



PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 PO Box 333
 222 Upper Street
 LONDON N1 1YA

PLANNING COMMITTEE		
Date:	7 July 2015	

Application number	P2015/0971/FUL
Application type	Full Planning Application
Ward	St Peter's
Listed building	None on the site but listed building bounding the site
Conservation area	Duncan Terrace/ Colebrooke Row
Development Plan Context	Duncan Terrace/ Colebrook Row Conservation Area; Archeaological Priority Area; Angel Town Centre; Angel and Upper Street Key Area
Licensing Implications	None
Site Address	46 Essex Road & 160-162 Packington Street, London N1
Proposal	Part change of use and part redevelopment of 46 Essex Road, 160 Packington Street and 162 Packington Street and land to the rear fronting onto Queens Head Street to provide a total of 2350 sq.m B1 office space and the creation of one additional residential (C3) flat (in addition to 2 existing units) to create a total of 3 (2x3 bed and 1x2bed) The proposals include the erection of a four storey (including basement) B1 office building fronting onto Queens Head Street and roof top additions to 162 Packington Street including alterations and improvements to the facade of the existing buildings.

Case Officer	Sally Fraser
Applicant	North Hill Mercants Developments
Agent	Nathaniel Lichfield & Partners

1 RECOMMENDATION

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

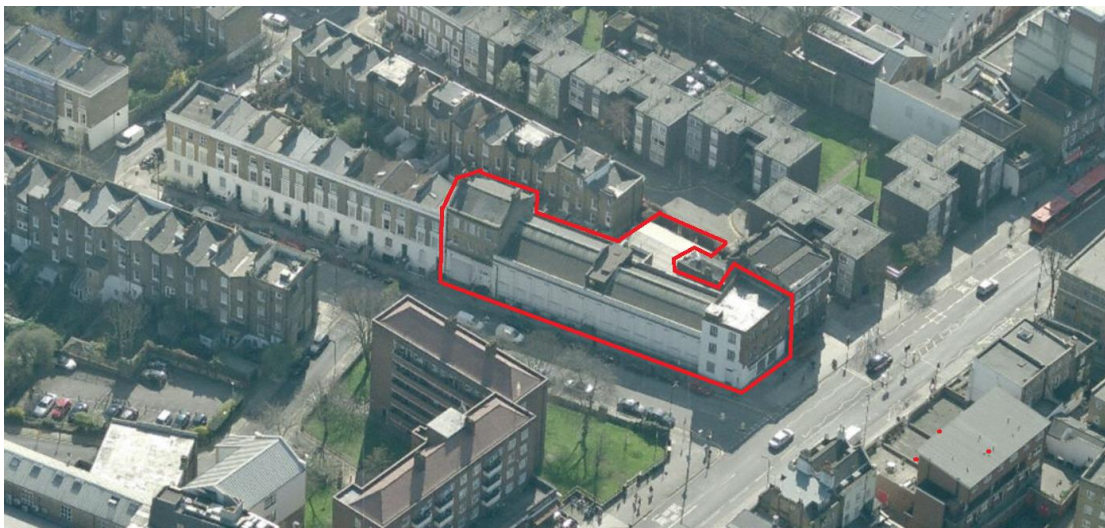
1. subject to the conditions set out in Appendix 1; and

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

2 SITE PLAN (Site outlined in black)



3 PHOTOS OF SITE/STREET



Photograph 1: Aerial view of the site (looking south)



Photograph 2: Looking south along Essex Road towards the site



Photograph 3: Looking along Packington Street towards the site



Entrance
to the site

Photograph 4: Looking along Queens Head Street towards the site



Photograph 5: The Queens Head Street entrance to the site



Photograph 6: Looking towards the terrace at 84 Queens Head Street and the windows of 162 Packington Street

4 **SUMMARY**

- 4.1 The application site comprises of 160 and 162 Packington Street, 46 Essex Road and a piece of vacant land fronting Queens Head Street. The buildings contain vacant business floorspace, a retail unit at ground floor fronting Essex Road and 2 residential flats on Packington Street.
- 4.2 162 Packington Street is locally listed and there are a number of locally listed terrace properties surrounding the development. The Queens public house at 44 Essex Road adjoining the site is statutorily listed and the site lies within the Duncan Terrace/ Colebrook Row conservation area.

- 4.3 The application proposes the refurbishment and change of use into office space of 162 Packington Street and 46 Essex Road, including the construction of a new roof extension to 162 Packington Street. Also, the addition of one residential unit at 160 Packington Street and the erection of a 3 storey plus basement office building, with internal link to the other buildings on the site, fronting Queens Head Street.
- 4.4 The main issues arising from the development are the impact of the development on the character and appearance of the conservation area and the setting of the surrounding listed and locally listed buildings and the impact of the development on the amenities of the neighbouring occupiers. The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 4.5 The Design and Conservation Officer considers that the development would enhance the character and appearance of the conservation area and the surrounding listed and locally listed buildings, by reason of the improvements to the façades of the existing buildings and the sensitive height, massing and detailed design of the new building on Queens Head Street, including the roof extension to 162 Packington Street.
- 4.6 The proposal would have an acceptable impact on the residential amenities of the neighbouring occupiers, with recommended conditions to protect privacy and the visual appearance of the development, and would optimise the amount of business floorspace and affordable business floorspace on the site, in compliance with local land use policies. There would be no undue impacts on the safety of the highways network and the proposal would be sustainable and energy efficient.
- 4.7 The proposal is recommended for approval, subject to conditions and to a legal agreement, the heads of terms of which have been agreed with the applicant.

5 SITE AND SURROUNDINGS

- 5.1 The site contains 3 adjoining buildings at 160 Packington Street, 162 Packington Street and 46 Essex Road- and a piece of open land fronting Queens Head Street. The site area is approximately 1000sqm.
- 5.2 162 Packington Street is a locally listed, 19th century former post office, comprising a basement and double height ground floor with rendered façade and blocked up windows. It has a moulded cornice supported by pilasters and a hipped roof with central glazed element. 160 Packington Street is an attractive 1850's building which was originally used in conjunction with the former post office. It has roller shutters on the front elevation with an original carriage arch and a cobbled crossover.
- 5.3 46 Essex Road is a 1950's building comprising a lower ground floor and 3 storeys above ground, with a brick frontage and rendered return facade.
- 5.4 The buildings, with the exception of the upper two floors of 160 Packington Street, are connected internally and collectively known as 'Merchants Hall'.

