructure and Implementation</u></p> <p>Policy CS18 (Delivery and Infrastructure) Policy CS19 (Health Impact Assessments) Policy CS20 (Partnership Working)</p>
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9.5 **Islington Local Plan Development Management Policies (2013)**

<p>Policy DM2.1 (Design) Policy DM2.2 (Inclusive design) Policy DM2.3 (Heritage) Policy DM2.4 (Protected Views) Policy DM4.12 Social and strategic infrastructure and cultural facilities Policy DM5.1 New business floorspace Policy DM5.4 Size and affordability of workspace 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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9.6 **Islington Local Plan Examination in Public (2019)**

9.7 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 Draft of the new Local Plan. Submission took place on 12 February 2020. As part of the examination consultation on pre-hearing modifications took place between 19 March and 9 May 2021. The Matters and Issues have now been published with hearings taking place from 13 September to 5 October.

9.8 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).

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

Policy SP1: Bunhill and Clerkenwell Policy SC1 Social and Community Infrastructure Policy SC3 Health impact assessment Policy SC4 Promoting Social Value Policy B3 Existing business floorspace Policy B5 Jobs and training opportunities Policy G1 Green infrastructure Policy G4 Biodiversity, Landscaping and Trees Policy 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 DH4 Basement development Policy DH5 Agent of Change, noise and vibration Policy ST2 Waste Policy ST4 Water and wastewater infrastructure
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9.10 **Finsbury Local Plan (2011)**

- Policy BC1:** Kings Square and St Luke's
- Policy BC8:** Achieving a balanced mix of uses

9.11 **Finsbury and Bunhill Local Plan (2019)**

- Policy BC1:** Prioritising office use
- Policy BC7:** Central Finsbury

10. DESIGNATIONS

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

- Central Activities Zone (CAZ)
- Employment Priority Areas (Offices) – BC8, Finsbury Local Plan
- Bunhill & Clerkenwell Core Strategy Key Area
- Grade II listed wall – to the rear of 23 Goswell Road
- Grade II listed building – to west (Medical College)
- Grade II* listed building – the opposite side of Goswell Road (Crescent House).
- Local Cycle Route
- Charter House Square Conservation Area to the west

Supplementary Planning Guidance (SPG) / Document (SPD)

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

11. ASSESSMENT

11.1 The main issues arising from this proposal relate to:

- Land use
- Design
- Heritage and archaeology
- Amenity
- Accessibility
- Energy and Sustainability

Land-use

Loss of social infrastructure

- 11.2 Policy S3(C) (Education and childcare facilities) of the London Plan 2021 states that development proposals should ensure that there is no net loss of education or childcare facilities unless it can be demonstrated that there is no ongoing or future need.
- 11.3 Policy E1 (Offices) of the London Plan 2021 states at part A that improvements to the quality, flexibility and adaptability of office space of different sizes should be supported by new office provision, refurbishment and mixed use development. There should be an increase in the office stock in the CAZ. Policy E2 (Providing suitable business space) states at Part B that the development of (formerly) B Use class business uses should ensure that the space is fit for purpose. Part D of the policy states that development proposals for new B use class business floorspace in excess of 2500sq.m should consider the scope to provide a proportion of flexible workspace or smaller units suitable for micro, small and medium sized enterprises.
- 11.4 Policy E3 (Affordable Workspace) of the London Plan sets out that planning obligations should be used to secure affordable workspace at rents maintained below the market rents for social, cultural or economic development purposes including start-ups.
- 11.5 Policy E11 (Skills and opportunities for all) sets out a framework to promote inclusive access to training skills and employment opportunities for all Londoners.
- 11.6 Policy CS7 of the Islington Core Strategy (2011) comprises the Spatial Strategy for Bunhill and Clerkenwell which is subsequently expounded further in the Finsbury Local Plan. Part A states that employment development would contribute to a diverse local economy which supports and complements the Central London Economy. Employment led development would be largely concentrated south of Old Street and Clerkenwell Road, but also encouraged in other parts of the area particularly along major routes, such as Goswell Road.
- 11.7 Policy CS13 of the Core Strategy states that the Council would encourage new employment floorspace in particular business floorspace to locate in the CAZ and town centres where access to public transport is greatest. The Council should also look to require a range of unit types and sizes including those suitable for SMEs. Part C of the same policy seeks to provide support for jobs and training opportunities for on-site construction above a threshold of 500sq.m as well as training and apprenticeship

opportunities for developments exceeding the same threshold. A proportion of the floorspace should also be made available for small, micro or affordable workspace.

- 11.8 Policy DM4.12 (Social and strategic infrastructure and cultural facilities) states that the Council would not permit the loss or reduction of social infrastructure uses unless a replacement facility is provided on site which would meet the need of the local population, or the specific use is no longer required on site. In the latter scenario, the applicant must demonstrate that the proposal would not lead to a shortfall in provision for the specific use within the local catchment; that there is no demand for suitable social infrastructure on the site or that the site would not be appropriate for such uses; and that any replacement or relocated facility provides a level of accessibility or standard that is equal to that of the existing.
- 11.9 Policy DM5.4 states that within employment growth areas, major development proposals for employment floorspace must incorporate an appropriate amount of affordable workspace and/or workspace suitable for occupation by micro and small enterprises. 5% of the floorspace should be provided for 10 years at a peppercorn rent.
- 11.10 Policy BC4 of the Finsbury Local Plan (2013) which relates to Northampton Square, Goswell Road and Spencer Street states that new development would enhance the legibility and character of this area strengthening the identity of its streets and spaces and building on its diverse mix of uses including a diverse range of employment spaces.
- 11.11 Policy BC8 states that within the Employment Growth Area, the proposals should incorporate the maximum amount of business floorspace reasonably possible on the site. Part C states that within Employment Growth Areas (offices) the proportion of office floorspace should be optimised. Other uses may be provided at the ground level where an active frontage would enhance the street environment or would complement other uses. The policy also promotes a commensurate uplift in housing in conjunction with the London Plan 2016. Where housing makes up less than 20% of the total net increase of office floorspace, there should be an equivalent contribution for off site housing provision.
- 11.12 Policy SC1 of the Emerging Local Plan (Examination in public version: 2019), states that the Council would not permit the loss of any social and community infrastructure uses unless a replacement facility is provided on site. Such a facility should be of equivalent quality. Otherwise, the existing use or another social infrastructure use would not be feasible for the site, which would be demonstrated through marketing and vacancy evidence for a period of 2 years and the submission of a Community Needs Assessment which would demonstrate why the site cannot support social and community infrastructure uses and why the existing use is no longer required on site.
- 11.13 Policy B1 of the Emerging Local Plan (EIP 2019) states that the Council has an aim to deliver an inclusive economy based on a diverse and vibrant economic base through a range of workspace types and unit sizes. New business floorspace should be provided within the CAZ and the Bunhill and Clerkenwell Area Action Plan Area.
- 11.14 Policy B2 of the Emerging Local Plan (EIP 2019) states that the Council would seek to direct new business floorspace to the specified locations including the CAZ and AAP Area. In this area, office uses are the priority in order to support London's Strategic role. A range of workspace typologies would be sought including Grade A offices, serviced offices, co-working spaces, hybrid workspace and other types of flexible workspace and lower specification office space suitable SMEs and business services.
- 11.15 Policy B4 of the Emerging Local Plan provides the Council's updated approach to affordable workspace. Major development proposals involving more than 1000sq.m

floorspace should incorporate at least 10% affordable workspace for a peppercorn rent for a period of more than 20 years. Such workspace should be built to Category A fit out and provide a high standard of amenity for occupiers including access to relevant servicing and facilities.

- 11.16 Policy B5 of the Emerging Local Plan states that major developments delivering at least 500sq.m of GEA office floorspace should provide on-site construction training opportunities. Jobs and training opportunities including apprenticeships would be required from developments where there is an uplift of the same.
- 11.17 Policy BC1 of the emerging Bunhill and Clerkenwell Area Action Plan requires development proposals providing 500sq.m or more net increase floorspace to provide 80% in office use.
- 11.18 The site is a site allocation (BC51) in the Emerging Bunhill and Clerkenwell Area Action Plan which states that the priority for the site is the retention of the D1 use unless it can be robustly justified in which case, office development would be required in this location.
- 11.19 In land use terms, planning permission is sought for the change of use of the existing building. Taking into account the uplift, the proposed development results in a net increase of floorspace of 379sq.m, with the total floor area increasing from 2587sq.m to 2966sq.m.
- 11.20 The building has previously been in use as the Italia Conti Academy of Theatre Arts which provides training in the performance arts as well as standard national curriculum school education up to the age of 16. The Academy has been present at the site for over 35 years following the grant of planning permission in 1984 for a change of use to education. The existing building was purpose built as an office block and as such, the application proposes a return to the building's intended use. Given the different operational requirements of a school from an office, the successful functioning of the school has been constrained by the existing layout and structural form of the office block. As the school has grown, the building has not been able to cater for the modern education requirements. The building has no effective level access from the street and subsequently from the entrance to other parts of the building. Toilets are provided at alternative levels, there are level changes within the floor plan, there are head height level structural obstacles, inadequate floor to ceiling heights and room sizes and inadequate ventilation.

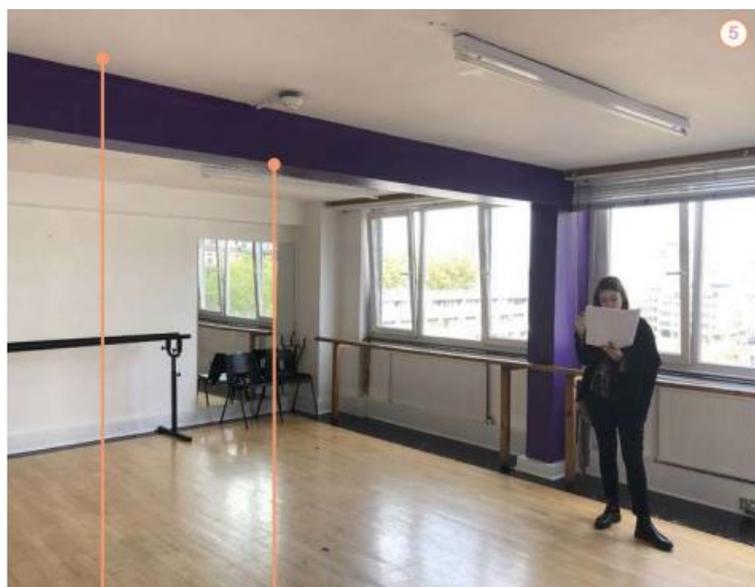


FIG 9: Low floor to ceiling heights



Fig 10: Head level obstructions within circulation spaces

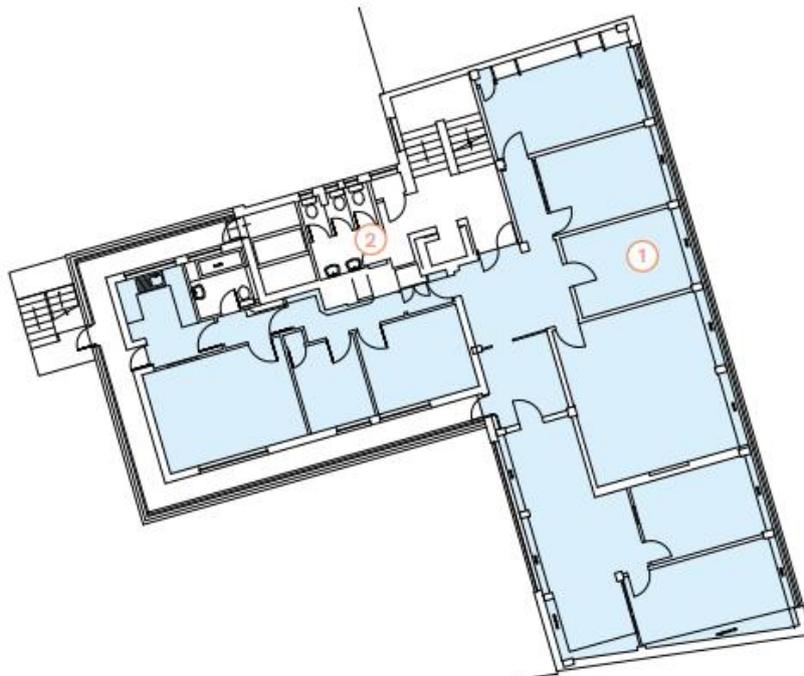


Fig 11: Compartmentalised layout with internal levels changes.

- 11.21 Italia Conti have acquired a site in Surrey to construct and operate a purpose built performing arts centre and education establishment that would combine the company's two London sites in Islington and Lambeth with a floorspace of nearly 4500sq.m with a target inception date of the 2022/2023 academic year.
- 11.22 The Development Plan at all levels seeks to prevent the loss of social infrastructure, such as education given its intrinsic importance to communities in the Borough. The London Plan seeks to restrict the loss of social infrastructure unless it can be demonstrated that the need for such facilities is no longer present. Both the Local Plan Development Management Policies (2013) and the emerging Local Plan (2019) strongly resist the loss of social infrastructure, unless marketing evidence demonstrates that there is no likelihood for its continued use or for any other social infrastructure use or user.

- 11.23 Adopted policy DM4.12 prevents the loss of social infrastructure uses unless a replacement facility is provided on-site which would meet the need of the local population for the specific use. The scheme does not propose a replacement facility on this site for either the Italia Conti Academy, any other education establishment or any other social infrastructure use. The Italia Conti Academy is a niche user that has a broad appeal beyond the London Borough of Islington and the local community. While there are other performing arts academies within the Borough such as the Pauline Quirke Academy on Hungerford Road (N7), this is not combined with the day to day national curriculum. While an improved replacement facility would be provided, this is out of London.
- 11.24 The applicant's Social Infrastructure Assessment considers the operation of the existing school and its relationship with the London Borough of Islington. The report states that across 10 state secondary schools in the Borough, there are currently 7360 pupils occupying 8547 places which means that there adequate capacity within the secondary school sector in the Borough, with 15% of total places currently vacant. This level of available capacity is greater than the London and national average Furthermore and of greater significance, of the 94 junior pupils at Italia Conti, only six reside in the Borough of Islington. As such, the Italia Conti plays a limited role in the education of residents in the Borough. In addition, there are three other similar schools within London, such as the Urdang Silvia Young School in Paddington, Arts Educational in Chiswick and Brit School which is in Croydon.
- 11.25 The applicant has confirmed that the six pupils currently at Italia Conti would either locate to the new premises in Woking or to the competitor schools in London. Taking into account that the Italia Conti move is well publicised, future pupils who are resident in Islington would also choose to move to Surrey or to the local competitor schools. The supporting text of policy DM4.12 states (at paragraph 4.70) that any loss of school facilities would only be acceptable where, in the Council's view, the loss would not result in any constraints on school places provision in the foreseeable future. This has been demonstrated. Having considered the local school attendance figures and local education capacity, it is considered that the loss of this niche form of education would not have a detrimental impact on the needs of the local population.
- 11.26 The next part of the policy moves on to state that if the specific use is no longer required on the site, the applicant must provide evidence demonstrating that the proposal would not lead to a shortfall in provision for the specific use within the local catchment and that there is no demand for another suitable social infrastructure use on the site. As stated above, the applicant has demonstrated that there would be limited impact on local demand and capacity. The applicant has provided two documents to address the demand for other social infrastructure on site, through a marketing report (Colliers) and a Social Infrastructure Assessment (Volterra). The former addresses the market conditions for a future social infrastructure provider or user, while the second document considers which uses would be suitable, or otherwise, on this site.
- 11.27 The marketing report has been prepared in accordance with the requirements of Appendix 11 of the Local Plan (2013). The site has been marketed by Carter Jonas on a freehold basis from 2018 to 2019 when the site was subsequently purchased by the applicants, Boulton Brooks and was subsequently marketed by Colliers through to the submission of the application earlier in 2021. Carter Jonas marketed the site accompanied by the preparation of particulars. These were advertised on the Carter Jonas website and distributed to prior applicants, property companies, agents and individuals. Carter Jonas also placed an agency board at the premises, circulated details to 500 agents as well as a select number of potential interested parties. An advert was published in the Estates Gazette. No D1 occupiers made an offer on the premises with all of the interest generated coming from investors, developers, office users and residential developers. Furthermore,

no offers were received to lease the building – with applicant feedback largely citing the poor repair, high refurbishment costs and number of floors for the size of building.