Merchants Hall was last used as B8 warehousing, with a retail unit on the ground floor of 46 Essex Road. The upper 2 floors of 162 Packington Street comprise of two residential units. The vacant land was last used for servicing ancillary to 162 Packington Street.

- 5.5 Bounding the site to the south west is the Queens Head public house. To the south east are the residential properties at 78- 84 Queens Head Street, to the north the flatted development known as Gough House and to the east, 158 Packington Street.
- 5.6 The site is sensitive in conservation terms. In addition to the locally listed building on the site, the Queens Head public house adjoining the site is Grade II statutorily listed. All the properties on Packington Street to the east of the site are locally listed, as are 78- 84 Queens Head Street. The site is within the Duncan Terrace/ Colebrook Row conservation area and an Archaeological Priority Area.
- 5.7 Whilst Essex Road is largely commercial, Packington Street is predominantly residential. Buildings are a mixture of age and styles and building heights vary between 3 and 6 storeys.
- 5.8 The site is within the Angel Town Centre (although it is not within a primary or secondary frontage) and the Angel and Upper Street Key Area.
- 5.9 There is no soft landscaping or trees on the site.

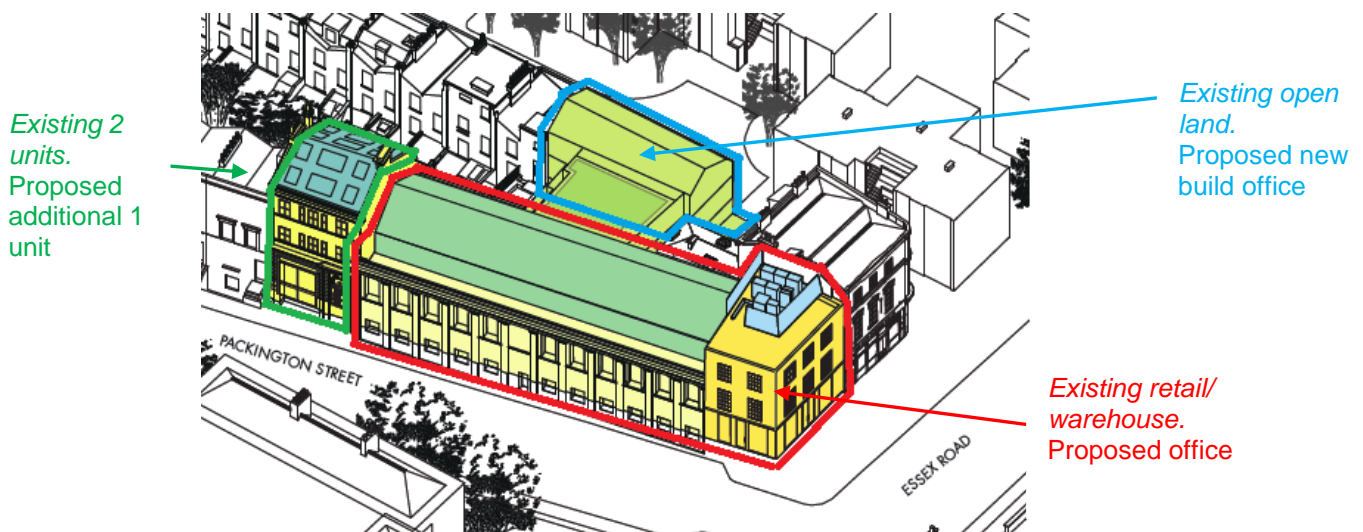
6 PROPOSAL (IN DETAIL)

- 6.1 The application proposes the refurbishment and change of use of 162 Packington Street and 46 Essex Road into office space including the construction of a roof extension to 162 Packington Street, change of use of the ground floor and basement of 160 Packington Street to create an additional residential unit; and the erection of a 3 storey (plus basement) office building fronting Queens Head Street with a link element to the remodelled buildings on the site.
- 6.2 In terms of the physical changes to 162 Packington Street, a single storey rooftop extension would be constructed, the existing boarded up windows reinstated and the historic façade repainted. To 46 Essex Road, a rooftop plant enclosure would be added and the existing rooftop railings removed and replaced with a parapet. Larger windows would be inserted at ground and first floors and the existing render to the return elevation would be removed and replaced.
- 6.3 At 160 Packington Street, the existing flats at first and second floors would be retained (and refurbished internally) and a new flat created over basement and ground floors. Externally, the carriageway opening would be retained and the roller shutters replaced with a glazed window, which would also provide light into the basement. Rooflights would be constructed to the front and rear roofslopes.

6.4 The new building fronting Queens Head Street would comprise of 3 storeys above ground with a basement and would attach to 162 Packington Street with a link element, the flank wall of which would face the outdoor amenity areas of the residential properties on the north side of Queens Head Street. This facing flank wall would be clad in white glazed brick and glazing, with elements of planting. The Queens Head Street elevation of the building would be constructed of Gault brick, featuring recessed windows. Whilst the building would appear from Queens Head Street to be a 2 storey building above ground, internally there would be 3 storeys.

6.5 The existing and proposed uses on the site and their location within the site are detailed in the table and image below:

Use class/ GIA (sqm)	Existing	Proposed	Difference
A1 (Retail)	218	0	-218
B8 (Warehouse)	1041	0	-1041
B1a (Office)	0	2350	+2350
Overall business	1041	2350	+1310
Total	1259	2350	+1091
C3 (Residential)	2 units	3 units	+1 unit



6.6 All office accommodation would be connected internally. It is the intention of the applicant to market the entire space towards a single occupier, with the exception of 85sqm of office space on the ground floor of the new build element of the scheme fronting Queens Head Street, which would be designated 'affordable' office space, by virtue of its size.

6.7 The main entrance to the office would be on Essex Road, with a separate entrance on Queens Head Street for the users of the affordable workspace. There would be a secondary ground floor entrance on Queens Head Street to

facilitate refuse collection for the office development and cycle users would utilise a ramp to basement level on Queens Head Street.

- 6.8 There would be an outdoor terrace at second floor level of 162 Packington Street, facing Packington Street behind the existing parapet, to serve the occupiers of the office, during office hours.
- 6.9 The development would be car free. There would be dedicated cycle facilities for 30 bikes within the basement of the office accommodation, including one accessible cycle parking space. Cycle storage space would also be provided within the residential unit.
- 6.10 All deliveries for the office would take place using an existing servicing bay on Essex Road, with the exception of refuse collection which would be carried out on Queens Head Street. A small extension to the pavement is proposed on Queens Head Street to facilitate safe pedestrian entry into the office accommodation. This would be secured through the inclusion of a clause attached to the legal agreement relating to this report.

Revisions

- 6.11 The application has been amended to address concerns relating to design, the impact on the amenities of the occupiers on the north side of Queens Head Street and the provision of affordable office space. The changes to the proposals include:
- An increase in the set back of the flank wall of the office link element from the shared boundary with 84 Queens Head Street, by 1.7m at first floor (1 storey above the terrace level of 84 Queens Head Street) and second floor (2 storeys above terrace level). The 'step' in the flank wall has also been removed, to rationalise and simplify the elevation,
 - Change in the design of the Queens Head Street elevation, to address Design Review Panel and officer concerns,
 - The inclusion of 85sqm of affordable workspace (affordable by virtue of its size).

7 RELEVANT HISTORY:

Planning Applications

Land on Queens Head Street

- 7.1 **801759:** Continued use of land at 86- 92 Queens Head Street as a car park and loading bay in connection with Merchants Hall. Approved 23/4/1981

46 Essex Road

- 7.2 **831405:** Change of use of ground floor only from warehousing to use as a retail showroom together with the formation of a new shopfront and alterations to front and side elevations of warehouse premises. Approved 20/02/84.

160 Packington Street

- 7.3 **870601:** Conversion of the upper floors into 2 x 2 bed flats. Approved 17/11/87.

Merchants Hall

- 7.4 **P2013/3108/FUL** – Change of use to comprise retail floorspace at lower ground and ground floor and cafe/restaurant floorspace at ground floor. Withdrawn 31/1/2014

Pre Application Advice

- 7.5 The applicant submitted a scheme for pre-application discussions in October 2014 for the 'Refurbishment, extensions and change of use of the existing buildings and a new 4 storey building to provide new business floorspace and 2 additional residential units.'
- 7.6 The applicant was advised that the proposed restoration of the historic buildings on the site was welcomed and that, in landuse terms, the proposed uplift in office space was policy compliant.
- 7.7 The applicant was advised that the proposed roof extension to 160 Packington Street was not acceptable in conservation and design terms but that the proposed roof extension to 162 Packington Street was a discreet and well-designed addition. The proposed new building fronting Queens Head Street was, in principle, acceptable and the contemporary architectural approach welcomed.

8 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 145 adjoining and nearby properties on 19th March 2015. A site notice was displayed and a press advert was published on 19th March 2015. The first period of public consultation on the application therefore expired on 16th April 2015.
- 8.2 A total of seven responses were received to the first consultation from neighbouring residential occupiers, which comprised three statements of support and four objections to the proposal. The concerns raised by the objectors can be summarised as follows (with the paragraph that provides a response to the issue indicated within brackets):
- Loss of daylight and sunlight to properties on the north side of Queens Head Street (paras 11.50, 11.51, 11.52, 11.55 and 11.56)

- Sense of enclosure and loss of outlook to the properties on the north side of Queens Head Street (paras 11.70- 11.79)
- Overshadowing to outdoor areas and solar panels at number 84 Queens Head Street (paras 11.67 and 11.69)
- The proposal would represent an overdevelopment of the site (para 11.30)
- The new building and link element on Queens Head Street and the roof extension at 162 Packington Street would be visually intrusive and would not protect the historic environment (paras 11.24, 11.28 and 11.30)
- New Queens Head Street frontage would dominate and be out of keeping with the adjacent terrace houses. (para 11.28)
- Proposal would create a commercial frontage onto a residential road (paras 11.4 and 11.29)
- Concern over increase in activity on Queens Head Street and likely increase in noise and disturbance, litter and antisocial behaviour (paras 11.81 and 11.82)
- Concern over appearance over time of the flank wall and planting on the flank wall facing 84 Queens Head Street (para 11.31)

8.3 Re-consultation (14 day): In response to the submission of revised plans and supporting information, the Council re-consulted on the application. Letters were sent to the same 145 properties. The public consultation expired on 12th June 2015, although it is the council's practice to continue to consider representations made up until the date of a decision. There were four responses to the re-consultation, three of which were from residents of addresses that had not previously objected. The new concerns raised can be summarised as follows:

- Loss of light to 19- 27 Raleigh Mews (para 11.61 and 11.62)
- Increase in traffic activity on Queens Head Street (para 11.80)

External Consultees

- 8.4 London Fire & Emergency Planning: No objection received. It was recommended that sprinkler systems be installed in any new building.
- 8.5 Metropolitan Police Crime Prevention Design Advisor: Advised that the project provoked little cause for concern in respect to building security.
- 8.6 Thames Water: Raised no objection with regards to the impact of the development on sewerage infrastructure capacity. They advised that approval should be sought from Thames Water where the erection of a building would come within 3m of a public sewer. A recommendation was made to ensure

storm flows are attenuated into the receiving public network through on or off site storage.

- 8.7 Historic England: No objection in principle to the size and location of the proposed new building on Queens Head Street. Recommended that the council ensure that the new buildings are of the highest quality and materials.
- 8.8 Historic England (GLASS): Recommended that a Field Evaluation be carried out to the satisfaction of GLASS before any works on site are commenced.

Internal Consultees

- 8.9 Design and Conservation (based on revised design): The restoration work to the façade of the locally listed building and the other buildings on the site are welcomed. The size, location, and design of the additions to the existing buildings and the new building on Queens Head Street would preserve and enhance the character of the conservation area and the setting of the listed buildings. The proposal is acceptable in Design and Conservation terms.
- 8.10 Energy Conservation Officer - The development would require payment of a carbon offset contribution of £63,480.00. The development would comfortably achieve BREEAM Excellent and would provide Air Source Heat Pumps (ASPH) to achieve the on site carbon reduction.
- 8.11 Inclusive Design Officer: The office space would provide inclusive, accessible accommodation throughout. The additional residential unit would be neither visitable nor adaptable and as such would not comply with the councils Inclusive Design SPD.
- 8.12 Planning Policy Officer: The proposal complies with council land use policies to maximise business use on the site. An appropriate amount of affordable business floor space should be provided.
- 8.13 Public Protection Division (Acoustic Officer): No objections, subject to the securing of relevant conditions in relation to plant noise, sound proofing between the residential and office uses and the submission of an Environmental Construction Management Plan.
- 8.14 Spatial Planning and Transport (Transport Officer): The amount and nature of the cycle parking proposed within the office use complies with policy standards. The cycle parking proposed for the residential unit however would not be step free. Any proposal to service the development on street should be adequately justified, in compliance with policy DM8.6.
- 8.15 Highways/ Traffic management: The proposed 'on street' servicing arrangements would have an acceptable impact on highway safety and capacity. The extension to the pavement on Queens Head Street is acceptable, secured through the S106 agreement.
- 8.16 Street Environment Division: The location and size of the refuse and recycling storage and arrangements for collection are acceptable.