- 11.28 Following the acquisition of the site by the applicant, marketing continued on the site, carried out by Colliers who carried out a comprehensive marketing campaign with greater reach than that carried out by Carter Jonas. The cost/rate was advertised as ‘price on application’ to solicit further interest. Furthermore, the freeholder was proposing to adopt a degree of flexibility with rent levels set depending on whether the building would be taken as seen, would be let on a refurbished basis or part refurbished. All rent levels were suggested as being in the range of £35 – 65 per sq.ft which is well below the £80 per sq.ft which are the local market rents. A number of inquiries were received including D1 users such as Liverpool University, the Guildhall School of Music and the New London College of Humanities. Variably, reasons given for not pursuing the offer further included the building being too large, the floor to ceiling heights being too low or space requirements for individual users falling away. In addition, the majority of requirements for D1 space in London are sub 5,000 Sq Ft however 23 Goswell Road, on the basis it has a D1 consent can only really be leased to a single occupier. This is due to the fact that it’s quite unrealistic, impractical and unprecedented to have a multi let building with D1 consent. Whether it be educational or other uses that fall under the D1 use class, these occupiers do not tend to share buildings as quite simply it’s not appropriate due to the way these occupiers run their buildings and amenity spaces.
- 11.29 Officers are satisfied that the marketing exercise has been undertaken for an acceptable period of time in accordance with the requirements of Appendix 11 of the Local Plan. The comprehensive distribution of marketing techniques has exposed the site to a wide ranging audience. The reasons given for the lack of interest are reasonable and expected for a building of this nature. Furthermore the pricing levels for the property are reasonable and competitive. As such, it is considered that the proposed development would accord with Policy DM4.12 in respect of the marketing.
- 11.30 Finally, in order to exhaust the requirements of the policy to ensure that the floorspace is protected for social infrastructure, the policy requires the provision of a social infrastructure assessment. This considers the full range of social and community infrastructure uses to determine the likelihood or suitability of such uses to occupy the building. This should consider the operational requirements of such uses and what constraints may be in place that would prevent the re-use of the building by another social and community infrastructure use. The glossary for the emerging Local Plan (EIP 2019) states that social and community infrastructure can be considered as the following:

Infrastructure that is available to, and serves the needs of, local communities and others, which is often funded in some way by a grant or investment from a government department, public body and/or the voluntary sector. Social and community facilities comprises a wide variety of facilities/buildings including those which accommodate social services such as day-care centres, luncheon clubs, and drop-in centres; education and training facilities including early years providers, nurseries, schools, colleges and universities; children and young peoples’ play facilities; health facilities; youth centres; libraries; community meeting facilities; community halls; places of worship; sport, leisure and recreation facilities; and policing facilities. Social and community infrastructure generally falls within Use Classes C2, D1 or D2, and possibly some Sui Generis uses. This list is not intended to be exhaustive and other facilities can be included as social and community infrastructure.

- 11.31 The applicant’s report considers these uses in addition to others not prescribed in this list. The report has effectively concluded that for many of the uses listed above, the lack of

effective inclusive access within the building, the small floorplan over various floors and the poor layout and structural form exclude many of these potential users. The lack of car parking, servicing and delivery facilities as well as meaningful external space for outdoor recreation or amenity also discourages or excludes potential users. Furthermore, some potential social and community infrastructure uses have the potential to generate significant amenity harm that would not be appropriate in the context of the adjoining residential uses. It is clear that in order for the building to be suitable for social infrastructure uses, it is going to require a considerable and meaningful alteration to the internal layout and structural composition to the building which would infer a cost which would heavily constrain uses.

- 11.32 On this basis, the applicants have demonstrated that the scheme, incorporating the loss of the educational use would not be harmful to education capacity in the London Borough of Islington and provides a benefit to a limited number of residents in the Borough on the basis that residents would attend the relocated school or similar schools in the same sector. Furthermore, it has been demonstrated that alternative uses could not be suitably accommodated within the building. Finally, marketing has been carried out extensively over three years demonstrating that the building has not been attractive to either D1 or social infrastructure users. It is considered therefore that the proposed development complies with policy DM4.12.

Provision of new office floorspace

- 11.33 Having satisfied the Council's policy tests on the loss of social infrastructure, consideration moves to whether a change of use to office is acceptable in this location.
- 11.34 The revised National Planning Policy Framework (NPPF) (2021) paragraph 81 states that significant weight should be placed on the need to support economic growth and productivity taking into account both local business needs and wider opportunities for development.
- 11.35 In regard to making effective use of land, paragraph 120(D) of the NPPF states that planning decisions should promote and support the development of under utilised land and buildings. Further, paragraphs 120 and 121 emphasises that planning decisions need to reflect changes in the demand of land and local planning authorities should also take a positive approach to applications for alternative uses of land which is currently development but not allocated for a specific purpose in plans.
- 11.36 London Plan policy GG5 seeks to enhance London's global competitiveness and ensure that economic success is shared amongst all Londoners, it states that boroughs must plan for sufficient employment and industrial space in the right locations to support economic development and regeneration and make the fullest use of its network of town centres to support agglomeration and economic activity.
- 11.37 Emerging Local Plan Policy E1 states that improvements to the quality, flexibility and adaptability of office space of different sizes (for micro, small, medium-sized and larger enterprises) should be supported by new office provision, refurbishment and mixed-use development; the diverse office markets in inner London should be consolidated and - where viable - extended, focusing new development in town centres and other existing office clusters supported by improvements to walking, cycling and public transport connectivity and capacity.
- 11.38 New business floorspace would be focused in the CAZ, Bunhill and Clerkenwell AAP area, the CAZ fringe Spatial Strategy areas of Angel and Upper Street and Kings Cross and Pentonville Road, PELs and Locally Significant Industrial Sites. Proposals in these areas

must maximise the amount of new business floorspace; proposals which do not demonstrate maximisation would be considered to be an inefficient use of a site and would be refused.

- 11.39 The application proposes change of use to office floorspace with the scheme generating 2966sq.m of floorspace. The site is located within the CAZ and an Employment Growth Area (offices). Both the Local Plan and the Finsbury and Clerkenwell Local Plan (2013) make clear the Council's priority in delivering additional employment floorspace particularly in the CAZ and the priority areas.
- 11.40 The amount of development that is appropriate for this site is determined by a number of material considerations including design, heritage and amenity, which have been duly assessed and discussed in the latter part of this report; officers consider that due to the site's physical and policy constraints (particularly in terms of design and heritage), the proposed office development is considered to be appropriate and to maximise provision (meets the objective of the above policy) subject to all other Development Plan considerations.
- 11.41 The Finsbury Local Plan encourages new office development (within employment growth areas for offices) to consider opportunities to provide for an active frontage accommodating retail or other town centre uses. However, in regard to Policy BC8(C)(ii) which requires a mix of complementary uses and active frontages where appropriate, it is judged that whilst there might be some scope to provide a small retail unit on the ground floor level, it would inevitably result in reduction of the amount of office floorspace which the site could deliver; more importantly, the site is not considered to be large enough to accommodate an adequate and accessible office entrance that meets all the relevant standards whilst providing a suitable retail unit on the ground floor. Therefore, the proposed office development is considered acceptable in this regard.
- 11.42 Furthermore, the scheme achieves a significant enhancement to the frontage on two sides of the building adjacent to Goswell Road and Glasshouse Yard which is positive streetscene improvement. Furthermore, the scheme is also able to provide an element of affordable workspace which is considered below as well as accommodate existing plant, storage and building management facilities which prevent the use of the building for alternative uses.
- 11.43 Overall, having regard to the Development Plan, it is considered that the proposed office use is acceptable in land use terms, and as such would make an efficient use of this brownfield site. The proposal would also be consistent with the broad aims of the NPPF and its presumption in favour of sustainable development that supports economic growth.
- 11.44 In light of the introduction of Class E, a condition (22) is recommended restricting the use of the site to office only (Class E(g)(i)), should planning permission be granted. The intention is to ensure that the site would only be permitted for office use as proposed, supporting the Council's policies to enhance the designated Employment growth areas and the wider CAZ designation.
- 11.45 Furthermore, officers also recommend a separate condition (21) to restrict future change of use of the site from office to residential, based on the provision of Class MA within the latest General Permitted Development Order. This is to ensure that there would not be an unacceptable loss of business floorspace to residential use, which would adversely affect the designated Key Area and the Employment Growth Area.

- 11.46 Policy E3 (Affordable Workspace) of the London Plan sets out that planning obligations should be used to secure affordable workspace at rents maintained below the market rents for social, cultural or economic development purposes including start ups.
- 11.47 Policy B4 of the Emerging Local Plan provides the Council's updated approach to affordable workspace. Major development proposals involving more than 1000sq.m floorspace should incorporate at least 10% affordable workspace for a peppercorn rent for a period of more than 20 years. Such workspace should be built to Category A fit out and provide a high standard of amenity for occupiers including access to relevant servicing and facilities.
- 11.48 As set out in paragraph 5.25 of the Development Management Policies, the figure of 5% of gross floorspace should be taken as the starting point for provision. The space should either be provided as separate small units for SME businesses (affordable by virtue of their size) or let to the council as Head Leaseholder at a peppercorn rent for at least 10 years; (in such cases the council would then engage with approved workspace providers to manage the space and ensure it is occupied by target sectors).
- 11.49 The proposal comprises of 101sqm of on-site affordable workspace, it would be located at the ground floor level. The proposed affordable workspace would represent 3.44% of the proposed GIA but 5% of NIA. This would be a shortfall in relation to the the GIA requirement which is more explicit in the Emerging Local Plan. Further workspace is not possible to provide. At ground floor, the remainder of the layout is occupied by reception and core. At basement, the floor plan accommodates building management and facilities while an overspill on to the first floor would undermine the management of market rent office floorspace. The provision of affordable workspace is considered to be a public benefit which weighs in favour of the development. It is well located, visible and accessible and will be provided for a significantly greater period of time than would normally be the case.
- 11.50 The applicants have offered this floorspace for a period of thirty years at peppercorn rent. It would have a clear and active frontage to the street in Glasshouse Yard, would be accessible and visible from the principal entrance on Goswell Road. While the precise details of layout and facilities are yet to be resolved and are recommended to be reserved to planning condition (31), the affordable workspace would be fitted out to category A specification and would have access to a toilet, kitchenette, storage and cycle storage. The applicant advises that the space will be sold to a third party affordable workspace provider who would seek to fill the space to appropriate occupiers.
- 11.51 Overall, the quality of the affordable workspace is considered to be acceptable. The proposed affordable workspace on site exceeds the 5% requirement and meets the relevant policy objectives within the Development Plan.

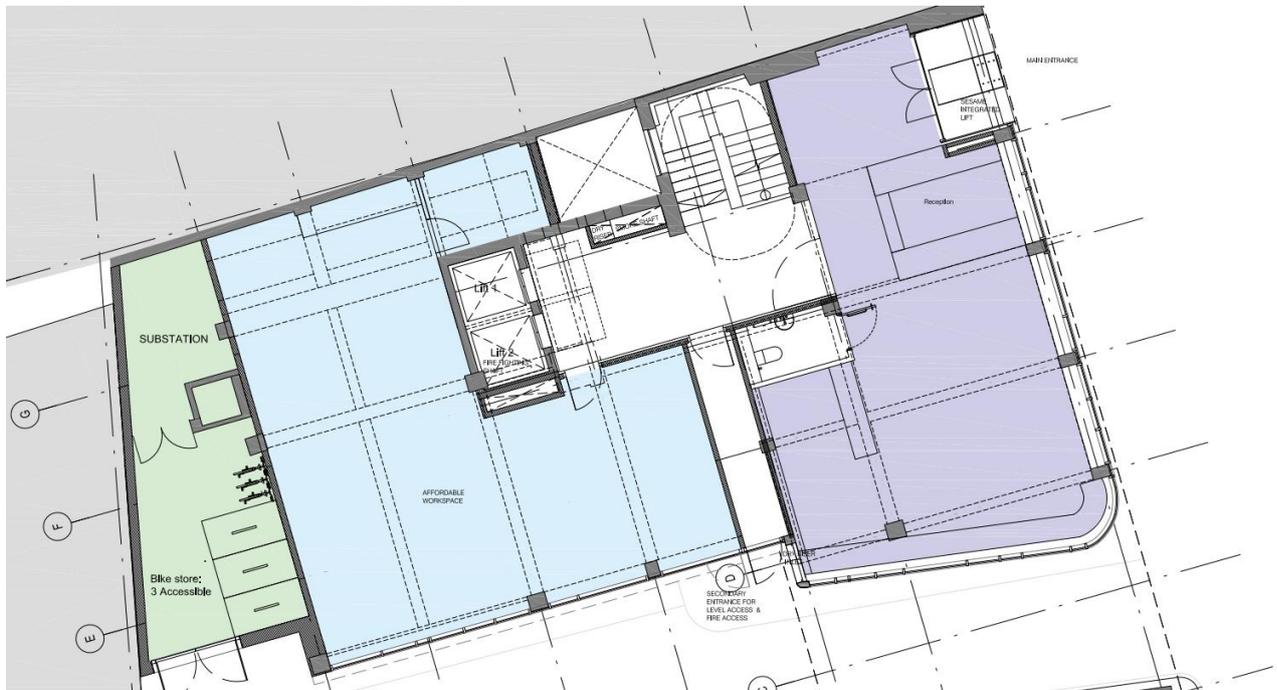


Fig 12: Proposed ground floor floorspace showing affordable workspace area (blue)

- 11.52 Core Strategy policy CS18 states that the council would work with its partners to deliver the infrastructure required to support development, and would require contributions from new development to ensure that the infrastructure needs are provided for and that the impacts of the development are mitigated.
- 11.53 In accordance with policy CS13 part C, and the guidance sets out within the Planning Obligation SPD, the proposed office development would require an appropriate amount of planning contributions which mitigate the impact of the development, this includes the provision of training opportunities at construction stage (1 placement = £5,000), as well as employment and training contribution during the operation of development (£38,190). Both would be secured within a legal agreement.

Design, Conservation and Heritage Considerations (including Archaeology)

- 11.54 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 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.
- 11.55 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.

11.56 In terms of the NPPF it addresses the determination of planning applications affecting designated and non-designated heritage assets at paragraphs 194-195 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...'

11.57 Paragraph 197 also states that in determining application, local planning authorities should take account of; the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, the positive contribution that conservation of heritage assets can made to sustainable communities and the desirability of new development making a positive contribution to local character and distinctiveness.

11.58 Paragraphs 199 – 209 set out the considerations made by decision makers in determining applications that affect heritage assets, including a consideration of the significance and the level of harm that would occur as a result of the heritage asset.

11.59 Paragraph 134 states that development that is not well designed should be refused, especially, where it fails to reflect local design policies and government guidance on design taking into account any local design guidance and supplementary planning documents such as design guides and codes. Weight should be given to development which reflects local design policies and guidance and supplementary planning documents such as design guides and codes; and/or outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area so long as they fit in with the overall form and layout of their surroundings.

11.60 London Plan policy D3 states that development must make the best use of land by following a design-led approach that optimises the capacity of sites, to ensure that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth. It further states that higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.

11.61 In terms of design and heritage considerations, London Plan policy D3 part D states that development proposals 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;

- respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character;
- 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

- 11.62 London Plan Policy D4 stipulates the importance of design scrutiny of development proposals starting from pre-application stage. It states that the design of development proposals should be thoroughly scrutinised by borough planning, urban design, and conservation officers, utilising analytical tools, 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.
- 11.63 The national and regional policies are supported locally by Core Strategy Policy CS5 which sets out the spatial strategy for the Angel and Upper Street Key Area, it states that the historic character of the area would be protected and enhanced with high quality design encouraged so that it respects the local context of Angel and Upper Street and its surroundings.
- 11.64 Core Strategy Policy CS9 requires the borough's unique character to be protected by preserving the historic urban fabric, and new buildings should be sympathetic in scale and appearance and to be complementary to the local identity.
- 11.65 Policy DM2.1 requires all forms of development to be of a high quality design, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Permission would be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 11.66 Policy DM2.3 requires development to conserve and enhance the borough's heritage assets, in a manner appropriate to their significance. The council requires new developments within Islington's conservation areas settings to be of high quality contextual design, and harm to the significance of a conservation area would not be permitted unless there is a clear and convincing justification. Part B ii of the policy goes on to state that the council would require the retention of all buildings which make a positive contribution to the significance of a conservation area. Part E of the policy relates to non-designated heritage assets (i.e. locally listed buildings) which the council encourages the retention, repair and reuse of such buildings. Part F of the policy addresses archaeological remains, monuments and archaeological priority areas. The policy states that the Council would ensure the conservation of scheduled monuments and non designated heritage assets with archaeological interest which are of demonstrably equivalent significance. All planning applications affecting priority areas should be accompanied by assessments. Archaeological remains should be retained in situ.
- 11.67 Moreover, the Islington's Urban Design Guide SPD (UDG) sets out the principles of high quality design (Contextual, Connected, Sustainable and Inclusive) and the detailed design guidance such as urban structure, the streetscape, services and facilities, and shopfront design.
- 11.68 In terms of conservation area and heritage asset, the Planning (Listed Buildings and Conservation Areas) Act 1990 (amended) requires planning authorities to pay special

attention to the desirability of preserving or enhancing the character or appearance of the conservation area (section 72); it also requires decision maker to have special regard to preserve or enhance the significance of heritage assets through the planning process (Section 66).

11.69 The surrounding area is of mixed character and use. Goswell Road forms the Borough boundary and is the dividing line between two very different townscapes. On the west side of Goswell Road is a traditional street form with a terrace of buildings forming a street block from junction to junction and comprising a series of active frontages. The storeys above street level include residential, hotel accommodation, offices and other uses. On the same side of Goswell Road, secondary streets serve a greater concentration of residential accommodation including student accommodation and small employment spaces. On the eastern side of Goswell Road, within the City of London, is Crescent House and the Golden Lane Estate with its planned form and urban design. It comprises a well defined terrace, its materials, size and design dominates the streetscene.

11.70 23 Goswell Road forms one of a series of four buildings in the centre of the street block between the southern junction with Glasshouse Yard and the Clerkenwell Road junction with pronounced height. All four buildings are similar in height (although differ in roof form) and constitute a cohesive built form within the street. To the rear within Glasshouse Yard, the six to eight storey buildings from a very compact streetscene where building heights are emphasised within a narrow street.