- 8.17 Sustainability Officer/ Local Lead Flood Authority: The commitment to achieve BREEAM Excellent is supported, as is the commitment to meet policy targets in relation to water efficiency, materials and construction waste. The constraints of the existing buildings are accepted and commitment to deliver a green roof to contribute towards on site water attenuation suitably addresses SUDS policy in this instance, subject to the addition of a condition to ensure its quality and maintenance.

Other Consultees

- 8.18 Design Review Panel (DRP) – The development proposals were reviewed at the pre-application stage by the DRP on 14/04/2015. The following response was provided by the DRP with the officers response provided below each paragraph of the DRP commentary). The full response can be found at Appendix 3 to this report.

Layout and landuse:

- 8.19 *The Panel raised various concerns about the proposed positioning of the different uses. Panel members suggested that it may be more appropriate to continue the office space to the rear of 160 Packington Street through to the front of the building, which is currently shown as residential or that it may be a suitable position for another commercial use or café/canteen associated with the office use.*
- 8.20 *The Panel had concerns with the quality of living space that would be provided within this unit, particularly with the glazed infill of the carriage arch. It was felt that, as this glazed element would immediately front the street, it is likely that it would be at least partially screened/obscured internally and as such would defeat the purpose of the transparent element and the emphasis on the retention of the carriage arch. Panel members thought that this may work better as part of the office space where the glazing could remain transparent. Alternatively it was suggested that if this space is to remain as residential, a different treatment to the front may be more appropriate.*
- 8.21 Officer Response: The basement floorplan has, since being reviewed by DRP, been amended which partially addresses Panel concerns regarding the quality of accommodation at this level. One of the two bedrooms proposed, which would receive light only from a small slot window to the front lightwell, has been removed. The other, larger bedroom would remain, as it is not considered that this basement is unsuitable for habitable accommodation altogether. The bedroom would receive light, although limited, from the high level window and it is the case that this is a duplex apartment which, at upper ground floor level, is dual aspect and has an external terrace to the rear and an additional bedroom.
- 8.22 The panel also raised concerns regarding to the quality of defensible space that would be ascertained through the use of bollards as opposed to railings. Given the commercial origin of this building, railings were deemed inappropriate by the councils Design and Conservation officer. The bollards, whilst not standard for a residential building, would provide some protection

from pedestrian encroachment into the defensible space and would provide a level of privacy which complies with the policy depth standard and would be equal to that of any basement flat along this road.

- 8.23 On balance, it is considered that the unit would provide a good level of accommodation for future occupiers.
- 8.24 *The Panel felt that more light could be brought into the lower rooms within the residential unit to the front of 160 Packington Street by re-designing and repositioning the rear terrace to the lower level and could greatly improve the standard of living at lower ground floor level.*
- 8.25 Officer Response: Repositioning the rear terrace to basement level would create walls to the terrace which would be 2 storeys high and would not result in a good level of amenity.
- 8.26 *Panel members felt that it may potentially be more appropriate to move the residential units to the new building fronting Queens Head Street, but accepted that this may result in overlooking issues with the existing residential terrace to Queens Head Street, as well as poor daylight within the residential units due to the proximity to 160 and 162 Packington Street behind.*
- 8.27 Officer Response: In order to maximise the amount of business space on the site, it is considered appropriate to utilise the open land fronting Queens Head Street for this use. Additionally, 160 Packington Street is already in residential use and continued use of the entirety of this building for residential units was considered appropriate in this context.
- 8.28 *The Panel questioned the position of the main entrance to the office space on Essex Road and suggested that this may be better positioned on Packington Street. It was felt that the main entrance was such an important part of scheme and that as 46 Essex Road is the least architecturally flamboyant element, it may be more appropriate to relocate the entrance within the development to create a greater statement. It was also suggested that another use might function well at this point, providing an active frontage to this portion of Essex Road.*
- 8.29 Officer Response: Panel members suggested that the Packington Street elevation, with its architectural flamboyancy, may be the more appropriate location for the main entrance to the office accommodation. The applicant noted the suggestion and responded that given the commercial nature of Essex Road and the now almost entirely residential nature of Packington Street, Essex Road was the most appropriate elevation for the main entrance. This was agreed by officers. Retail use on Essex Road was considered, but discounted in order to utilise the frontage as the main entrance to the office building and to optimise business space on the site.

Appearance

- 8.30 *The Panel supported the proposals in principle, but felt that the Queens Head Street elevation required more work. It was felt that a different approach may*

be required as the current proposals which are referential to the proportions and window pattern of the terrace of houses to Queens Head Street resulted in a confusing elevation, particularly since the floor levels within the office space behind did not correlate with the openings in the elevation. The resulting impression is of façade retention. Panel members felt that it may not be necessary to use a domestic language with this frontage and that it may be more appropriate to make reference to the pared down simple elevation treatment of 162 Packington Street behind with the proposed frontage to Queen Mary Street. The Panel felt that a contextually inspired modern frontage may be the best approach, perhaps being more honest about the commercial use behind the façade.

- 8.31 Officer Response: The design of the Queens Head Street elevation has been amended to address Design Review Panel concerns. Whilst the internal floor levels are a consequence of the changing levels along Queens Head Street and have not changed, a horizontal band has been added to coincide with internal first floor level of the adjoining terrace. The elevation now draws on the vertical emphasis and proportion of 162 Packington Street to avoid imitating the domestic language of the adjacent terraced housing, and mark a clear visual difference between new and old, commercial and domestic.



Presented to DRP



Revised scheme now

- 8.32 *The Panel suggested that improvements could be made to the flank elevation of 46 Essex Road and that the removal of the render and the exposure of a brick façade may improve the relationship with 160-162 Packington Street, with the two brick buildings bookending the old sorting office. Panel members also questioned the join between 46 Essex Road and 162 Packington Street and*

how that might work, as well as the articulation of the top of 46 Essex Road. The Panel advised that careful consideration must be taken to address how this would appear from long views down Essex Road.