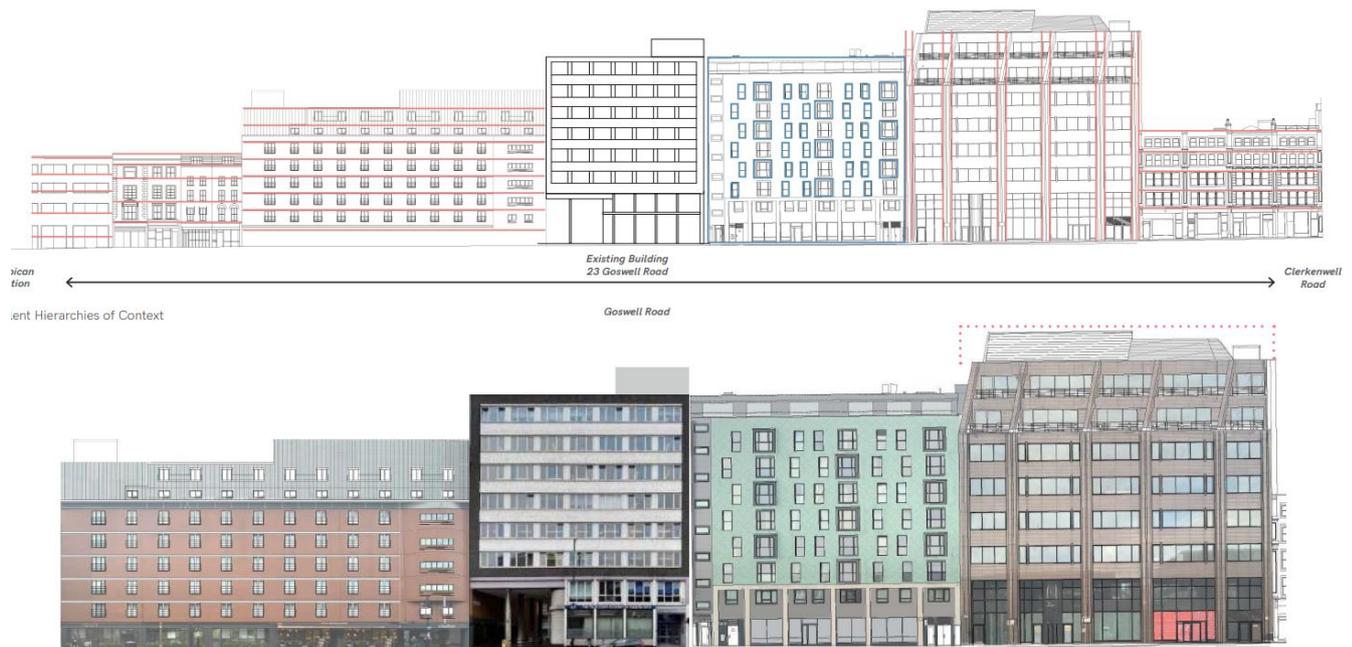


Fig 13: Existing Goswell Road facades showing height and design parameters and window orientation

11.71 The following heritage assets have been identified in the immediate locality:

- Grade II* listed Crescent House (east side of Goswell Road)
- Grade II Golden Lane Estate
- Grade II listed wall to the rear of 23 Goswell Road
- (Close to but outside) Charterhouse Conservation Area comprising Grade I and II listed buildings
- (Close to but outside) Hat and Feathers Conservation Area

- 11.72 The applicant has submitted a Design and Access Statement (Third Way Architecture) in support of this application. Furthermore, it is also supported by a Townscape, Visual and Heritage Statement (KM Heritage).
- 11.73 The application proposes the demolition of the existing roof top structure; the build out of the existing rear projection at the seventh floor to the existing extent of the building, the erection of a new eighth floor extension across the whole building, formation of roof terrace above with plant; the demolition of the existing rear fire escape staircase and the erection of an infill six storey rear extension; upgrades to existing facades and refurbishment of the ground floor and first floor to provide fully glazed reception and workspace area to Goswell Road and Glasshouse Yard.

Existing building

- 11.74 The existing building is a 1960s purpose built office block which has not undergone any significant enhancement or improvement either internally or externally and has limited townscape merit. While the building has two frontages to the highway network in Goswell Road and Glasshouse Yard, the building does not currently have any active frontage of any note. In addition, there is no interaction between the building, its use and the street. A modest pedestrian entrance is situated on the right hand side of the front façade with steps up from street level. The secondary frontage on Glasshouse Yard which is located beneath the undercroft contains a number of service entrances and as such makes no contribution to the street. The brickwork to the Glasshouse Yard façade, along with the fenestration in general and the concrete banding appear dated and poorly maintained.
- 11.75 The staircase to the rear occupies a gap between the building and Houghton Court which constrains development to extend the existing floorspace, while the flat roof of the building provides no roof terrace, no biodiversity gain, no sustainability gains or energy reduction opportunities.
- 11.76 The building is not located in a conservation area and is not a designated heritage asset and as such, alterations and partial demolition of the existing building would not be harmful to the objectives of the NPPF or the development plan to protect existing designated heritage assets.

Proposed alterations: Ground and first floor element

- 11.77 The proposed development consists of four separate elements. The first is to update and accentuate the ground and first floor, improving its access, function and appearance. The second is to optimise the available space at the rear of the building, the third is to upgrade the elevations and the key structural elements and finally the fourth is to create roof top extensions that would add quality to the building along with greater functionality.
- 11.78 In carrying out these alterations to the building, it is proposed to achieve a number of additional benefits, including better inclusive access for everyone, improve the quality of accommodation, improve the design and appearance of the building and its contribution to the character and appearance of the streetscene and townscape, ensure that the development preserves adjoining and in situ heritage assets and finally to improve the performance and sustainability of the building.

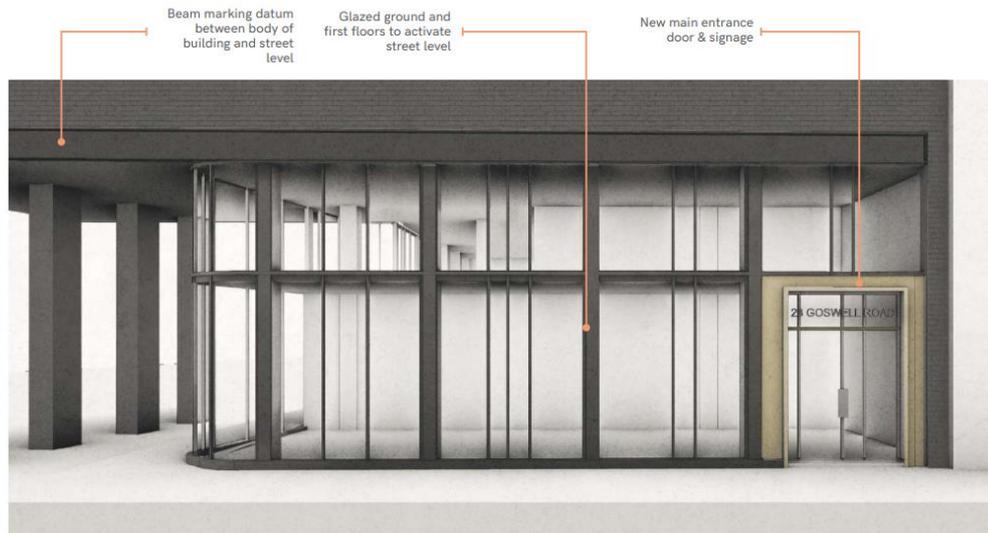


Fig 14: Proposed fenestration arrangement to the ground floor front façade



Fig 15: CGI of reconstructed ground and first floors to Goswell Road.

11.79 In relation to the ground and first floors of the building, the application proposes to remodel and redesign the existing facades and elevations to the street to both Goswell Road and Glasshouse Yard. At present, the primary elevation features an understated pedestrian access to the right hand side of the façade, adjacent to larger picture windows which are frosted. Furthermore, due to internal levels, the windows are situated well above the pavement level and as such, do not facilitate any meaningful engagement between the street and the building and its internal use. To the rear side return, the presence of an undercroft and the dominance of the space as a roadway, there is little to encourage the presence of either pedestrians or building function. The side elevation features an expanse of tiles before a number of service entrances and doorways down the remaining length of the building before its termination adjoining Houghton Court. With the exception of the hotel which also has a primary frontage to Goswell Road, all other buildings in Glasshouse Yard have a defined frontage to the street.

- 11.80 While the entrance and the treatment works to Glasshouse Yard have been subject to extensive discussions, the proposed improvements to the ground and first floor of the building is supported. The formation of a glazed elevation wrapping around the two elevations would illuminate and activate the building, particularly on Glasshouse Yard. It would permit views into and through the building including the affordable workspace elements. On the return elevation, all the existing entrances and enclosures would be removed with the exception of the existing substation which would be located below the six storey rear infill extension. A new secondary street level access would be provided to Glasshouse Yard which would operate as a new fire escape as it would lead straight from the stair core, but this would not detract from the proposed glazed openness and visual permeability from the street into the building.
- 11.81 Around both elevations, the façade would be contained within strong vertical framing outside of exposed concrete structures within the building. This verticality would then align with the revised fenestration pattern on the upper floors of the elevation. Within the undercroft area, there is an option to further enhance the space by creating a decorative lighting scheme (currently indicative at present) which would provide visual interest within the space and distinguish the space as more than just a highway junction.



Fig 16: Refurbished and modernised ground and first floor from within Glasshouse Yard

- 11.82 The revamped primary entrance to the building on Goswell Road would also be rebuilt as part of the new façade treatment. Discussions through the pre-application process with the Council sought to create a level access from street level with internal floor changes within the reception, however, the space required to ramp up to the internal finished floor level would occupy an unduly large area of the internal floorspace within the proposed reception area. Instead, the application proposes a sesame lift built into the front steps. The steps would recede inwards to reveal a rising platform lift to take the user to the threshold level. This would avoid the need to construct a ramp or other device on the pavement and thereby encroach into highway land.
- 11.83 The Conservation and Design Officer has been involved in discussions through the pre-application process and supports the scheme. In the officer's view, the primary entrance remains to the Goswell Road frontage reflecting the primacy of this edge and route although its legibility has been significantly improved and the entrance better celebrated.

The ancillary entrance remains to the secondary Glasshouse Yard return and it too has been significantly upgraded and its legibility also improved.

- 11.84 It is considered that the architecture, including the selected and applied materiality, is very successful and would result in a building that would enrich its setting while being of a high quality in its own right.
- 11.85 The critical relationship between the ground floor and the public realm has been carefully addressed, creating a more active and urbane frontage. It includes significantly beneficial improvements to what is an unattractive street edge including a rather hostile underpass environment to Glasshouse Yard and to the deeper Glasshouse Yard interface.
- 11.86 The proposed double height glazing element that wraps the whole of the ground floor, to both street edges, effectively welcoming the building's users, positively signalling the building's presence with the streetscenes, and animating the street edges including enhancing pedestrian safety.

Rear infill extension

- 11.87 The second component of the proposed development is the removal of the staircase at the rear of the rear projection and the erection of a six storey extension. This is an entirely new element of the building. During the course of the pre-application process, this element has also been subject to negotiation to reduce its size and its detailed relationship with the host building. It has been set back and set down so that it appears as a subordinate addition to both the host building and the adjoining structure at Houghton Court. The size, siting and form of the extension has due regard to the position of windows in the east elevation of Houghton Court as well as the roof line of that building. The roof of the extension would be set down beneath the height of the enlarged seventh floor and would be part of a series of steps down from the plant room/roof top access structure and the eighth floor extension above the building.
- 11.88 In filling the gap above the substation and between 23 Goswell Road and Houghton Court, the proposed development would screen a blank façade that is currently visible from within Glasshouse Yard and as such constitutes an improvement to the streetscene in this location.



FIG 17: View towards the rear of building from south end of Glasshouse Yard.

- 11.89 In order to prevent overlooking onto the windows primarily at Houghton Court it is proposed for the new infill to be constructed in a perforated brick with glazing behind. This would act as shading/screening to both the office space within and the windows on 29-30 Glasshouse Yard. To create some additional activation to the facade, some punched openings have been introduced. These openings would be set in and have angled reveals to also prevent overlooking. This is considered to be an improvement on the existing situation in terms of neighbouring residents amenity, whereby their windows currently face and are in close proximity to the rear elevation of the existing building. Access into UKPN would remain at ground floor as well as a new access door into the new bike store. The brick colour of this side extension is proposed to match the lighter brick and mortar proposed on the Glasshouse Yard elevations.

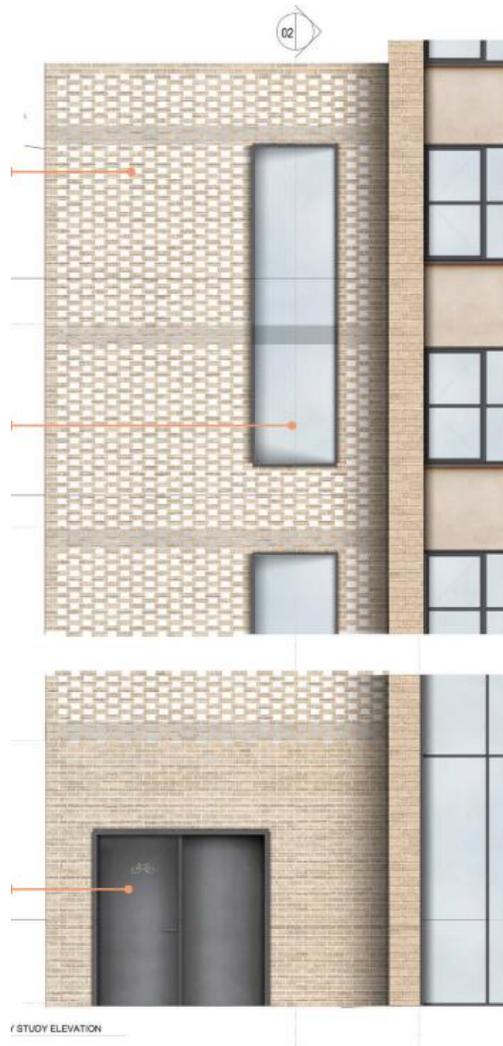


Fig 18: Materials palette and detailing to rear infill extension.

11.90 When viewed from the north, the extension would have very limited visibility and presence. The built forms of 23 Goswell Road and Houghton Court converge towards each other at the north of the site boundary and the fire escape staircase which is situated at the rear of the space occupies the full width of the gap. From the northern side of the site, the extension would be visible only from 25 Goswell Road which comprises residential units built over a medical facility. The extension would not be visible from other properties and would certainly not impinge upon nearby listed buildings or the Charterhouse Conservation Area.

11.91 The erection of an extension at the rear of the building would be proportionate, discreet and well designed, utilising high quality materials and elevation detailing that would be subordinate to the host building without appearing dominant in the streetscene.

Upgrade to building facades

11.92 The third strand of building modifications comprises the upgrade to the building façade. Rather than carry out extensive demolition or façade strip out, the proposed development proposes a range of measures to improve the building's appearance and performance. The existing brickwork would be cleaned and repointed on the principal front and rear facades as well as on the Glasshouse Yard façade above the first floor level. The scheme would then introduce new dark grey metal window frames. The design of the mullions has been derived to create a crittal style window. The spandrel panels would then be replaced

with pre-cast concrete panels. Concrete panels would overlay the vertical columns between each group of windows. On the front elevation, the brickwork would frame the whole façade as a square. The repointed brickwork would reveal the original dark brick colour which would complement the dark grey concrete panels and the dark metal crittal windows.

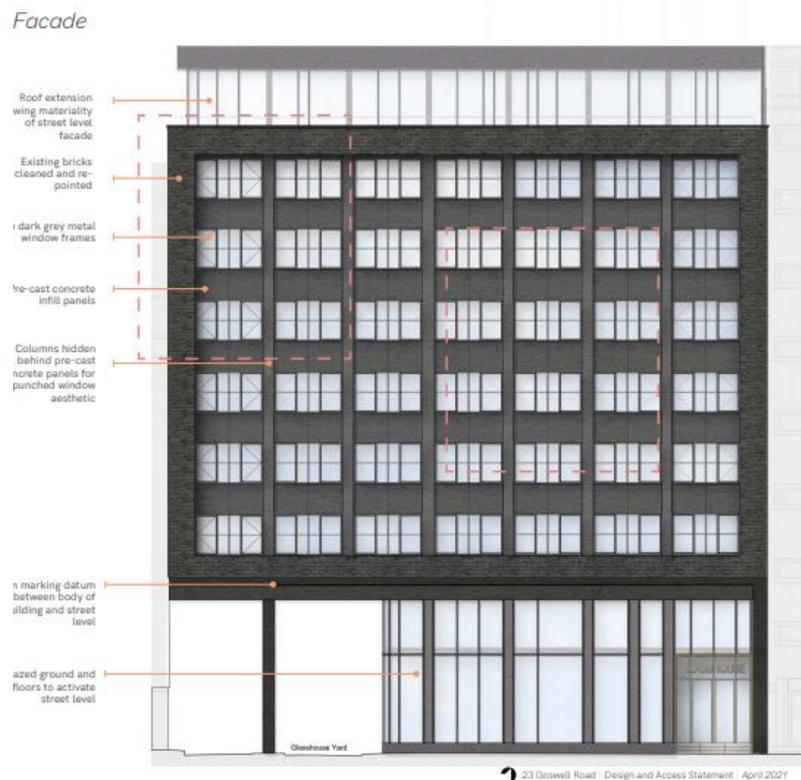


Fig 19: Façade upgrade principles to Goswell Road.

11.93 Within the rear elevations to Glasshouse Yard, the existing brick work adopts a lighter colour. This would also be repointed and per the front elevation, lighter coloured concrete panels would be affixed to the horizontal and vertical elements between the windows. As per the Goswell Road elevation, the windows would also be replaced using the same material and design principles.

11.94 The materials palette is quiet and urbane. It subtly changes from a darker treatment to the primary frontage to Goswell Road to a lighter treatment to the secondary frontage to the more enclosed and tighter grain of Glasshouse Yard. The materiality as proposed is integral to the quality of the re-purposing of the building in relation to its proposed new commercial uses and its location on this prominent and busy urban thoroughfare in the City to the southernmost edge of Islington.

11.95 Goswell Road frontage materials - The existing brickwork is proposed to be retained and repointed with a dark mortar. The cladding panels are to be replaced with dark grey pre cast concrete panels and the crittal type windows are to have dark grey mullions with brushed brass details.

Roof top extension

11.96 The final element of the proposed development is the most significant and comprises an enlargement of the currently recessed seventh storey of the building above the rear projection in Glasshouse Yard to the full extent of the floor below but would not encroach on to or over the new six storey rear infill extension. This extension would generate an

additional 25sq.m of GIA floorspace. The change to this floor would be most pronounced in views north along Glasshouse Yard where the façade above the newly glazed ground and first floor would be enclosed by the brick square over six storeys.

- 11.97 Above the seventh floor the application proposes a new single storey roof extension. It is proposed that the structure would be glazed to reflect the ground and first floor levels. It would have a curved termination on the south eastern corner. The extension would provide 221sq.m of GIA floorspace. The extension would be recessed from the front parapet by a distance of 1.5m and from the rear parapet by a distance of 2.5m. It would have a height of 3.6m from its finished floor level to the finished floor level of the limited roof terrace above. It would be constructed from the proposed material palette used elsewhere in the building including crittal windows, metal panels and would be a principally glazed structure. Above this structure would be two small pop ups both measuring approximately 2.9m. One would be plant enclosure with screen, while the other on the northern side of the roof form would be an access and lift housing providing access on to the roof terrace at the top of the building. The building terminates at approximately 29.9m above street level. Neither of the two structures would be visible from either Glasshouse Yard or Goswell Road.



FIG 20: CGI of streetscene context of upgraded building with roof extension

- 11.98 During the pre-application process, the reduction of the proposed roof extensions from two larger storeys at 8th and 9th floors to one main storey at 8th floor was agreed while the 9th floor was reduced to an access structure and necessary plant. These reductions and modifications effectively reduce the visual impact of the roof extension to an acceptable level when viewed from both the primary street of Goswell Road and Glasshouse Yard.
- 11.99 In terms of the impact of the scheme's proposed increase in height and mass on the townscape, there are limited vantage points to the site partly due to the scale and proximity of neighbouring buildings but also due to the pronounced curve to Goswell Road in this location. A sensitive vantage point identified during pre-application stage was the vista afforded from within the semi-public realm within the Golden Lane Estate, looking westward over the top of the 5 storey Grade II* Listed Crescent House terrace, towards the application site. This is because the site, and its neighbours, are clearly visible from here given they already rise considerably above Crescent House.

- 11.100 The building, with its proposed extensions, cannot be seen when viewed from another sensitive location, from Charterhouse Square to the west. Nor is it visible from Goswell Road looking southwards from the junction with Baltic Street due to the bend in the street. When viewed from the edge of the Barbican Estate, looking north up Goswell Road, the proposal is clearly visible within the streetscape including that important relationship with the Grade II* Listed Crescent House. However, as with the impact as experienced from the view from within Golden Lane Estate, while the increase in height is noticeable, raising the building by one visible floor matches the height of the neighbouring building, while the quality of the design is good. As a result the impact on setting is considered to be neutral.
- 11.101 The architectural treatment to the proposed 9th storey lightens its impact. This is achieved by a number of architectural devices including the extent of the set back, and the use of glazed curtain walling. It also utilises the same dark grey crittall fenestration proposed for use to the host building, with an applied rhythm that relates to that of the floors below. These design measures create a comprehensiveness that further demonstrates the calibre of the architecture of the proposed scheme.

Impact on heritage assets

- 11.102 As stated above, while the site property address is not a designated heritage asset such as a Conservation Area, listed building or locally listed building, 23 Goswell Road is within the setting of or in reasonable close proximity to sensitive heritage assets. These include the Grade II* listed Crescent House directly opposite the site with the Grade II listed Golden Lane Estate to its immediate rear. Furthermore, a short distance to the west are the Charterhouse buildings with origins dating back to the 14th Century.
- 11.103 Golden Lane Estate was listed Grade II in 1997 with Crescent House, that sits directly opposite the site, listed as Grade II* for its special architectural interest. .
- 11.104 The proposal is located directly opposite the Crescent and can also be viewed from the east where the rear of the crescent is to the foreground and the front of the proposed building, and its neighbouring buildings, forming a 'walled' backdrop.
- 11.105 The view shows that the application building would read as a similar height to No 25 Goswell Road to the north and that its proposed extensively glazed and recessed 9th floor would sit quietly within the roof scape. The deeply recessed plant element to 10th floor is barely visible.
- 11.106 Thus while the view would marginally change, the perceptible height would read as being similar to that of 25 Goswell Road and not as an incongruous element. The changes are therefore considered have a neutral impact in relation to the setting of the nearby heritage assets.
- 11.107 A further view was assessed from within the Hat & Feathers Conservation Area, looking south down Goswell Road. This shows the sweep of the road with Crescent House to the left and no part of the application building, including with its proposed roof level extensions, visible.
- 11.108 The view from Charterhouse Square has also been considered and also shows that the building, including the proposed extensions, would not be visible from within the square.
- 11.109 The vantage point where the building is most visible and therefore has the greatest impact is that looking north along Goswell Road from the edge of the Barbican Estate, with Crescent House on the right and the application site on the left. However, the impact of the height on the streetscape from this view, while altered as a result of the additional floor

being visible, would be negligible and its impact on the setting of heritage assets neutral. This is in part due to the existing height of no 25 Goswell Road, which the proposal would now equal, coupled with the varied roofscape throughout the entirety of the route, and indeed from this particular vantage point, as well as the quiet and urbane architectural language being applied to the building's facades.

- 11.110 At the rear of the site on the northern boundary is a section of Grade II listed boundary wall which dates back to the 1600s but incorporates materials previously used in the foundation of the Charterhouse Site in the 14th Century. According to Historic England listing, the wall is believed to be part of the Thomas Sutton Hospital and School and comprises ragstone, limestone, greensand, flint and brick. The wall runs west to east and is aligned with the site's northern boundary. The wall as listed in 1994 was 10.5m long and 2.55m high. The recently discovered buried section is a continuation of the same to the western end of this original wall which has a length of over 5m.
- 11.111 It should also be noted that the site is located in an Archaeological Priority Area largely on account of the proximity to Goswell Road (A1) a former Roman Road.
- 11.112 Historic England and the Greater London Archaeological Advisory Service (GLAAS) were consulted on this application in response to the Archaeological Desk Based Assessment. It sets out that the site, which is located in a priority area, has been assessed for its below ground potential. It outlines that a single storey structure within a small courtyard would need to be demolished to facilitate the new structure which would be supported by new foundations unified by a raft slab. The rear extension's piled foundations are the only area where new ground impacts would result as the extension structure has no other ground level foundations and the basement would not be further reduced. The report concludes that there is low potential for prehistoric remains, but moderate potential for Roman remains. Later development in the vicinity suggests that there is a high potential for the survival of medieval features and deposits within the site red line area beneath the basement and the western end of the site. The report also states that the proposed development is unlikely to impact non designated deposits of high importance associated with the monastery, however, the limited depth of foundations would not give rise to impacts.
- 11.113 Historic England responded by stating that any Roman or medieval or post-medieval remains could exist beneath and between modern structures and it is likely that the proposed piles would cut through post medieval and earlier deposits. The records also suggest that there is potential for remains associated with the Carthusian monastery and an earlier cemetery. The wall should also remain in situ. It is likely therefore that there is potential for remains of national importance to be impacted by the proposed development and pre-evaluation would be necessary. Due to the potential significance, Historic England recommended that a field evaluation report should be carried out through the digging of trial trenches and until that work is carried out the application should either be refused or decision deferred. Furthermore Historic England and GLAAS had concerns that construction work would disturb the wall and any lateral remains associated with the wall and the wider monastery and Charterhouse site. Due to the unknown full extent of the wall within the application site, and its exact siting and the presence of human remains, GLAAS were not able to recommend the imposition of a pre-commencement condition.
- 11.114 Further assessment was carried out by the applicants through July and August 2021 which established and demonstrated that the wall position is very close to the northern edge of the site at the western end, but is already covered by an existing sub station which is proposed to be retained by the proposed development in situ. Furthermore, the updated report shows that there is a gap between the proposed extension at the rear and the northern boundary meaning that the foundations would not build over the wall. Given the

existence of the sub station, it is impossible to carry out adequate trial pits in this location. This was supplemented by confirmation from the building contractors who confirmed that the piling and foundations can be constructed away from the wall.

11.115 Following the receipt of this information and board level consideration, GLAAS resolved to accept that subject to a carefully constructed pre-commencement condition (5) addressing the monitoring of geotechnical investigations and the digging of some test pits, along with a foundation design condition (6), there would be no undue material harm to the prescribed assets and on this basis, Historic England expressed support for the scheme subject to these conditions. On this basis, the proposed development is considered to be consistent with the aforementioned paragraphs of the NPPF and section F of policy DM2.3.

Inclusive Design

11.116 The New London Plan policy GG1 states that development must support and promote the creation of a London where all Londoners can move around with ease and enjoy the opportunities that the city provides. Further, it supports and promote the creation of an inclusive London where all Londoners can share in its prosperity, culture and community minimising the barriers challenges and inequalities they face.

11.117 The Inclusive Design principles are out in London Plan policy D5 which states that development proposals should achieve the highest standards of accessible and inclusive design.

11.118 Policy DM2.2 of the Islington Local Plan requires new development demonstrate that they provide for ease and versatility of use, deliver safe environments, produce places and space that are convenient and enjoyable to use for all and bring together the design and management of development from the outset and over its lifetime.

11.119 The Council's Inclusive Design SPD provides further guidance on inappropriate design.

11.120 The new access to Goswell Road would remain in situ and while the position of the door threshold over pavement level would not be changed, the access would be upgraded through the construction of a sesame wheelchair lift, where the steps withdraw to make room for a rising platform lift to the finished floor level. This prevents structures needing to be constructed on the public highway or modifications to the internal reception area such as steep internal ramping. The secondary (fire) access to the southern elevation would be able to provide level access from Glasshouse Yard. Furthermore, where ground floor level cycle parking access is provided this is also made available on a step free level access basis.

11.121 At basement level (accessible by dual lift and staircase and annotated with wheelchair turning circle), provision is made for accessible shower and 41 cycle parking spaces with lockers. At the ground floor level, 3 accessible bike storage units are provided.

11.122 The Inclusive Design Officer provided comprehensive comments supporting the scheme. The secondary access is welcomed as is the proposed sesame lift to the front elevation. However, the office noted that appropriate space should be made available directly outside the entrance to allow for cyclists to be accommodated on entry out of the highway. The scheme should be provided with a dedicated taxi drop off bay. The bike store should include accessible bike store and charging spaces and the access to these should be step free. An accessible toilet should be provided on the ground floor.

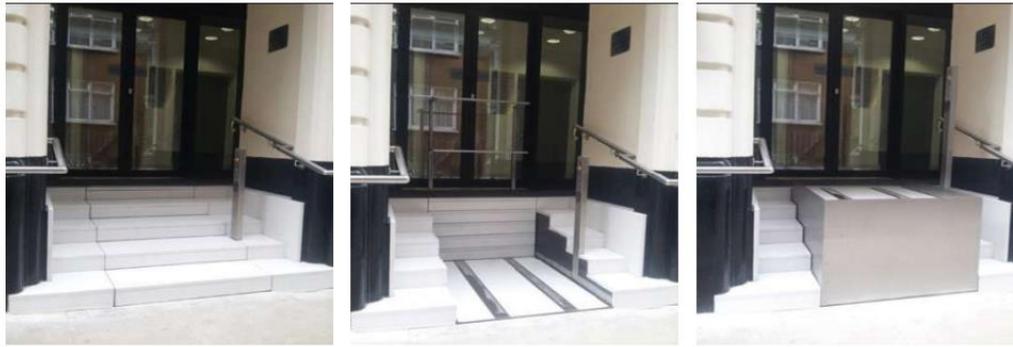


Fig 21: Proposed sesame lift operation. Steps retreat to reveal raising platform lift.

11.123 The scheme provides sufficient circulation space within all points of the development. The existing building is heavily constrained and is unsuitable for disabled access due to the narrow and cramped conditions, and frequent level changes and inadequate toilet facilities. The floorplans demonstrate open plan layouts built around and accessible from the core (facilitating occupation and tenancy by level with adequate separation). An accessible toilet is now provided at every level along with unisex toilets. Inclusive access is made available to the eighth floor external terrace. Access is also available to the upper most external terrace with sufficient circulation space therein.

11.124 The applicant has been appraised of these requirements and outstanding modifications relating to doors and cycle parking facilities would be sought through planning condition (17). An additional drop off bay which would be made available on the highway would be sought through section 278 and captured through the Section 106 agreement.

Neighbouring Amenity

11.125 The NPPF para 127F states that planning decisions should ensure that developments would have a high standard of amenity for existing and future users. All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed.

11.126 London Plan Policy D3 part D states that development proposals should deliver appropriate outlook, privacy and amenity, the design of the development should also help prevent or mitigate the impacts of noise and poor air quality.

11.127 Development Management Policies DM2.1 and DM6.1 which require all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality.

11.128 The closest residential properties that would be affected by the proposed development are listed as follows:

- Houghton Court, 31 Glasshouse Yard.
- Therese House, 29 – 30 Glasshouse Yard (student accommodation)
- 25b Goswell Road
- Crescent House, Goswell Road (City of London)

11.129 To assess the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local

and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.

- 11.130 The starting point must be an assessment against the BRE guidelines and from there a real understanding of impacts can be gained. Knowing very clearly what the actual impacts are in the first instance is consistent with the judgement made in 'Rainbird v Tower Hamlets (2018)'.
- 11.131 Once the transgressions against the BRE guidelines are highlighted, consideration of other matters can take place.
- 11.132 The effective use of land section in the Government's Planning Guidance (PPG) confirms that consideration is to be given to whether a proposed development would have an unreasonable impact on the daylight and sunlight levels enjoyed by neighbouring occupiers, setting out that all development should maintain acceptable living standards although what would be appropriate would depend to some extent on the context. The Guidance cites city centre locations where tall modern buildings predominate as an area where lower daylight levels at some windows may be appropriate if new development is to be in keeping with the general form of its surroundings.

Daylight Guidance

- 11.133 The BRE Guidelines stipulate that, 'the diffuse daylight 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 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).
- 11.134 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 would notice the reduction in the amount of daylight. The area lit by the window is likely to appear more gloomy and electric lighting would be needed more of the time'.
- 11.135 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.
- 11.136 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".
- 11.137 Paragraph 2.2.11 states: "Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight." The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.

11.138 The BRE Guidelines at Appendix F give advice on setting alternative target values for access to skylight and sunlight. Appendix F states that the numerical targets widely given are purely advisory and different targets may be used based on the special requirements of the proposed development or its location. An example given is “in a mews development within a historic city centre where a typical obstruction angle from ground floor window level might be close to 40 degrees. This would correspond to a VSC of 18% which could be used as a target value for development in that street if new development is to match the existing layout”.

Sunlight Guidance

11.139 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 90degrees of due south, and any part of a new development subtends an angle of more than 25 degrees 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.

11.140 This would be the case if the centre of the window:

- Receives less than 25% of the annual probable sunlight hours or less than 5% of the 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.

11.141 The BRE Guidelines) state at paragraph 3.16 in relation to orientation: “A south-facing window would, receive most sunlight, while a north-facing one would only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows would receive sunlight only at certain times of the day. A dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit.”

11.142 The guidelines go on to state (paragraph 3.2.3): “... it is suggested that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun”.

11.143 Where these guidelines are exceeded then sunlighting and/or daylighting may be adversely affected. The BRE Guidelines provide numerical guidelines, the document though emphasises that advice given is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design.

Overshadowing Guidance

11.144 The BRE Guidelines state that it is good practice to check the sunlighting of open spaces where it would be required and would normally include: ‘gardens to existing buildings (usually the back garden of a house), parks and playing fields and children’s playgrounds, outdoor swimming pools and paddling pools, sitting out areas such as those between non-domestic buildings and in public squares, focal points for views such as a group of monuments or fountains’.

11.145 At paragraph 3.3.17 it states: “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 two 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 two 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 two hours of sunlight on 21 March”.

Assessment

11.146 The applicant has submitted a daylight and sunlight report prepared by eb7 (dated April 2021). The report and the data contained therein consider the impact of the proposed development on the residential neighbours in accordance with the 2011 BRE guidelines.

11.147 The report concludes that the only properties relevant for assessment are as follows:

- Houghton Court
- Therese House
- 25 Goswell Road
- Crescent House



11.148 Assessment has been undertaken using the VSC, NSL and APSH tests within the BRE Guidelines. The results of these tests show that most of the properties neighbouring the site would retain daylight levels in line with the BRE guidelines within the proposed development in place. Where changes do occur below the BRE target values these are generally limited to minor deviations to bedrooms which are deemed less important for daylight under the BRE Guidelines or isolated transgressions in the no sky line to a small number overly deep rooms that are somewhat further constrained due to having angled windows such as 25 Goswell Road. The BRE acknowledge that in such cases a reduction in daylight may be unavoidable and that flexibility should be applied especially in confined urban environments.