8.33 *The Panel considered that the fenestration to Essex Road gave the appearance that there was no constructional depth between the ground and first floor – some more solidity to the elevation may be beneficial to improve the proportions.*

8.34 Officer Response: There has been no change to the treatment of the return elevation of 46 Essex Road since the Design Review Panel. Removal of the render on the return elevation of 46 Essex Road was considered, but discounted by reason of the condition of the bricks underneath.

8.35 In terms of the relationship between 162 Packington Street and 46 Essex Road, the image below indicates that the ‘join’ will not be seen above the parapet of 162 Packington Street from street level. The appearance of the development from this view is considered acceptable.



8.36 Design Review Panel comments regarding the articulation at roof level and the constructional depth between the ground and first floors were addressed by the applicants through changing the material of the parapet and increasing the amount of non glazed elements at ground floor. The amendments were assessed by the councils Design and Conservation officer, who considered that the design as originally submitted was the most appropriate in terms of subservience to the adjoining listed building. Longer views of the proposal from Essex Road, as shown below, would be discreet and appropriate.



Amenity

- 8.37 *Panel members raised concerns over the lack of amenity space associated with the offices. Currently only a small north-east facing terrace is proposed at second floor level and it was felt that some amenity space should be provided to the south-western side of the site on Queen Mary Street.*
- 8.38 Officer Response: No change has been made to the amount of amenity space for the office since the Design Review Panel. External amenity space has been provided where available, through use of the terrace fronting Packington Street elevation. There is no policy requirement to provide a specified amount of amenity space relating to office use.
- 8.39 *The Panel also queried whether any contribution could be made to public space and felt that some improvement could be made to the Essex Road frontage as well as the potential of a shared space at the top of Queens Head Street.*
- 8.40 Officer Response: Whilst there is no site specific requirement to contribute, the development upon implementation would be liable for Islington CIL, which does contribute towards open space in the borough. A shared surface on Queens Head Street was suggested by the applicant in response to Design Review Panel comments, however this was considered inappropriate by the councils Highways and Inclusive Design officers on the grounds of highways safety and the safety of pedestrians using this area.

Summary

- 8.41 *The Panel welcomed the rejuvenation of the building, but had various concerns with the proposals. Panel members felt the elevation to Queens Head Street required further work, including the internal relationship of floor slabs to window openings. Concern was expressed regarding the success of residential unit to 160 Packington at ground and lower ground floor levels. The Panel raised concerns over the handling of the elevation of 46 Essex Road. They felt that a bolder statement was required for the entrance to the office space and that this could be provided in this position with some alteration or may be better provided at one of the other frontages. Panel members were also concerned with the articulation to the top of 46 Essex Road, the join between this building and 162 Packington Street and how that might appear, particularly when viewed from a distance.*
- 8.42 Officer Response: Design changes have been made to the Queens Head Street elevation, which respond to concerns regarding the residential appearance of the commercial building. The internal floor levels are a consequence of the level changes on Queens Head Street, however the addition of the horizontal break at first floor has reduced the extent to which these are visible externally. The changes are considered acceptable by the Design and Conservation officer.
- 8.43 Following discussion with the applicant regarding the appearance of 46 Essex Road post Design Review Panel, it was decided that amending the design of

the frontage would have an impact on the setting of the adjoining listed building which would be detrimental to its setting. The proposed design is discreet and appropriate in this context.

- 8.44 Given the positive elements of the ground floor of the proposed duplex flat on Packington Street, the principle of habitable accommodation within this unit at basement level is considered appropriate.

9 RELEVANT POLICIES

- 9.1 Details of all relevant policies and guidance notes are attached in **Appendix 2**.

- 9.2 This report considers the proposal against the following documents:

National Guidance

- 9.3 The National Planning Policy Framework 2012 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.
- 9.4 Since March 2014, Planning Practice Guidance for England has been published online.
- 9.5 On the 28th November 2014, a Ministerial Statement and revision to the Planning Practice Guidance (PPG) were published, which seek to remove s106 contributions on small sites including contributions towards affordable housing. In this situation, the application is for a major development proposal and the small site contribution is not viewed to be a disproportional burden upon this development, as supported by the Council's independent financial viability assessor and for this reason the securing of that contribution is considered to be policy compliant, secure a mixed and balanced development and not to be disproportionate.
- 9.6 In considering the relevance of the changes to the PPG in light of the NPPF requirement to meet the full objectively assessed needs for market and affordable housing, the Council is mindful that the NPPF sets out the government's national planning policy.
- 9.7 Furthermore, planning legislation (Section 70 of the Town and Country Planning Act 1990 and section 38 of the Planning and Compulsory Purchase Act 2004) provides that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 9.8 Legislation puts far greater weight on adopted policy, both at the national, London and borough level. The Council considers that the material consideration of the PPG should not outweigh the development plan, given the specific circumstances in Islington.

- 9.9 Under the Ministerial Statement of 18 December 2015, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

Development Plan

- 9.10 The Development Plan is comprised of the London Plan (FALP) 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at **Appendix 2** to this report.

Designations

- 9.11 The site is the subject of the following designations set out with the Development Plan documents:
- Adjoining a listed building
 - Within the Duncan Terrace/ Colebrook Row Conservation Area
 - Angel and Upper Street Key Area
 - Angel Town Centre
 - Archeological Priority Area

Supplementary Planning Guidance (SPG) / Document (SPD)

- 9.12 The SPGs and/or SPDs which are considered relevant to this application are listed in Appendix 2.

10 ENVIRONMENTAL IMPACT ASSESSMENT

- 10.1 Whilst an EIA Screening Opinion was not submitted by the applicant, it is not considered that the site or development proposed fall within Category 1 or 2 development and therefore does not trigger a requirement for an Environmental Impact Assessment.

ASSESSMENT

- 11.1 The main issues arising from this proposal relate to:
- Principle of the use
 - Design, Conservation and Heritage considerations
 - Standard of residential accommodation
 - Neighbouring amenity
 - Inclusive Design
 - Energy and sustainable design and construction
 - Trees, landscaping and biodiversity
 - Transport
 - Planning Obligations

Land Use

- 11.2 The site lies within the Angel Town Centre. When assessing changes of use within Town Centres, part D of Policy DM 4.4 is relevant. It states that 'the change of use of ground floor units from main town centre uses to other uses within town centres will generally be resisted'. The lawful use of the ground floor of 46 Essex Road is retail, a main town centre use. However the proposed office use is also classified within the Development Plan as a main town centre use. The proposal therefore complies with this part of this policy and would not harm the vitality of the Town Centre.
- 11.3 B1a office space is defined within the Development Plan as a 'business' use. Core Strategy policy CS5C promotes the importance of the development of business floorspace and especially office space within the Angel and Upper Street key area, to contribute to wider employment growth within the borough. Policy DM5.1A supports this position, encouraging the intensification, renewal and modernisation of existing business floorspace.
- 11.4 The existing site comprises of 1041sqm of business (warehousing B8 use) floorspace. The proposed scheme would deliver 2300sqm of modernised office floorspace, through refurbishment and extension of the existing buildings and development of the existing vacant site of Queens Head Street into offices. The last use of the vacant site was for purposes ancillary to Merchants Hall and the continued use of this land for office space is policy compliant and welcomed, for its contribution towards the policy aim of economic growth.
- 11.5 Furthermore, policy DM5.1Ai requires that a scheme incorporates the maximum amount of business floorspace reasonably possible on the site. The proposed scheme, in addition to the refurbishment of existing unused business (B8 use class) space, would create new office (B1a) accommodation on the vacant land on Queens Head Street. It is considered that the proposed business floorspace has been maximised.
- 11.6 In addition to encouraging new business floorspace in general, the Development Plan promotes measures to support the local population and local businesses.
- 11.7 To this end, policy DM5.1Fi requires the inclusion of design features that would allow the floorspace to be adapted in the future for a range of uses and occupants, including small and medium enterprises. The proposed scheme is intended initially for use by a single occupier and comprises large floorplates. Flexibility has been built into the design, however, with the layout of the entrance and lift core, allowing floor by floor lettings if desired in the future.
- 11.8 In addition, proposed business floorspace should include an appropriate amount of 'affordable' workspace. The definition of 'appropriate' in the development management policies is 5%, when applied to large major schemes. This scheme would incorporate one, self contained, 85sqm office unit which is considered 'affordable' on account of its size and therefore attracting smaller businesses (as established in the DM policies document). Although slightly less than the 5% floorspace guide, this is a relatively small

scheme with constraints surrounding the refurbishment of the historic building. The proposal is considered to be policy compliant in this instance, and the affordable workspace welcomed. The affordable workspace would be secured by condition.

- 11.9 There is also a requirement for developments to provide jobs and training opportunities including on site construction training during the construction phase of the development and training opportunities during the operational phase. This would be secured as part of the legal agreement.

Residential

- 11.10 There is no policy objection to the residential element of the scheme which is, in principle, acceptable.
- 11.11 The relevant Islington Development Plan policy is CS12G, which states that sites of nine units or fewer will contribute to affordable housing provision through a financial contribution in lieu of on-site provision.
- 11.12 The contribution per unit is set out in the council's Affordable Housing Small Sites Contributions SPD (2012). The SPD sets out, underpinned by viability evidence, that the required contribution for the creation of each additional residential dwelling (when less than 10 are proposed) in this part of the borough will be £50,000 per unit, unless a lower contribution is justified by viability evidence.
- 11.13 The application submission included a financial viability assessment that was reviewed independently by BPS which concluded that this contribution could viably be provided. Given this is a major development proposal, this contribution is a proportional requirement and the Development Plan and other material considerations are considered to outweigh the PPG in this regard in this instance. As such the appropriate affordable housing contribution of £50,000 is viable. This contribution forms part of the heads of terms on the legal agreement relating to this report.

Summary

- 11.14 The change of use of the existing retail unit into office use is policy compliant, as there would be no loss on the site of a main Town Centre use. The uplift in business floorspace is welcomed, as is the provision of an element of affordable workspace. The provision of a new residential unit on the site acceptable and subject to a financial contribution.

Design and Conservation

- 11.15 The development site is located within the Duncan Terrace/ Colebrook Row conservation area, includes the locally listed 162 Packington Street and lies within the setting of the statutorily listed Queens Head public House. Both the conservation area and the listed building are designated heritage assets.

- 11.16 The NPPF emphasises the desirability to sustain and enhance the significance of heritage assets. It states that, where a development causes harm or substantial harm to a designated heritage asset, the development should be refused unless the harm is outweighed by public benefits, or substantial public benefits respectively.
- 11.17 The Development Management Policies mirror the core principles of the NPPF. Policy DM 2.3Bi requires developments in conservation areas to be of high quality contextual design so that they conserve or enhance their significance. Part Cii of the policy addresses development within the setting of listed buildings, stating that development which harms their significance will not be permitted unless there is clear and convincing justification.
- 11.18 The Duncan Terrace/ Colebrook Row Conservation Area design guidance (2002) states that new buildings must conform to the height, scale and proportions of existing buildings in the immediate area.
- 11.19 Turning first to an appraisal of the contribution that the existing site and buildings make to the significance of the heritage assets, it is the case that the application site is prominently located. All three existing buildings are highly visible looking south along Essex Road and, looking north towards the site, one sees 46 Essex Road and the adjoining listed building. Public views of the vacant land, with 162 Packington Street and the rear of the listed public house in the background, are gained from Queens Head Street.
- 11.20 The locally listed 162 Packington Street is vacant and in a poor state of repair. Whilst structurally sound, the windows onto Packington Street are boarded up and it has a tired appearance. The building has great potential to contribute positively to the street scene and the character of the conservation area.
- 11.21 160 Packington Street, whilst not locally listed, is of historic significance, forming the original coach horse entrance to the district post office. The carriage arch and cobbled crossover remain.
- 11.22 The 1950's built 46 Essex Road is utilitarian in form and does not enhance the setting of the adjoining listed building or the conservation area.
- 11.23 The vacant land is bound on Queens Head Street by a high brick wall and hoarding gates. Behind, the boarded up windows of 162 Packington Street are visible and its appearance does little to enhance the setting of the listed public house or the adjacent row of locally listed terraced houses.
- 11.24 The proposal seeks to refurbish the historic façade of 162 Packington Street to reveal its former ornate detailing. The windows would be replaced with timber sash windows to match the original, the façade painted and railings repaired. The roof extension would replicate the style of the existing roof, with glazing to the north east and south west elevations, a tiled pitched roof and a central band of conservation rooflights. It would conform to the proportions of the original building and, whilst visible looking south along Essex Road towards the development site, would remain in keeping with the scale of the two buildings it adjoins, being lower than the parapets of 160 Packington Street the listed

Queens Head public house. In this way, it would retain the original roofline pattern and remains subordinate in views of the group and as such would not be obtrusive. It would not be visible from public views to the rear on Queens Head Street, as it would be screened by the development on the vacant land.