11.149 In respect of sunlight, the results show that all main living rooms within 90 degrees of due south would experience no noticeable reduction in sunlight as a result of the scheme and are fully compliant with the BRE guidelines for Annual Probable Sunlight House (APSH).

Houghton Court

- 11.150 This 7 storey residential building is made up of 9 individual apartments and adjoins the western boundary of the site. The proposed development would insert the infill extension against the blank eastern elevation in lieu of the existing staircase. The eastern flank which directly faces onto the streetscene in Glasshouse Yard features a single strip of windows which serve bedrooms. The main living areas to the flats face away to the north and west on a different elevation of the building and would be unaffected by the proposals.
- 11.151 The scheme has developed through several pre-application iterations to respond appropriately to the neighbouring bedroom windows given the limited separation. The principal aspect from these windows to the east and the additional storey above 23 Goswell Road would form the biggest intervention. The infill extension has been set back and set down in height and utilises a lighter colour facing brick. The proposed glazed element at the ground and first floor level would generate additional background light into the Glasshouse Yard streetscene.
- 11.152 The VSC assessment indicates that there would be some reduction to the bedrooms to a value of 0.8 times their former level. The reductions range between 23% and 30% of the former value and as such are minor transgressions in the context of the BRE. However, it is relevant to emphasise the urban context of Houghton Court which is squeezed between the application site and Therese House in a very narrow townscape that is dominated by the application site and the hotel in particular. As such, the existing values are already low in the context of VSC.
- 11.153 However, the NSL test demonstrates that all of the bedrooms on this Glasshouse Yard elevation retain at least 0.9 of their former value. Given the effects are limited to minor transgressions in the VSC and there is no noticeable degradation in the NSL test, these daylight effects are unlikely to materially affect the use or enjoyment of these rooms which are used as bedrooms only. The effect is not considered to be unacceptable.
- 11.154 Demonstration of results for Houghton Court in respect of daylight.

			Vertical Component			Sky		No Sky Line (Daylight Distribution)	
Houghton Court	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	% reduction Daylight Distribution	
First floor	W1/R1	Bedroom	3.5	2.7	23.4	35.2	34.1	3	
Second floor	W1/R1	Bedroom	4.7	3.5	25.4	43.5	42.3	2.7	
Third Floor	W1/R1	Bedroom	6.3	4.6	27.6	55	52.9	3.8	
Fourth floor	W1/R1	Bedroom	8.7	6.1	29.5	78.0	73.9	5.2	
Fifth Floor	W1/R1	Bedroom	12.3	8.5	30.5	105.0	93.4	11	

Sixth floor	W1/ R1	Bedroom	17.7	12.7	27.9	133.2	130.3	2.1
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11.155 None of the bedroom windows are within 90 degrees of due south and are therefore not tested for impacts to sunlight.

Therese House

11.156 This nine storey building is located to the rear of the site and a short distance to the south, on the western side of Glasshouse Yard. It contains student accommodation. While there are a number of windows in the front elevation facing on to Glasshouse Yard, and which have a degree of outlook towards the site particularly at the northern end, most of the windows have an oblique view towards the site.

11.157 The results of the VSC assessment demonstrate that all of the windows to the front of the building would experience no noticeable change as a result of the extensions to the building with all of the windows meeting or exceeding the BRE target of 0.8 times their former level.

11.158 These limited effects are verified where the majority of rooms retain a no sky line of 0.8 times their former level. There are three transgressions, which would experience a change, however these are considered to be minor reductions below the guidelines of just 1 or 2%. It is noted from the listed results, that some of the rooms are studios with three windows. Where VSC losses are greater than 20% to a window, this is always one window out of three within a studio unit and as a result, the loss does not exceed BRE guideline thresholds.

11.159 As per Houghton Court, this building is located within a constrained location within Glasshouse Yard with much of the outlook from windows in the front façade being terminated by the mass of the hotel building on the opposite side of a very narrow street. Furthermore, as the building consists of student accommodation which is more transitory in nature of occupation, the long term impacts of this minor reduction in daylight would not be significantly felt and as such, the impact is tolerable and acceptable.

11.160 The table below demonstrates the three occurrences where the reduction in NSL exceeds 0.2.

Therese House	Room / Window	Room use	Vertical Sky			No Sky Line (Daylight Distribution)		
			Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	% reduction Daylight Distribution
Third floor	R3/ W3	Studio Bedroom	11.6	10.5	6.8	34.9	27.6	21.1
Fourth floor	R3/ W3	Studio Bedroom	14.6	13.1	9.8	43.4	33.7	22.3
Fifth Floor	R3/ W3	Studio Bedroom	18.7	16.8	9.7	60.3	47.5	21.3

11.161 None of the bedroom windows are within 90 degrees of due south and are therefore not tested for impacts to sunlight.

25 Goswell Road

11.162 This mixed use building is located to the north of the site and is up to nine storeys in height. The lowest two floors are used as the William Harvey Heart Centre associated with St Bartholomew's Hospital. The upper levels of this building are made up of serviced apartments.

11.163 The majority of windows to these apartments are articulated such that they face away from the site, however, there are a small number of windows recessed below balconies which would have a degree of outlook towards the scheme and these have been assessed for both sunlight and daylight impacts. It is noted that this is a development of more considerable size compared to Therese House or Houghton Court and has two main rear elevations. The building is L shaped and has a westward facing elevation parallel to Goswell Road and one southerly facing elevation which is approximately 23m to the north of the red line site boundary.

11.164 The results of the VS show that all neighbouring windows facing the site would retain at least 0.8 times their existing level and there would be no noticeable effect on sky visibility from the window. The VSC effects therefore fully satisfy the BRE guidelines.

11.165 In terms of the daylight distribution, the majority of rooms demonstrate that they would retain a no sky line value of at least 0.8 times their former value and fully meet the BRE targets. A small number of rooms would fail to meet this target. These are in the south elevation of the building and face the development directly. These rooms are LKD rooms where the windows have been designed to be orientated towards the west to avoid or mitigate overlooking conflicts with other residential buildings in close proximity.

			Vertical Component		Sky	No Sky Line (Daylight Distribution)		
25 Goswell Road	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	% reduction Daylight Distribution
First floor	W5/R5	LKD	14.6	14.1	3.8	77.6	47.4	38.9
First floor	W6/R6	Bedroom	14.8	14.1	0.5	73.3	44.6	39.2
First floor	R7/W7	Bedroom	8.3	7.6	8.3	56.8	43.6	23.2
Second floor	W5/R5	LKD	16.7	16.1	3.5	84.8	55.9	34.1
Second floor	W6/R6	Bedroom	16.8	16.1	4.2	77.8	51.6	33.7

Second floor	R7/ W7	Bedroom	9.7	8.9	8	59.4	46.5	21.2
Third floor	W5/ R5	Bedroom	19	18.4	3.1	88	63.4	27.9
Third floor	W6/ R6	Bedroom	19	18.3	3.7	72.9	54.6	25.1

11.166 The results of the APSH assessments show all of the main living rooms would meet the BRE targets for sunlight retaining at least 25% for total annual sunlight levels and 5% for winter or is limited to an absolute change in sunlight of 4% across the whole year.

Crescent House

11.167 This 4-storey mixed use building is located along the eastern side of Goswell Road and comprises commercial units across the ground level with residential apartments located above. A large proportion of the façade is glazed and as the windows are orientated towards the site, these have been assessed. Internal information was limited for these properties therefore the internal configurations of the apartments have been assumed from external inspection. It is understood that these serve main living space and potentially bedrooms.

11.168 Vertical Sky Component (VSC) results show all but 1 of the windows would meet the BRE targets achieving at least 0.8 times their existing level. The 1 window reduced below this is a high-level window (Third Floor W40) and equates to an absolute change of c.0.4% VSC. As the room is lit by 2 additional windows, in such cases the BRE states that the mean effect to the room can be taken. When considering the mean VSC effect, this room retains 0.9 times its former level and thus fully complies with the BRE guidelines for VSC daylighting.

11.169 When considering the daylight penetration to these apartments, changes in the no sky line are limited and not considered to be noticeable under the BRE guidelines as all rooms retain at least 0.8 times their existing NSL level.

11.170 Given the degree of glazing serving the units and the separation between the site (c.20m) retained daylight levels would be comparable with the existing condition and fully in line with the BRE criteria for VSC/NSL daylighting.

11.171 The results of the APSH assessments show all of the main living rooms would meet the BRE targets for sunlight retaining at least 25% for total annual sunlight levels and 5% for winter or is limited to an absolute change in sunlight of 4% across the whole year.

Conclusion

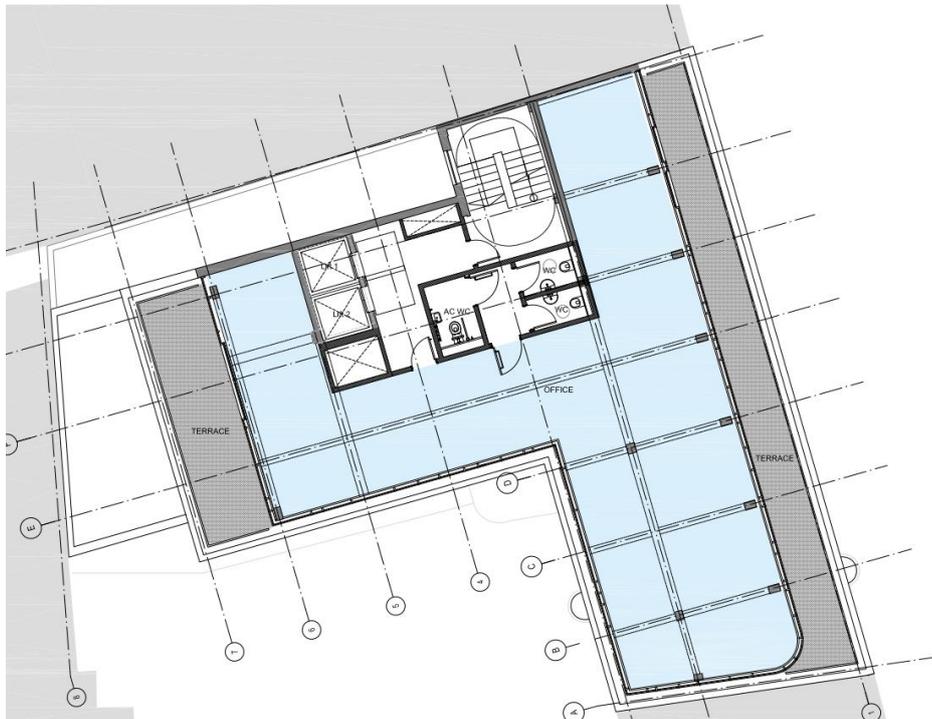
11.172 A comprehensive assessment of the proposed development on surrounding windows and rooms to nearby dwellings has been undertaken in accordance with BRE guidance and practice. The BRE guidelines must be viewed flexibly and considering the wider adherence to the required standards of all other tested windows the impact on this room can be accepted. A small number of neighbouring properties would see some reduction in daylight received, however this is considered at the lower end of the spectrum.

Overlooking and privacy

11.173 The supporting text to Policy DM2.1 states at paragraph 2.14 that 'to protect privacy for residential developments and existing residential properties, there should be a minimum

distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy'. In the application of this guidance, consideration has to be given also to the nature of views between windows of the development and neighbouring habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no or little harm.

11.174 This development does not contain any residential development and as a result, the considerations are somewhat relaxed in relation to the future occupiers of the development.



11.175 Given the orientation of the proposed building and the surrounding buildings as listed above, it is considered that only two locations would be sensitive to overlooking. This is Houghton Court (where bedroom windows face on to Glasshouse Yard) and some of the windows at the southern end of the western elevation of 25 Goswell Road parallel to Goswell Road. The southern elevation of the rear projection of 25 Goswell Road is more than 20m to the north and Crescent House is situated 20m to the east of the site. Any overlooking would occur from either windows in the northern elevation of the rearward projection or from the roof terrace.

11.176 In respect of Houghton Court in particular, it is considered that the provision of a new roof terrace at the eighth floor may give rise to overlooking towards the eastern elevation of Houghton Court. While withdrawing the perimeter of the terrace away from the building edge could address this it would limit the functionality of the roof terrace. The introduction of a 1.8m screen above the terrace finished floor level to prevent views towards the bedrooms would have limited impact on the amenity of Houghton Court. This is proposed to be secured through a planning condition (25).

11.177 The second sensitive location would be part of the rear elevation of 25 Goswell Road. A terminating screen should be utilised at the northern end of the eighth floor roof terrace. At the upper most floor, the principal roof terrace would have a larger expanse, however the roof plan indicates planting reducing the extent of the accessible roof terrace.

11.178 Were privacy screens erected on the eighth floor terrace it is considered that the impact would be acceptable.

Outlook and Enclosure

11.179 It is recognised that this is a very densely developed part of the Borough with little undeveloped curtilage available and with competing elevations in close proximity to others. It is considered that the most acutely felt points of enclosure would be the southern view towards the site from 25 Goswell Road, the rearward projection at an additional storey height when viewed from the rear elevation at 25 Goswell Road and the view from the bedrooms at Houghton Court.

11.180 When taking an outlook south from 25 Goswell Road, the proposed development over 22m away would increase by two storeys with the new roof top extension plus the lift overrun structure. The view would be most apparent from lower levels, however the manipulated orientation of windows westwards and the distance of 22m, it is considered that outlook and sense of enclosure impact would be limited. At the west facing rear elevation of the same building, it is noted that the existing roof level pop up replicates the height of the proposed structure to some extent. It would be projected over a greater distance and would be visible within the outlook from windows on the western facing elevation. However, the limited projection over and above the existing structures and the presence of other built forms within the rear courtyard of 25 Goswell Road, it is considered that the impact would be limited.

11.181 For Houghton Court, the replacement of the staircase and the filling in of the gap brings the development to the very edge of Houghton Court and the structure while much reduced from earlier applications would be situated adjacent to the bedroom windows. However the function and use of the rooms as bedrooms and the cumulative presence of a range of visually dominant buildings negates the significance of any impact derived from the extension.

Construction Impacts

11.182 Given the compact context of the site including the narrow road width of Glasshouse Yard, it is considered that the proposed development would generate a degree of impacts to both highway and to amenity of neighbouring residents.

11.183 A Demolition and Construction Traffic Management Plan is sought and this is recommended to be secured by condition (8).

11.184 Outside planning legislation there are further controls applicable to construction including Environmental Health legislation and regulations that would further protect the amenities of the neighbouring occupiers during the construction period.

Noise and Disturbance

11.185 As the proposed development is to be used exclusively as office, it is not a noise sensitive development and as such its location within the CAZ and adjacent to a busy road would not generate harmful impact for the proposed occupiers of the building. A noise impact assessment was provided with the application which considers the existing background noise levels, proposed noise generating sources and the likely impact on surrounding sensitive receptors. These are considered to be those tested for sunlight and daylight.

11.186 The assessment concluded that railway and underground noise levels were non existent and aircraft noise is minimal. The principal environmental noise impact arises from traffic

using Goswell Road which is a principal route. The noise impact assessment also recognises that the current occupier – Italia Conti – also generates noise which is audible from the rear of the site.

- 11.187 Key noise generating plant is to be sited at two locations within the site. The roof top plant compartment includes a dry cooling system. This would be protected with an acoustic screen. The remaining plant would be provided within the basement including air handling unit and smoke extract.
- 11.188 For the non emergency plant, where the noise sensitive receptor is located on a Goswell Road façade, the sound limitation would be 45dB $L_{Art(15 mins)}$ during daytime and evening and 40dB $L_{Art(15 mins)}$ at night time. Recognising that Goswell Road is the noisiest location for background noise, the limitation for noise sensitive facades in other locations would be 39dB $L_{Art(15 mins)}$ for daytime and 36dB $L_{Art(15 mins)}$ for evening. For the emergency generator and emergency plant, noise limitation criteria would be limited to 55dB $L_{Art(15 mins)}$ for Goswell Road facades by day and 50dB $L_{Art(15 mins)}$ in the evening. For more sensitive locations, this would reduce to 49dB and 46dB respectively.
- 11.189 Calculations have been carried out using the data presented earlier within this report to predict the resultant sound pressure levels due to airborne transmitted noise outside the nearest exposed noise assessment position and corresponding to the quietest period of plant operation. Predictions are based on the plant operating normally at the noise levels detailed herein, and it is considered that the noise emitted from the proposed plant would not be intermittent, impulsive, contain tones or other characteristics sufficient to attract attention at the assessment locations when mitigated. Predictions indicate that the derived noise limits would be exceeded by the proposed plant if unattenuated. It is unlikely that significantly quieter equipment is available for equipment of similar capacity and it is understood that other locations are not available for the plant. As such, it is considered appropriate to propose noise mitigation measures to the plant.
- 11.190 A range of noise mitigation measures are proposed to be adopted which would generate significant reductions to the noise levels received at sensitive receptors with a Goswell Road frontage. No non emergency plant is operational at night time and as the night time background noise levels are not problematic. Emergency plant also operates well below the background noise levels perceived at the receptors on the Goswell Road frontage. Furthermore all plant types, as attenuated operate at or below the noise limitation levels for sensitive receptors away from Goswell Road. However the data provided within the noise impact assessment does not demonstrate that the proposed plant would operate at a level of 5dB below the background noise level $L_{AF90 Tbg}$. As a result, a planning condition (14) is recommended to ensure compliance in accordance with BS 4142:2014. A separate condition (15) would also be imposed on the emergency smoke equipment as well as setting out a requirement for a methodology for its testing.
- 11.191 It is noted that no assessment has been carried out in relation to the possible noise impacts that may be generated by the introduction of external roof terraces. These are situated to the front and rear of the building as well as a larger terrace that covers much of the upper roof. While the impact of a roof terrace at the front of the building would have limited impact on neighbouring residents, the remaining terraces would have the potential to bring specific noise harm to residents in Houghton Court and 25 Goswell Road. In the absence of particular noise attenuation for these terraces, it is recommended that a condition (16) is imposed to limit the hours and days of use of all terraces and to prevent amplified noise and music being audible on the roof terraces.