- 11.25 At 160 Packington Street, the carriage arch and cobbled crossover would be retained and bollards (as opposed to residential style railings) used to demarcate the defensible space to the proposed ground floor and basement residential unit, to reflect and remain true to the buildings original commercial use. The proposed glazed window on the front elevation would be recessed to ensure the original 'arch' could still be read. It would appear more visually attractive than the existing roller shutters.
- 11.26 To the roof of 160 Packington Street, six rooflights are proposed which would front Packington Street and six to the rear facing Queens Head Street. The front of the roof is not currently, and would not with the development in place, be publically visible by reason of the shallow angle of the roof and the height of the building. On Queens Head Street, there are currently glimpsed public views of the rear roofline, but these views would be screened by the new office building with the development in place. The proposed rooflights would, as such, cause no harm to the character of the building or the conservation area.
- 11.27 In terms of the refurbishment to the exterior of 46 Essex Road, the height of the ground floor windows would be increased to provide a more open appearance and to separate the ground floor visually from the upper floors. The first floor windows would also be enlarged to add definition to the elevations and grey render would be replace the existing cracked white render on the upper floors of the return Packington Street elevation, which would match the colour of the render on 162 Packington Street. The proposed rooftop plant enclosure, given that it would be set back significantly from the parapet line of the building and given its limited height, would not be visible from street level immediately adjacent to the development and would have limited impact from long views along Essex Road. A condition requiring the submission of details of the plant and the enclosure is recommended, to ensure that this impact remains acceptable prior to implementation.
- 11.28 To Queens Head Street, the scheme proposes a 3 storey, plus basement, building, although it would appear as a 2 storey building, being the same height as the adjacent residential terrace. The size and scale of the building in relation to the adjacent locally listed properties and statutorily listed public house is appropriate and not out of keeping in this urban context. The façade of the building would be higher than the adjoining 84 Queens Head Street, to the degree that each property is higher than the next, on account of the slope to the street. The building would obscure views of the rear of the adjacent listed public house from Queens Head Street, however the rear elevation of the public house does not contribute particularly to its' significance, including a large duct on the rear wall. The proposed building would improve views into the site from Queens Head Street and the setting of the public house.
- 11.29 The design of the building has been amended to address Design Review Panel and Design and Conservation officer concerns and now appears less

residential, reflecting its primary use as an office building whilst complimenting (in terms of materials and height) the locally listed properties adjoining the site. The commercial appearance of the building does not in itself harm the street scene or the character of the conservation area and was encouraged by the Design Review Panel. The building has a vertical emphasis in keeping with the Packington Street elevation and, although it would be 3 storeys above ground, when viewed from Queens Head Street it has a defined ground and first floor, to match the vertical hierarchy of the terraced houses. The internal third floor level is visible behind the façade, but it is not considered that this element of the proposal would create a building that is unacceptable in appearance. Railings would define the boundary of the site with Queens Head Street and the building would follow the building line set by the existing adjoining residential properties.

- 11.30 Concern was raised by neighbouring occupiers with regards to the principle of building on the entire open land, in that it would be contrary to the historic pattern of development on the site. It is the case that the site originally contained a row of terraced houses which matched the rear building line of the other properties on the north side of Queens Head Street. However, that there is no historic precedent for development across the whole of the vacant site does not in itself render the proposal unacceptable. The link element would not be highly visible from public views of the site and would not harm the character of the conservation area in that respect. It should also be noted that its presence allows optimum use of the site and employment land.
- 11.31 Concern was raised by neighbouring occupiers on the north side of Queens Head Street with regards to the condition of the flank wall of the office link element over time, in terms of the need to maintain the proposed planting and cleaning of the brickwork. Whilst it is not in the control of the planning authority to require cleaning of brickwork, it is recommended that a condition be placed on the consent to ensure the maintenance of the planting, for both the purposes of appearance and water attenuation management.
- 11.32 Overall it is not considered that the proposals would cause harm to the designated heritage assets. Rather, the refurbishment of the historic Packington Street façade would greatly enhance the appearance of the street scene, as would the improvements to the elevations of 46 Essex Road. The new building on Queens Head Street is modest and understated in design and does not attempt to compete with the surrounding listed and locally listed buildings and the poor appearance of this boundary would be enhanced. Conditions on the consent would secure details and samples of brickwork, window treatment, railings and other exterior detailing to ensure a high quality resulting appearance.

Standard of residential accommodation

- 11.33 One additional self-contained residential unit is proposed. DM3.4A is relevant in this regard. It requires that new residential accommodation be designed with due consideration to aspect, outlook, noise, ventilation, privacy and light.

- 11.34 The proposed dwelling would be arranged over 2 floors- upper ground floor and basement. The basement would comprise a bedroom and a bathroom and would receive light via a high level window. Whilst this floor of the unit is not dual aspect, the ground floor of the unit has front and rear windows to provide light and ventilation and an external rear terrace area. In addition, both the basement and ground floor of the unit would have defensible space of 2m in depth in front of the window, in compliance with policy DM3.5F. In terms of noise, the council's Public Protection officer has recommended that a condition be placed on the consent requiring the submission of details of sound insulation between the proposed office and the residential units, to protect the amenities of the occupiers.
- 11.35 The internal floor area of the unit would exceed the minimum space standards set out in table 3.2 of the Development Management policies. Development Management Policy DM3.4C states that habitable rooms are required to have a minimum floor to ceiling height of 2.6m, although in residential conversions, a lower ceiling height may be acceptable where it can be demonstrated that overall a good standard of daylight, ventilation and usable floorspace can be provided. The basement floor to ceiling height would be 2.3m. Although less than policy required, this is a residential conversion and the unit overall would provide a good standard of daylight and ventilation.
- 11.36 Overall it is considered that the unit would provide good quality accommodation.

Neighbouring amenity

- 11.37 DM policy 2.1Ax) states that developments are required to provide a good level of amenity to neighbouring occupiers, including consideration of noise and the impact of disturbance, hours of operation, overlooking, privacy, direct sunlight and daylight, over dominance, sense of enclosure and outlook.