Light Pollution

- 11.192 Paragraph 185 of the NPPF requires developments to limit the impact of light pollution from artificial light on local amenity, dark landscapes and nature conservation. The site has been long established as a commercial building since the 1960s, the proposal would not alter the commercial nature of the site and therefore, it is not recommended that the hours of occupation of the office development to be restricted. However, the proposal raises the possibility of night time light pollution occurring, should office staff need to work outside normal office hours; due to the proposed intensification of the site and the short distance to adjoining residential properties the cumulative impact is likely to be greater than existing and therefore, it is considered that measures to mitigate any adverse light pollution impact are necessary.
- 11.193 To address this, condition 11 is recommended for details of measures to adequately mitigate light pollution affecting neighbouring residential properties. The measures that are suggested and could be used include automated roller blinds, lighting strategies that reduce the output of luminaries closer to the facades or lighting fittings controlled through the use of sensors.
- 11.194 It is considered that these measures would ensure the extent of light being used within the building is reduced and help minimise any impact on the neighbouring properties and address any light pollution concerns.

Biodiversity

- 11.195 London Plan policy G1 states that development proposals should incorporate appropriate elements of green infrastructure that are integrated into London's wider green infrastructure network. Policy G5 further states that Major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site building design and by incorporating measures such as high quality landscaping, green roofs, green walls and nature based sustainable drainage.
- 11.196 Core Strategy policy CS15 and Local Plan policy DM6.5 state that the Council would seek to maximise opportunities to green the borough through planting, green roofs and green corridors to encourage and connect green spaces across the Borough; development proposals are required to maximise the provision of soft landscaping, including trees, shrubs and other vegetation and maximise other biodiversity benefits.
- 11.197 The application concerns an existing building which would be retained, modified and enlarge and as such, there are limited opportunities for enhancing the biodiversity potential of the existing building. It is noted that the most appropriate option is to introduce a degree of landscaping at roof level. The use of green walls would be limited within this location given the buildings compact and shaded location.
- 11.198 The Biodiversity Officer was consulted on this application and comments were received recognising the limited opportunities to introduce meaningful biodiversity measures into the scheme. It is noted that the roof plan proposes the potential to introduce planters. A condition (31) is imposed to secure planting that makes a contribution to diversity. Furthermore a bird and bat box condition (13) is also added.

Energy Efficiency and Renewable Energy

- 11.199 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and standards relevant to sustainability are set

out throughout the NPPF. Paragraph 152, under section 14. 'Meeting the challenge of climate change, flooding and coastal change', highlights that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

- 11.200 The NPPF para 157 states that in determining planning applications, LPAs should expect new development to comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 11.201 London Plan policy GG6 seeks for London to become a more efficient and resilient city, in which development must seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero-carbon city by 2050. Proposals must ensure that buildings are designed to adapt to a changing climate, making efficient use of water, reducing impacts from natural hazards like flooding and heatwaves, while mitigating and avoiding contributing to the urban heat island effect.
- 11.202 London Plan policy SI 2, in support of the strategic objectives set out in Policy GG6 above, 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 would be met within the framework of the energy hierarchy. It requires all major 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 cannot be achieved then any shortfall should be provided through a cash contribution towards the Council's carbon offset fund.
- 11.203 In regard to Energy Infrastructure, policy SI 3 part D states that all major development proposals within Heat Network Priority Areas should have a communal low-temperature heating system, which should be selected in accordance with the following heating hierarchy:
- connect to local existing or planned heat networks
 - use zero-emission or local secondary heat sources (in conjunction with heat pump, if required)
 - use low-emission combined heat and power (CHP) (only where there is a case for CHP to enable the delivery of an area-wide heat network, meet the development's electricity demand and provide demand response to the local electricity network)
 - use ultra-low NOx gas boilers
- 11.204 Where a heat network is planned but not yet in existence the development should be designed to allow for the cost-effective connection at a later date.
- 11.205 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; The submitted energy strategy how they would reduce the potential for internal overheating and reliance on air conditioning systems.

- 11.206 Core Strategy Policy CS10 requires that development proposals are 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.
- 11.207 Local Plan Policy DM7.1 requires development proposals to integrate best practice sustainable design standards and states that the council would support the development of renewable energy technologies, subject to meeting wider policy requirements. Details are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG.
- 11.208 The applicant has submitted an Energy and Sustainability Statement prepared by EEP (version 3).

Carbon Emissions

- 11.209 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.
- 11.210 Based on SAP10 Carbon factors, a saving of 53.9% using SAP10 figures. In addition, the applicant has demonstrated that a reduction of 58.5% using SAP2012 would occur. These reductions clearly exceed the London Plan target and no objections were received from the Energy Officers. In terms of Islington's policies, the Council requires onsite total CO₂ reduction targets (regulated and unregulated) against Building Regulations of 40% where connection to a decentralised energy network is possible and 30% where not possible. These targets have been adjusted for Building Regulations 2013 to 39% where connection to a decentralised energy network is possible and 27% where not possible.
- 11.211 The latest emission updates show, compared to the Islington policy baseline, that the development achieves reductions in total emissions of 4.5% against Part L 2013 using SAP2012 figures, and -4.7% using SAP10 figures. The applicant has, through its latest update of the energy strategy demonstrated that space is available for future equipment to be installed to connect to a District Energy Network (DEN) including plant and pipework. The heating system will also be future proofed to connect to a DEN. However, it should be noted that the development is predominantly a refurbishment, in terms of floor area, and that significant improvements have been made to the original energy efficiency specification and no objections are raised.

Zero Carbon policy

- 11.212 As mentioned above, the London Plan Policy SI 2 stipulates development proposals to aim to be zero carbon, this is supported by Islington Core Strategy Policy CS10 which states that development would need to promote zero carbon development by minimising on-site carbon dioxide emissions, promoting decentralised energy networks and by requiring development to offset all remaining CO₂ emissions associated with the building through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.
- 11.213 The council's Environmental Design SPD states that "after minimising CO₂ emissions onsite, developments are required to offset all remaining CO₂ emissions (Policy CS10) through a financial contribution", this includes both regulated and unregulated emissions.

The SPD further states that the calculation of the amount of CO₂ to be offset, and the resulting financial contribution, shall be specified in the submitted Energy Statement.

11.214 The latest Energy Statement proposes an offset contribution of £59,441, based on residual emissions of 44.6 tonnes, which includes both the regulated and unregulated CO₂ emissions. However this is based on SAP2012 factors. It is recommended however that the offset contribution is based on SAP2010 factors due to greater efficiency and better performance. The Energy Officer confirmed that this value would as a result be £41,032.

BE LEAN – Reduce energy demand

11.215 Local Plan policy DM 7.1 (A) states *“Development proposals are required to integrate best practice sustainable design standards (as set out in the Environmental Design SPD), during design, construction and operation of the development.”* It further states that *“developments are required to demonstrate how the proposed design has maximised incorporation of passive design measures to control heat gain and to deliver passive cooling, following the sequential cooling hierarchy”*.

11.216 In the first iteration of the energy statement, the proposed U-values for the development in relation to new and existing walls, roof, floor and windows were substandard. In general, these were inferior to the guidance values given in the Environmental Design SPD and further improvements were requested to be targeted. These have now been updated. These are now new walls = 0.20, existing walls = 1.70, roof = 0.13, and windows = 1.50. Air permeability of 5m³/hr/m² is now quoted across the development, in the energy statement and BRUKL (although a value of 10m³/hr/m² is quoted in the applicant comments). A luminous efficacy of 100lm/W is now quoted for the entire development. This is now acceptable.

11.217 An air permeability of 15m³/hr/m² is anticipated (the same as that given for the existing building). As mechanical ventilation with heat recovery is proposed, a condition (32) is recommended that requires the applicant to seek to further reduce this.

11.218 LED lighting is proposed throughout the development, allied with presence detection and daylight dimming, which is supported. However, we note that a luminous efficacy of 100lm/W is proposed for the refurbished building – and recommend that further improvements are made to this value.

Overheating and Cooling

11.219 Local Plan 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.

11.220 Dynamic thermal modelling using CIBSE TM52 methodology has been carried out, and appears to suggest that without the use of active cooling, that there is an overheating risk within the development.

11.221 The energy and sustainability statements provide some discussion of the cooling hierarchy. This includes minimising internal heat gains, reducing solar gains through glazing specification, as well as natural and mechanical ventilation. Active cooling is proposed for the development and the Energy Officer has confirmed that the regime proposed for the development is acceptable.

BE CLEAN – Low carbon energy supply

11.222 Policy DM7.3B states that all major developments within 500metres of an existing or planned DEN are required to submit a feasibility assessment of connection to that network to determine whether connection is reasonably possible. The energy statement rules out connections to the Bunhill or Citigen networks due to distance. However, information on KWh heat load was requested and the technical and physical challenges to connection before agreement was reached on this.

11.223 Information was provided to demonstrate that the KWh heat load at the development is very low particularly in terms of the hot water demand and baseload. This suggests that connection to a network over the distances required is unlikely to be feasible and it is accepted that an immediate connection would not be suitable.

11.224 The London Plan sets out an energy (heating and cooling) supply strategy within which there is a hierarchy. This includes connection to existing heating or cooling networks at the upper level, a site wide CHP network at the middle level and communal heating and cooling at the bottom. The development can only reasonably meet the bottom level of the hierarchy. It is proposed that space heating and hot water would be provided to the development via gas condensing boilers and cooling is to be provided through an internal chiller and roof mounted dry air cooler.

11.225 Policy DM7.3A states “all major developments are required to be designed to be able to connect to a Decentralised Energy Network (DEN)”. The Council’s Environmental Design Guide states “to ensure schemes are future proofed for future connection to DENs, all schemes should incorporate a communal heating network linking all elements of the development (technical design standards to enable future connection are set out in Appendix 1).”

11.226 Policy DM7.3C states “major developments located within 500 metres of a planned future DEN, which is considered by the council likely to be operational within 3 years of a grant of planning permission, would be required to provide a means to connect to that network and developers shall provide a reasonable financial contribution for the future cost of connection and a commitment to connect via a legal agreement or contract, unless a feasibility assessment demonstrates that connection is not reasonably possible.”

11.227 The Council’s Environmental Design Guide states “to enable this and to ensure schemes are future proofed for future connection to DENs, all schemes should incorporate a communal heating network linking all elements of the development.

11.228 The latest iteration of the energy statement provides a drawing highlighting a plant room location with reserved space for potential future heat exchangers as well as a designated location for any future pipework to enter the development. Supporting text confirms that the heating system would meet the specifications for future connections laid down in the Environmental Design SPD. Connectivity will be sought through the Section 106 agreement. No objections are raised by the Energy Officer.

BE GREEN – renewable energy supply

- 11.229 The Mayor’s Sustainable Design and Construction SPD states “although the final element of the Mayor’s energy hierarchy, major developments should make a further reduction in their carbon dioxide emissions through the incorporation of renewable energy technologies to minimise overall carbon dioxide emissions, where feasible.”
- 11.230 The Council’s Environmental Design SPD (page 12) states “use of renewable energy should be maximised to enable achievement of relevant CO2 reduction targets.”
- 11.231 The proposal would incorporate air source heat pumps as a low and zero carbon technology, as well as inclusion of PV panels at the roof level. A solar PV array of 27m² and 3.3kWp output has been proposed, and the proposed roof drawings now reflect this. The proposed renewable energy technologies are supported by the Energy Officer.



Fig 21: Proposed roof plan

BREEAM – Sustainable design standards

- 11.232 Policy DM 7.4 A states “Major non-residential developments are required to achieve Excellent under the relevant BREEAM or equivalent scheme and make reasonable endeavours to achieve Outstanding”.
- 11.233 The council’s Environmental Design Guide states “Schemes are required to demonstrate that they would achieve the required level of the CSH/BREEAM via a pre-assessment as part of any application and subsequently via certification”.
- 11.234 A BREEAM pre-assessment has been provided, with the development assessed on a Refurbishment and Fit-out 2014 basis. This shows a predicted rating of ‘Very Good’, with an overall score of 62.19% - falling some way short of the minimum 70% required to achieve an ‘Excellent’ rating. However, the pre-assessment does identify further potential credits, which would allow the development to achieve a score of 66.76%. The applicant was recommended to consider working to secure these credits and therefore an excellent rating. However, the applicant has advised that meeting these credits would be challenging within the constraints of the existing building and the fact that much of the existing building fabric is to be retained without being upgraded. Where possible, improvements are to be made to energy performance and all new features are compliant

with BREEAM criteria. The site constraints and fabric have implications on acoustics and light which prevent the acquisition of some credits and therefore prevents a higher score being achieved. A BREEAM refurbishment assessment was submitted which justifies the position.

- 11.235 On this exceptional basis, it is accepted that the scheme would achieve a BREEAM target of very good rather than excellent and this is included within a condition (28) within the recommendation. However, the condition also requires the submission of an updated BREEAM report, demonstrating an uprating to 66.76% as well as further reasons why the preliminary score of 62% cannot be uprated.

Green Performance Plan

- 11.236 Local plan policy DM7.1 and the Environmental Design SPD 8.0.12 – 8.0.18 states “applications for major developments are required to include a Green Performance Plan (GPP) detailing measurable outputs for the occupied building, particularly for energy consumption, CO2 emissions and water use, and should set out arrangements for monitoring the progress of the plan over the first years of occupancy.” The council’s Environmental Design SPD provides detailed guidance and a contents check-list for a Green Performance Plan.

- 11.237 A draft Green Performance Plan has been provided. The applicant has provided further details in relation to the Data Collection, Analysis and Reporting section of the Plan. The submission is considered sufficient by the Energy Officer and no further information is required at this stage. A full Green Performance Plan would be required to be submitted post occupancy and therefore, this would be secured by a section 106 agreement.

Circular Economy

- 11.238 Local Plan policy SI.7 ‘Reducing waste’ states that resource conservation, waste reduction, increases in material reuse and recycling, and reductions in waste going for disposal would 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.

- 11.239 The emerging SDMP policy S10 states that all developments must adopt a circular economy approach to building design and construction in order to keep products and materials in use for as long as possible to minimise construction waste.

- 11.240 The proposal comprises of the retention of most of the existing external fabric and facades with demolition at the ground floor and internal strip out. The development also needs to minimise the environmental impact of materials through the use of sustainably-sourced, low impact and recycled materials. These details were not submitted with the application, therefore, it is recommended that a green procurement plan is secured within condition 3.

Sustainable Drainage

- 11.241 LP Policy SI 5 states that in order to minimise the use of mains water, water supplies and resources should be protected and conserved in a sustainable manner. Commercial development proposals should achieve at least the BREEAM excellent standard for the ‘Wat 01’ water category or equivalent, and incorporate measures such as smart metering, water saving and recycling measures, including retrofitting, to help to achieve lower water consumption rates and to maximise future-proofing.

- 11.242 Core Strategy Policy CS10 requires all development to demonstrate that it is designed to be adapted to climate change, particularly through design which minimises overheating and incorporates sustainable drainage systems. Local Plan Policy DM6.6 is concerned with flood prevention and requires that schemes must be designed to reduce surface water runoff to a 'greenfield rate', where feasible.
- 11.243 The proposal would also need to demonstrate achieving all BREEAM credits for water efficiency. Rainwater recycling should be considered in order to achieve this. If rainwater recycling is considered not to be possible then further evidence to support this would be required. This is secured in condition 12.
- 11.244 No information has been provided in relation to surface water run off or sustainable drainage and details of a SUDS scheme would be secured through condition 27. Details of a SUDs scheme would supplement the measures proposed for roof level – limited that they are by the presence of other structures and functions for the roof level including PV panels, amenity roof terrace, plant, planters and seating. Green walling is also limited in the context due, in part, to the enclosed and shaded nature of the development.

Urban Greening Factor

- 11.245 London Plan Policy G5 is also of relevance. The policy requires for major development proposals to contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature-based sustainable drainage to increase the overall urban greening factor of sites.
- 11.246 The whole curtilage consists of either buildings or hardstanding. The site has zero ecological activity. There is a small enclosed yard on the north side however there is no existing landscaping or external private realm which is suitable for landscaping. The roofspaces offer an opportunity to enhance the biodiversity, flora and fauna by providing landscaped planters as well as a biodiverse roof beneath PV panels which will enhance the ecological value of the site.

Highways and Transportation

- 11.247 The NPPF para 108 states that applications should ensure that appropriate opportunities to promote sustainable transport modes can be or have been taken up, given the type of development and its location. Development proposals should also ensure that any significant impacts from the development on the transport network or on highway safety, can be cost effectively mitigated to an acceptable degree.
- 11.248 Chapter 10 of the London Plan relates to highways and transportation. London plan policy T4 states that development proposals should reflect and be integrated with current and planned transport access, capacity and connectivity. Transport Statement should be submitted with development proposals to ensure that impacts on the capacity of the transport network are fully assessed. Furthermore, part C of the same policy states that where appropriate, mitigation, either through direct provision of public transport, walking and cycling facilities and highways improvements or through financial contributions, would be required to address adverse transport impacts that are identified.
- 11.249 Locally, Local Plan policy DM8.1 states that the design of the development is required to prioritise the transport needs of pedestrians, public users and cyclists above those of motor vehicles. Further, policy DM8.2 states that proposals are required to meet the transport needs of the development and address its transport impacts in a sustainable

manner and in accordance with best practice. Where the council considers that a development is likely to have a significant negative impact on the operation of transport infrastructure, this impact must be satisfactorily mitigated.

11.250 The application is supported by a transport assessment which has been amended to respond to Highways comments through the application process.

11.251 The site is well located in relation to public transport and has a Public Transport Accessibility Level (PTAL) of 6a (Excellent). The site is approximately 220 metres from the Barbican Station which provides services on various underground lines as well. The site is also located at relative proximity to a number of bus routes on Goswell Road and Clerkenwell Road. The site benefits from having two elevations facing the adopted highway network in both Goswell Road and Glasshouse Yard. The building over builds across Glasshouse Yard and its subsequent egress and access to Goswell Road through a split carriageway. A very narrow pavement runs along the Glasshouse Yard elevation which then gives way to a number of dropped kerbs for much of its length to the rear.

11.252 In its current form, the building can be accessed by small vehicles into a garage on Glasshouse Yard. Pedestrian access can be gained to the front of the building and pedestrian access can also be gained to the substation area at the rear. Five marked out short term pay and display bays are present on the western side of the carriageway in front of the application property. The nearest short term visitor cycle parking is 77m to the north on the eastern side of Goswell Road at the junction of Baltic Street West.



Fig 22: Proposed basement level showing cycle storage and facilities.

11.253 The application proposes the removal of the existing on site/in-curtilage servicing and access. The site is intended to be car free with no vehicle parking proposed for the site. In regard to disabled parking, disabled drivers would rely on existing parking bays within Goswell Road as well as dedicated bays in Baltic Street West. Glasshouse Yard which runs parallel to Goswell Road behind the hotel is narrow to accommodate both parked vehicles and access for courier or trades vans even though it is single yellow line for much of its length. On this basis, the Highways Officer has suggested that a servicing and delivery bay should be provided on Goswell Road.

- 11.254 In terms of cycling, London Plan policy T5 states that development proposals should help remove barriers to cycling and create a healthy environment in which people choose to cycle. The proposed cycle store provides 44 spaces. Much of this is provided at the basement level with 38 vertical spaces and 3 foldable bike spaces. This storage is supported by a number of equipment lockers and a range of showers including accessible shower. The basement level cycle spaces are accessed by lift or staircase and building entry can be sought either through Goswell Road or Glasshouse Yard. A further three accessible bike storage spaces are located at the rear of the building directly accessible from Glasshouse Yard. The London Plan requires 46 spaces and it is considered that the scheme has largely met this requirement. Furthermore, the applicant has agreed to commit to the provision of six on street short stay cycle parking spaces to be erected in the immediate locality. This would be secured through the Section 106 agreement.
- 11.255 The applicant has provided details of trip generation that would occur as a result of the proposed change of use and extension and has made a comparison with the existing use as a performing arts academy and educational establishment. The research and modelling suggests that there would be a reduction in trips in both peaks. Nevertheless, given the sustainable location of the development it is considered that the modal split adequately reflects sustainable methods of transport including passenger transport, cycle and pedestrian.
- 11.256 Local Plan Policy DM8.6 states that for commercial developments over 200sq.m delivery and servicing vehicles should be accommodated on site with adequate space to enable vehicles to enter and exit the site in forward gear demonstrated by a swept path analysis. Where servicing and delivery vehicles are proposed on street it requires details to be submitted to demonstrate that on site provision is not practical and show that the on street arrangements would be safe and would not cause a traffic obstruction or nuisance.
- 11.257 The applicant has agreed to provide an on street bay for servicing and delivery. Nevertheless, a swept path diagram has shown that vehicles can enter and progress safely along Glasshouse Yard using the under pass at the junction with Goswell Road. In any case, a servicing and delivery management plan would be secured through condition 9.
- 11.258 In terms of waste management, the proposed office development would contain almost 3000sq.m of floorspace and as a result, it would be required to have 7.8cu.m of waste storage capacity. 50% of this capacity should be retained for the storage of separated waste for recycling. The basement layout plan indicates a dedicated refuse storage area accessed from ground floor by a lift and sufficient space to accommodate four, 1280litre containers and two smaller containers for storage. A swept path diagram for a small refuse vehicle has been drawn. A waste management and collection strategy would be sought through condition 26.
- 11.259 A Draft Travel Plan has been provided. An updated Travel Plan would be sought through the legal agreement along with a monitoring fee.

Fire Safety

- 11.260 London Plan Policy D12 states that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety. All major development proposals should be submitted with a Fire Statement which is an independent fire strategy produced by a suitably qualified assessor.
- 11.261 The document has been prepared by Ashton Fire and is compliant with the appropriate Building Regulations 2020 as well as BS 9999. The document has been shared with the

London Fire Brigade for consultation. However, no comments have been received. It is proposed that any permission should be subject to a condition (29) ensuring that the development should only be occupied and managed in accordance with the submitted fire strategy.

Contaminated Land

- 11.262 Policy DM6.1 of the Local Plan states that the Council would require adequate treatment of any contaminated land before development can commence.
- 11.263 The applicant has submitted a preliminary geo-environmental risk assessment for the site. With regard also to the submitted Heritage Statement which outlines the fact that prior to the construction of the current office block, the previous building on the site was damaged during World War Two and was subsequently demolished. The office block now on the site was constructed in the 1960s and has been used as the Italia Conti Academy since the 1980s. As such, its operation has limited impact on the ground conditions. In the context of the archaeological remains discussions, very limited excavation would take place to facilitate the construction of the proposed development. The scheme proposes to create pile foundations which would have limited intervention. There is a basement already existing on the site and no enlargement of this is proposed to take place. As such, there is very low likelihood of any contaminating deposits.
- 11.264 Given the age and period of the building, the greatest risk would arise from asbestos from the original building fabric which would be removed under controlled conditions.
- 11.265 The Council's Environmental Health department has been consulted on this application and the officer has confirmed that there would be a low risk of pollution linkage and the applicant is advised to keep a watching brief with site waste disposed of appropriately and asbestos handling guidance adhered to.

Air Quality

- 11.266 Policy 7.14 of the London Plan states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs)). Local Plan Policy DM6.1 requires developments to provide healthy environments, reduce environmental stresses, facilitate physical activity and promote mental well-being, and states that developments in locations of poor air quality should be designed to mitigate the impact of poor air quality to within acceptable limits.
- 11.267 Of additional concern cumulatively in London is the impact of the number of concurrent construction projects underway and the resultant harm to air quality. The application is supported by an Air Quality Assessment (prepared by Air Quality Consultants) to analyse the potential impacts on local air quality associated with the construction and operation of the proposed office development at 23 Goswell Road.
- 11.268 The report recognises that a dust suppression strategy would be required during the construction phase. Furthermore, the report is able to demonstrate that the construction phase of the development would be air quality neutral to meet London Plan requirements at policy SI1.
- 11.269 The Council's Environmental Health Department has been consulted on this application and the officer has confirmed that there would be a construction impact given the proximity of residential and commercial properties. It is recommended therefore that a Construction Management Plan is secured through condition 8.

Planning obligations, community infrastructure levy and local finance considerations

- 11.270 There is a requirement that planning obligations under Section 106 must meet 3 statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. 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) would be chargeable on the proposed development on grant of planning permission. This is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2019 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.
- 11.271 There is a requirement that planning obligations under Section 106 must meet 3 statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. 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) would be chargeable on the proposed development on grant of planning permission. This is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2019 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.
- 11.272 In order for the development to mitigate its own direct impacts, and to be acceptable in planning terms the following heads of terms are recommended, secured by a s.106 agreement:
- Affordable Workspace on site provision
 - 5% of NIA (101sq.m) for a period of 30 years at pepper corn rent.
 - Compliance with the Council's Code of Local Procurement
 - 3 Construction Training placements (or if it can be demonstrated that this is not possible, a £5000 contribution towards placements elsewhere.
 - Employment and training contribution of £38190
 - Compliance with Islington's Code of Practice for Construction Sites and monitoring costs of £3000
 - Accessible parking provision contribution of £13818.
 - To enter into Section 278 agreement with the highways authority to create an on street servicing bay.
 - To enter into Section 278 agreement with the highways authority to install six cycle parking bays on the highway.
 - Carbon offsetting payment of £41,032
 - Submission and compliance of Green Travel Plan
 - Submission and compliance of Green Performance Plan
 - Bond for the restoration of highways and footways following development: £25,000.
 - Future Connectivity to the District Energy Network (DEN)
 - The Council's legal fees in preparing the Section 106 and officers' fees for the monitoring and implementation of the legal agreement.

12. SUMMARY

- 12.1 Paragraph 47 of the NPPF dictates that “Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise”.
- 12.2 The proposed development is considered to be acceptable in principle. While the loss of social infrastructure is not supported by the Development Plan (London Plan and Local Plan), it is considered in this instance, that adequate demonstration has been provided by the applicant. The application submission demonstrates that there would not be a capacity issue which would be uncatered for by other similar infrastructure in the Borough. Marketing information demonstrates that despite comprehensive marketing through multiple agencies from 2018 that there was no demand for a D1 user and finally, a social infrastructure user would not find the premises suitable.
- 12.3 In the CAZ and the employment growth area (offices), the proposed use of the building is acceptable. There is no practicable opportunity for the development to be partially used for either housing or ground floor active frontage uses such as retail. Furthermore, an active frontage is being created to two roads. The scheme provides for an element of affordable workspace over a period of 30 years which exceeds the Local Plan either adopted or emerging.
- 12.4 There is no conflict arising from the design of the scheme or its impact on listed buildings and conservation areas. At the start of the application, an objection was raised by Historic England concerning archaeology which would have been sufficient to refuse the application given the nature of the statutory consultee. However, this has been resolved subject to robust conditions on method and investigation.
- 12.5 With regards to amenity, conflict may arise through privacy and noise, however, these can be suitably mitigated through condition. With regards to sustainability, biodiversity and energy, the building is limited as to its contribution given the limited physical alteration to its substantive structural integrity. This has had an impact on the extent to which BREEAM level is obtainable. However, the constraints eliminate this opportunity, but contributions to carbon offsetting combined with a green performance plan are secured.
- 12.6 The proposed development gives rise to a much improved appearance as well as a use that is better suited to the building, whilst also contributing to local employment objectives. Combined with improvements to energy and sustainability performance (boosted by the fact that embodied carbon would not be lost through substantial demolition) it is considered that the proposed development is sustainable development and should be approved.
- 12.7 The scheme brings about the following benefits:
- An uplift in category A employment (office) floorspace
 - The creation of category A affordable workspace
 - Excellent design within the upgrade of the building, particularly at ground and first floor and the Glasshouse Yard and Goswell Road facades.
 - Increase in employment density and number of employees at the site as well as relevant jobs and training contributions set out in the Planning Obligations SPD.
 - Improvements to the energy efficiency of the operation of the building as well as contributions in relation to net zero.

Conclusion

- 12.8 Therefore on balance, the proposed development demonstrates public benefits that outweigh the identified harm in relation to the loss of the social infrastructure and the potential although less than substantial harm to the archaeological assets. Marketing evidence and a social infrastructure impact assessment have been carried out and provided and demonstrates no shortfall which cannot be accommodated locally. The archaeological potential of the site has been preserved through appropriate pre-commencement investigations. The scheme enhances the setting of heritage assets, makes a positive contribution to employment floorspace jobs growth significantly improves the appearance and setting of a dated looking building, while at the same time, protecting residential amenity in a densely developed location.
- 12.9 It is recommended that planning permission is granted subject to conditions and s106 legal agreement heads of terms as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

- Affordable Workspace on site provision
 - 5% of NIA (101sq.m) for a period of 30 years at pepper corn rent.
- Compliance with the Council's Code of Local Procurement
- 3 Construction Training placements (or if it can be demonstrated that this is not possible, a £5000 contribution towards placements elsewhere.
- Employment and training contribution of £38190
- Compliance with Islington's Code of Practice for Construction Sites and monitoring costs of £3000
- Accessible parking provision contribution of £13818.
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- Carbon offsetting payment of £41,032
- Submission and compliance of Green Travel Plan
- Submission and compliance of Green Performance Plan
- Bond for the restoration of highways and footways following development: £25,000.
- Future connectivity to the District Energy Network (DEN).
- The Council's legal fees in preparing the Section 106 and officers' fees for the monitoring and implementation of the legal agreement.

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

ALTERNATIVELY should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure 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, and that there is delegated to each of the following: the Head of Development Management , the Team

Leader Major Applications and the Team Leader Planning Applications to make minor changes (additions removals or amendments) to the conditions:

List of Conditions:

1	<p>Commencement</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</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>Existing Basement Plan: 050-TWA-XX-B1-DR-AX-01 110 Rev P1 Existing Ground Floor Plan: 050-TWA-XX-00-DR-AX-01 000 Rev P1 Existing First Floor Plan: 050-TWA-XX-01-DR-AX-01010 Rev P1 Existing Typical Floor Plan: 050-TWA-XX-02-DR-AX-01020 Rev P1 Existing Seventh Floor Plan: 050-TWA-XX-07-DR-AX-01 070 Rev P1 Existing Eighth Floor Plan: 050-TWA-XX-08-DR-AX-01 080 Rev P1 Existing Ninth Floor Plan: 050-TWA-XX-09-DR-AX-01 090 Rev P1 Existing Elevations Aa and Bb: 050-TWA-XX-XX-DR-AX-07 010 Rev P1 Existing Elevations Bb and Cc: 050-TWA-XX-XX-DR-AX-07 020 Rev P1 Existing Sections AA and BB: 050-TWA-XX-XX-DR-AX-06 010 Rev P1 Proposed Basement Plan: 050-TWA-XX-09-DR-AX-11110 Rev P1 Proposed Ground Floor Plan: 050-TWA-XX-00-DR-AX-11000 Rev P1 Proposed First Floor Plan: 050-TWA-XX-00-DR-AX-11010 Rev P1 Proposed Second Floor Plan: 050-TWA-XX-02-DR-AX-11002 Rev P1 Proposed Seventh Floor Plan: 050-TWA-XX-07-DR-AX-11070 Rev P1 Proposed Eighth Floor Plan: 050-TWA-XX-08-DR-AX-11080 Rev P1 Proposed Roof Plan: 050-TWA-XX-09-DR-AX-11090 Rev P2 Proposed Bay Study 1: 050-TWA-XX-XX-DR-AX-36 001 Rev P1 Proposed Bay Study 2: 050-TWA-XX-XX-DR-AX-36 002 Rev P1 Proposed Bay Study 3: 050-TWA-XX-XX-DR-AX-36 003 Rev P1 Proposed Site Plan: 050-TWA-XX-00-DR-AX-11 100 Rev P1 Proposed Location Plan: 050-TWA-XX-00-DR-AX-00 005 P1 Proposed Elevations Aa-Bb: 050-TWA-XX-XX-DR-AX-17010 Rev P1 Proposed Elevations Bb-Cc: 050-TWA-XX-XX-DR-AX-17020 Rev P1 Proposed Sections Aa-Bb: 050-TWA-XX-XX-DR-Ax-16010 Rev P1 Planning Statement prepared by DP9; Design and Access Statement prepared by Thirdway; Air Quality Assessment prepared by AQ Consultants; Archaeology Desk Based Assessment prepared by RPS Group; Existing and Proposed Drawings prepared by Thirdway; Site Location Plan prepared by Thirdway; Marketing Summary Report prepared by Colliers; Noise Impact Assessment prepared by Paragon Acoustics; Daylight and Sunlight Report prepared by EB7; Transport Assessment (inc. Delivery and Servicing Plan and Template Travel Plan) prepared by Transport Dynamics; Social Infrastructure Assessment; prepared by Volterra; Energy and Sustainability Statement prepared by EEP;</p>

	<p>BREEAM Pre-Assessment Report; prepared by JAW; Statement of Community Involvement prepared by Kanda; Preliminary Geo-Environmental Risk Assessment prepared by Delta Simons; Townscape, Heritage and Visual Impact Assessment prepared by KM Heritage; and Fire Safety Strategy prepared by Ashton Fire.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning 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 (Details)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site.</p> <p>The details and samples shall include:</p> <ul style="list-style-type: none"> a) solid brickwork (including a sample panel of proposed brickwork showing the colour, texture,acebond and pointing to be provided on site) b) window treatments (including sections and reveals) to a scale of at least 1:10; c) doors to a scale of at least 1:10; d) roofing materials; e) construction and glazing details of the roof top extension including curved element which shall be constructed from radiused glass. f) balustrading treatment (including sections); g) signage area(s) in the façade; h) Green Procurement Plan; i) decorative undercroft lighting scheme j) any other materials to be used. <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Details of façade retention (Details)
	<p>CONDITION: No development (including demolition works) shall take place unless and until a method statement has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include details of the safety and stability of the building fabric to be retained on the site (including any immediately adjoining neighbouring structures) and details of how the retained fabric/façade(s) shall be supported and protected throughout the period of demolition and construction works.</p> <p>The demolition and construction and the retention and protection method(s) shall be carried out strictly in accordance with the method statement so approved and all retained building fabric shall be supported and protected as such for the duration of the works.</p> <p>REASON: To ensure that the retained façade(s) are satisfactorily supported and protected during the construction phase</p>
5	Investigation and Recording of Archaeological Remains (Details)

	<p>No demolition or development shall take place until a stage 1 written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works.</p> <p>If heritage assets of archaeological interest are identified by stage 1 then for those parts of the site which have archaeological interest a stage 2 WSI shall be submitted to and approved by the local planning authority in writing. For land that is included within the stage 2 WSI, no demolition/development shall take place other than in accordance with the agreed stage 2 WSI which shall include:</p> <p>A. The statement of significance and research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works</p> <p>B. Where appropriate, details of a programme for delivering related positive public benefits</p> <p>C. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.</p> <p>REASON: In the interests of capturing a documentary record of buildings to help the understanding of our past and to assist in future planning.</p>
6	Foundations (Details)
	<p>CONDITION: No development shall take place until details of the foundation design and construction method to protect archaeological remains have been submitted and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.</p> <p>Reason: The planning authority wishes to secure physical preservation of the site's archaeological interest in accordance with the NPPF.</p>
7	Roof level structures (Details)
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, acoustic screening, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. 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. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place. 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, and to protect neighbouring amenity.</p>
8	Construction and Environmental Management Plan (Details)

CONDITION: No development shall take place until a Construction and Environmental Management Plan has been submitted to and approved in writing by the Local Planning Authority following consultation with Transport for London.

The Construction and Environmental Management Plan shall set out the measures proposed to ensure demolition and construction would be undertaken in a manner which does not cause harm to the amenity of nearby occupiers, pedestrian or highway safety and shall include:

- a) The notification of neighbours with regard to specific works;
- b) Advance notification of any access way, pavement, or road closures;
- c) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period;
- d) Details regarding the planned demolition and construction vehicle routes and access to the site;
- e) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance;
- f) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works;
- g) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.)
- h) Details of any proposed external illumination and/or floodlighting during construction;
- i) Details of measures taken to prevent noise disturbance to surrounding residents;
- j) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site;
- k) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception);
- l) Details as to how safe and convenient vehicle access would be maintained for neighbouring sites at all times, including emergency service vehicles;
- m) Details as to how neighbour amenity impacts arising specifically from the proposed basement and foundations would be minimised;
- n) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure;
- o) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area;
- p) Details of measures taken to minimise the impacts of the construction process on air quality, including NRMM registration. An inventory of all Non-Road Mobile Machinery (NRMM) must be registered on the NRMM register <https://nrmm.london/usernrmm/register> prior to the commencement of use of any NRMM at the application site. All NRMM should meet as minimum the Stage IIIA emission criteria of Directive 97/68/EC and its subsequent amendments unless it can be demonstrated that Stage IIIA equipment is not available. All NRMM should be regularly serviced and service logs kept on site for inspection. Records should be kept on site which details proof of emission limits for all equipment.

	<p>The report shall assess the impacts during the preparation and construction phases of the development on Goswell Road and Glasshouse Yard and the surrounding roads, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads. The CEMP must refer to the new LBI Code of Practice for Construction Sites. The CEMP shall specify the hours of construction, vehicle movements are restricted to take place outside of the peak times of 8am-10am and 4pm and 6pm. It should also provide details on method of demolition, quiet periods and noise mitigation.</p> <p>No demolition or development shall begin until provision has been made to accommodate all site operatives', visitors' and construction vehicles loading, offloading, parking and turning during the construction period in accordance with the approved details. The demolition and development shall thereafter be carried out in accordance with the details and measures approved in the Construction and Environmental Management Plan.</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. REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
9	Servicing and Delivery Plan (Details)
	<p>CONDITION: A delivery and servicing plan (DSP) detailing servicing arrangements including the location 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>
10	Solar Photovoltaic Panels (Details)
	<p>CONDITION: Prior to the commencement of superstructure works on site, details of the proposed Solar Photovoltaic Panels at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to: - Location; - Area of panels; - Design (including elevation plans); and - How the design of the PVs would not adversely affect the provisions of green roofs on site The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development and to secure high quality design in the resultant development.</p>
11	Lighting (Details)
	<p>CONDITION: Details of measures to adequately mitigate light pollution affecting neighbouring residential properties and character/appearance of the 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.</p>

	<p>These measures 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 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>
12	Rainwater/greywater recycling (Details)
	<p>CONDITION: Details of the rainwater/greywater recycling system shall be submitted to and approved in writing by the Local Planning Authority prior any superstructure works commencing onsite. The details shall also demonstrate the maximum level of recycled water that can feasibly be provided to the development. The rainwater recycling system shall be carried out strictly in accordance with the details so approved, installed and operational prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the sustainable use of water.</p>
13	Bird and bat nesting boxes (Details)
	<p>CONDITION: Notwithstanding the approved plans, prior to commencement of superstructure works, details of bird and bat boxes shall be submitted and approved by the Local Planning Authority. The details approved shall be installed prior to the first occupation of the building, 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>
14	Plant equipment (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 façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014. The development shall be carried out strictly in accordance with the scheme prior to first occupation, 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 development does not have an undue adverse impact on nearby residential or business operations.</p>
15	Smoke extract (Compliance)
	<p>CONDITION: The emergency smoke extract fan equipment shall operate as follows:</p> <ol style="list-style-type: none"> 1. The testing of smoke extract equipment not to take place between the hours of 1800 and 0800 on any day, and not at any time on Sundays, Bank Holidays or after 1300 on a Saturday.

	<p>2. The duration of the testing to be commensurate with the test requirements and not to exceed one hour.</p> <p>3. A list of potential residential receptors to be drawn up and those receptors to be given advance written notification of the time and date of the test.</p> <p>The design and installation of all emergency 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</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential or business operations.</p>
16	Use of roof terraces (Compliance)
	<p>CONDITION: The roof terrace(s) hereby approved shall not operate outside the hours of 0800 – 1900 Monday to Friday and no amplified sound or music shall be audible at any time.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential or business operations.</p>
17	Inclusive Design (Compliance)
	<p>CONDITION: All inclusive design measures (including the Sesame lift to the front elevation entrance in Goswell Road) 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 and installed prior to first occupation of the development hereby approved:</p> <ul style="list-style-type: none"> a) the firefighting strategy and how the needs of disabled people has been addressed including details of refuge areas; b) accessible cycle storage; c) ambulant WC d) door specifications e) mobile scooter storage and charging point <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>
18	Cycle parking and storage (Compliance)
	<p>CONDITION: The details of cycle facilities set out in drawings 050-TWA-XX-00-DR-AX-11000 Rev P1 and 050-TWA-XX-00-DR-AX-11110 Rev P1 shall be installed prior to the first occupation of the development hereby approved, and shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate and suitable bicycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>

19	<p>Refuse and recycling (Details)</p> <p>CONDITION: The details of refuse storage facilities set out in 050-TWA-XX-00-DR-AX-11000 Rev P1 and 050-TWA-XX-00-DR-AX-11110 Rev P1c shall be provided prior to the first occupation of the development hereby approved, and shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.</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>
20	<p>Secured by design (Compliance)</p> <p>CONDITION: Notwithstanding the approved plans and documents, prior to superstructure works commencing of the development hereby approved, the development shall achieve Secured by Design - Commercial Development accreditation. 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>
21	<p>Restriction of PD rights (Compliance)</p> <p>CONDITION: Notwithstanding the provisions of Schedule 2, Part 3, Class MA the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modifications), no change of use from Class E (commercial, business and service) to a use falling within Class C3 (dwellinghouses) shall take place.</p> <p>REASON: For the avoidance of doubt and to ensure that the Local Planning Authority can restrict the use of the building to this specific use only, in order to protect the supply of office floorspace in this location and retain control over the change of use of the building in the future. Due to the small and constrained nature of the borough, performance against the spatial strategy within the Development Plan is vitally important to ensure that targets to increase employment continue to be met. Additionally, windfall sites are rare and a loss of opportunity to negotiate affordable housing within such proposals would significantly undermine the borough's ability to address critical housing need again due to the small and constrained nature of the borough.</p>
22	<p>Restriction of office use (Compliance)</p> <p>CONDITION: Operation of Section 55(2)(f) of the Town and Country Planning Act 1990 is precluded with regard to permitted office use. The building hereby approved shall only be used for office use and for no other purpose (including any other purpose within Class E of the Schedule 2 of the Town and Country Planning (Use Classes) Order 1987 and subsequent Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020) or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.</p> <p>REASON: For the avoidance of doubt and to ensure that the Local Planning Authority can restrict the use of the building to this specific use only, in order to protect the supply of office floorspace in this location (Employment Growth Area). This would allow the Council to retain control over the change of use of the building in the future and to secure an appropriate balance of uses, and ensure that the availability of a range of workspaces to support the delivery of economic growth within the borough.</p>

23	Lifts (Compliance)
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved. The lifts should be maintained throughout the lifetime of the development.</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>
24	No plumbing or pipes (Compliance)
	<p>CONDITION: No plumbing, down pipes, rainwater pipes or foul pipes shall be located/fixed to the eastern external elevation of the building hereby approved.</p> <p>REASON: To ensure that such plumbing and pipes would not detract from the appearance of the building, the character and historic significance of the area.</p>
25	Privacy screens (Details)
	<p>CONDITION: Details of privacy screens to be erected around the eighth floor rear elevation roof terrace shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development and shall be maintained in perpetuity.</p> <p>REASON: To preserve the privacy and general amenity of neighbouring residents.</p>
26	Waste management strategy (Details)
	<p>CONDITION: Details of the site-wide waste strategy for the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works other than strip out and demolition commencing onsite. The details shall include:</p> <ul style="list-style-type: none"> a) the layout, design and appearance (shown in context) of the dedicated refuse / recycling enclosure(s); b) a waste management plan <p>The development shall be carried out and operated strictly in accordance with the details and waste management strategy so approved. The physical enclosures shall be provided/erected prior to the first occupation of the development 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>
27	Sustainable urban drainage system (Details)
	<p>CONDITION: Details of surface drainage works shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall be based on an assessment of the potential for disposing of surface water by means of sustainable drainage system in accordance with the principles as set out in London Plan Policies SI 13. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme would achieve at least a 50% attenuation of the undeveloped site's surface water run off at peak times. The drainage system shall be installed/operational prior to the first occupation of the development. The details submitted should also include a management and maintenance programme.</p>

	<p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that sustainable management of water.</p>
28	BREEAM (Details)
	<p>CONDITION: The development hereby approved shall achieve a BREEAM Non-domestic refurbishment assessment rating of no less than “Very Good”. Prior to the substantial completion of the development an updated BREEAM assessment shall be submitted to and approved in writing by the Local Planning Authority which demonstrates that all credits and targets to achieve 66.7%, as noted in the submitted Energy Strategy, will be achieved or provide a feasibility study as to why this cannot be achieved.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development</p>
29	Fire Strategy (Details)
	<p>CONDITION: Prior to commencement of the development hereby approved, a Fire Safety Strategy shall be submitted to the Local Planning Authority to demonstrate that the development is capable of providing adequate Fire Brigade access to the building (with reference to Approved Document B, volume 2 or relevant code of practice). The Strategy shall also include arrangement for safe evacuation of disabled people in an emergency.</p> <p>Should any subsequent change(s) required to secure compliance with the submitted Fire Safety Strategy, a revised Fire Safety Strategy would need to be submitted to and approved by the Local Planning Authority.</p> <p>The development shall be carried out in accordance with the Fire Safety Strategy under this condition and shall be maintained as such thereafter.</p> <p>REASON: To ensure appropriate fire safety measures, in particular adequate access for Fire Brigade appliances.</p>
30	Affordable workspace (Details)
	<p>CONDITION: Notwithstanding the details and plans hereby approved, prior to superstructure works commencing on the site, final ground floor shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The details shall confirm 101sqm of affordable workspace is provided and the drawings shall be provided at 1:100 scale (floorplans) and 1:50 scale (elevations).</p> <p>REASON: In order to ensure that the affordable workspace is designed to be of a high quality internal working environment without adversely impacting on the appearance of the building or the character or appearance of the wider area.</p>
31	Biodiversity (Details)

	<p>CONDITIONS: Prior to the commencement of work other than demolition, details of both the planters and the biodiversity planting shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The planters shall be 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 focussed on wildflower planting and shall contain no more than a maximum of 25% sedum.</p> <p>REASON: To optimise the biodiversity of the site.</p>
32	<p>Mechanical ventilation and cooling</p> <p>CONDITION: Prior to the commencement of superstructure works details of the proposed ventilation and cooling to the development shall be submitted to and approved in writing by the Local Planning Authority showing a reduction in the air permeability. The approved details shall be installed and operational prior to the occupation of the relevant unit and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development</p>

List of Informatives:

1	<p>S106</p> <p>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.</p>
2	<p>Superstructure</p> <p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p> <p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <p>Pre-Commencement Conditions:</p>

	<p>These conditions are identified with an 'asterix' * in front of the short description. These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these unidentified pre-commencement conditions have been discharged.</p>
4	Car-Free Development
	<p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.</p>
5	Roof top plant
	<p>The applicant is advised that any additional roof top plant not shown on the approved plans will require a separate planning application</p>
6	Construction works
	<p>Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Pollution Team, Islington Council, 222 Upper Street London N1 1XR (Tel. No. 020 7527 3258 or by email pollution@islington.gov.uk) or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction works other than within the hours stated above.</p>
7	Secured by design
	<p>You are reminded to refer to the provisions of the Secured by Design Commercial Developments 2015 Guide (or any replacement guidance), in relation to the risk of crime within both the public and non-public areas of the proposed development, and preventative measures.</p>
8	Fire safety
	<p>It is recommended that you obtain technical advice regarding compliance with the Building Regulations (and/including matters relating to fire safety and evacuation) prior to any further design work commencing and prior to the selection of materials. In particular, you should seek further guidance regarding the design of the external fabric (including windows) to limit the potential for spread of fire to other buildings. Islington's Building Control team has extensive experience in working with clients on a wide range of projects. Should you wish to discuss your project and how Islington Building Control may best advise you regarding compliance with relevant (building control) regulations, please contact Building Control on 020 7527 5999 or by email on Building Control@islington.gov.uk.</p>
9	Thames Water
	<p>Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to our website. https://developers.thameswater.co.uk/Developing-a-large-site/Apply-and-pay-for-services/Wastewater-services</p>
10	Thames Water – work near sewers
	<p>If you're planning significant work near our sewers, it's important that you minimize the risk of damage. We'll need to check that your development doesn't limit repair or maintenance activities, or inhibit the services we provide in any other way. The</p>

	<p>applicant is advised to read our guide working near or diverting our pipes. https://developers.thameswater.co.uk/Developing-a-large-site/Planning-yourdevelopment/Working-near-or-diverting-our-pipes.</p>
11	Thames Water – groundwater discharge
	<p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing trade.effluent@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk. Please refer to the Wholesale; Business customers; Groundwater discharges section</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 2021 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

2. Development Plan

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

A) The London Plan 2021

Policy SD4 Central Activities Zone Policy SD5 Offices, other strategic functions and residential development in the CAZ 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 design-led approach Policy D4 Delivering Good Design Policy D5 Inclusive Design Policy D8 Public Realm Policy D10 Basement development Policy D12 Fire safety Policy D13 Agent of Change Policy D14 Noise Policy E1 Offices Policy E11 Skills and opportunities for all. Policy HC1 Heritage and Growth	Policy G5 Urban Greening Policy G6 Biodiversity and access to nature Policy SI1 Improving air quality Policy SI2 Minimising greenhouse emissions Policy SI3 Energy Infrastructure 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
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B) Islington Core Strategy 2011

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

Policy CS13 (Employment Spaces)
Infrastructure and Implementation
Policy CS18 (Delivery and Infrastructure)

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

Policy CS19 (Health Impact
Assessments)
Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

- DM2.1 Design
- DM2.2 Inclusive Design
- DM2.3 Heritage
- DM2.4 Protected views

Housing

- DM3.7 Noise and vibration (residential uses)

Shops, culture and services

- DM4.1 Maintaining and promoting small and independent shops
- DM4.2 Entertainment and the night-time economy

DM4.3 Location and concentration of uses

- DM4.12 Social and strategic infrastructure and cultural facilities

Employment

- DM5.1 New business floorspace
- DM5.4 Size and affordability of workspace

Health and open space

- DM6.1 Healthy development
- DM6.5 Landscaping, trees and biodiversity
- DM6.6 Flood prevention

Energy and Environmental Standards

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

Transport

- DM8.1 Movement hierarchy
- DM8.2 Managing transport impacts
- DM8.3 Public transport
- DM8.4 Walking and cycling
- DM8.5 Vehicle parking
- DM8.6 Delivery and servicing for new developments

Infrastructure

- DM9.1 Infrastructure
- DM9.2 Planning obligations
- DM9.3 Implementation

D) Finsbury Local Plan June 2013

BC8 Achieving a balanced mix of uses

BC10 Implementation

4. Designations

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

- Central Activities Zone (CAZ)
- Employment Priority Areas (Offices) – BC8, Finsbury Local Plan
- Bunhill & Clerkenwell Core Strategy Key Area
- Grade II listed wall – to the rear of 23 Goswell Road
- Grade II listed building – to west (Medical College)
- Grade II* listed building – the opposite side of Goswell Road (Crescent House).
- Local Cycle Route

- Charter House Square Conservation Area to the west

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

The following SPGs and/or SPDs are relevant:

- | Islington Local Development Plan | London Plan |
|---|--|
| <ul style="list-style-type: none">- Environmental Design- Planning Obligations and S106- Urban Design Guide | <ul style="list-style-type: none">- Accessible London: Achieving and Inclusive Environment- Sustainable Design & Construction- Planning for Equality and Diversity in London |