Light and overshadowing

- 11.38 Para 2.13 of the Development Management Policies states that the Building Research Establishment (BRE) provides guidance on site layout planning to achieve good sunlighting and daylighting (*Site Layout Planning for Daylight and Sunlight: a guide to good practice*). This is the accepted nationally recognised guidance to safeguard sunlight and daylight to habitable rooms within neighbouring properties.
- 11.39 The BRE guidelines require that initial 'tests' are carried out on neighbouring habitable windows to establish, based on the proximity of those windows to a development and their relationship with that development, whether further testing is required. Where further testing is required, these are as follows:
- 11.40 For assessment of daylight, the BRE guidelines state there are two standardised tests. The first method involves measuring the vertical sky component (VSC) for each window. The BRE guidelines stipulate that the occupants of the existing building will notice the reduction in the amount of skylight if:

'the VSC of a window, should the development take place, is both less than 27% and less than 0.8 times its former value.,

- 11.41 The second method involves measuring the daylight distribution (DD) of each room by assessing the impact on the position of the No Sky Line measured on the working plane (0.85m from floor level). The BRE guidelines stipulate that the occupants would notice an increase in the area of the room that does not receive direct skylight if:

'if the area of working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value'

- 11.42 For the assessment of sunlight, the BRE guidance states that when designing a new development, care should be taken to safeguard access to sunlight for existing dwellings, the guidelines confirm that windows that are not orientated facing within 90 degrees of due south do not warrant assessment. The guidelines stipulate that for those windows that do warrant assessment, sunlighting of the existing dwelling may be adversely affected if:

In 1 year the centre point of the window receives less than 25% of annual probable sunlight hours (APSH), including less than 5% of Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March and less than 0.8 times its former value.

- 11.43 Where the guideline values for reduction to existing levels of daylighting and sunlighting are exceeded, then sunlighting and/or daylighting may be adversely affected. However, it is necessary to note that the document advises that the guidance values should not be seen as an instrument of planning policy, but rather should be interpreted flexibly, as natural lighting is only one of many factors to be considered when assessing a proposed development.

- 11.44 A Daylight and Sunlight Report was provided as part of the the application submission. The report was carried out in accordance with the guidance and methodology set out in the BRE Site Layout Planning for Daylight and Sunlight 2011 publication. All aspects of the new development were modelled in order to determine the impact on the neighbouring properties, including the office 'link' element and the roof extension to 162 Packington Street. In so doing, the report states, following initial tests, there were a number of nearby properties which required further testing. These were:

- 84 to 78 (even) Queens Head Street
- 10- 18 Raleigh Mews
- 19- 27 Raleigh Mews
- 29- 45 Raleigh Mews

- 11.45 It should be noted that the submitted Daylight/ Sunlight report states, in respect to calculating Daylight Distribution, that reasonable assumptions were made in respect of the layout and dimensions of neighbouring properties. The BRE

guidance advises that the Daylight Distribution can be found 'where room layouts are known'.

- 11.46 84 Queens Head Street is the closest neighbour to the development and concern has been raised with regards to the impact on daylight and sunlight to this property. The below is an assessment of the impact on this property.
- 11.47 There are habitable windows at the rear of the property that face north east. These are a kitchen/ living room window at basement level (W3/40), a living room window at upper ground floor level (W1/41) and a bedroom window at first floor (W1/42). There is also a basement level window that faces south east and a bedroom at basement level that faces south west.
- 11.48 Concern was raised by the occupier of the property that the impact on light to the south westerly facing basement bedroom had not been properly considered. This room was not overlooking either by officers or within the applicants Daylight/ Sunlight Report. This rear bedroom window, being that it has no direct outlook onto the development, did not require testing and there would, as such, be no undue loss of daylight or sunlight to this window.
- 11.49 Daylight: The three habitable room windows that face north east require testing for daylight. The loss of VSC compared to the current light levels for each tested window are set out in the table below. As can be seen, no loss would be greater than 20%.

Window	Room	Loss of VSC
W3/40	R1/40	10.88%
W1/41	R1/41	17.84%
W1/42	R1/42	9.94%

- 11.50 Where loss of VSC would be less than 20%, the BRE guidelines indicate that the occupiers would be unlikely to notice a reduction in daylight. In this regard the proposal is acceptable.
- 11.51 Daylight Distribution tests were carried out on the habitable rooms and all passed, with the exception of the upper ground floor living room (R1/41) which, according to the report, would experience a 37.61% reduction in the area that would receive direct skylight. Given that this room receives daylight from a south facing window also, it is the case that although the north east facing window would be obstructed, the south facing window would not and the room would as such remain well lit.
- 11.52 Sunlight: One basement window (W1/30) was tested by virtue of its south easterly orientation. The result showed that there would be no change in the amount of sunlight the window would receive with the development in place.

- 11.53 82, 80 and 78 Queens Head Street adjoin 84 Queens Head Street to the south east.
- 11.54 Daylight: There are a number of north east facing habitable room windows for which testing for daylight was required.
- 11.55 All of the habitable room windows tested would, with the development in place, have a VSC that would not be less than 0.8 times its former value. Daylight Distribution tests on the rooms were also carried out and all rooms passed, with the exception of the upper ground floor room (R1/61) which, according to the report, would experience a 26% reduction in the area of the room that would receive direct skylight. Therefore, whilst slightly greater than 20% loss of daylight would be experienced by this room - which would be noticeable according to BRE, the loss at 26% would be noticeable and cause a small degree of harm, but not such a level of harm as to warrant a refusal of the application. Particularly given the sensitivity of this test should the room sizes or dimensions be different to those assumed by the applicants' consultant.
- 11.56 Sunlight: A number of windows were tested by virtue of their south easterly orientation. The results show that there would be no change in the amount of sunlight the windows would receive with the development in place. The proposal is acceptable in this regard.
- 11.57 10- 18 Raleigh Mews lies opposite the Queens Head public house, within the alley way between Queens Head Street and Essex Road.
- 11.58 Daylight: All of the habitable room windows tested would, with the development in place, have a VSC that would not be less than 0.8 times its former value.
- 11.59 Sunlight: Each of the three habitable room windows tested would, with the development in place, receive annual probable sunlight hours that would not be less than 0.8 times its former value. The proposal is acceptable in this regard.
- 11.60 19- 27 Raleigh Mews faces the proposed development on the opposite side of Queens Head Street. Concern has been raised with regards to the impact of the development on light to the occupiers of these flats.
- 11.61 Daylight: The applicants Daylight/ Sunlight report indicates that one ground floor window (W6/110) and one first floor window (R6/111) would see a reduction in existing VSC, with the development in place, of more than 20%. However, these windows are located below projecting balconies. Where this is the case, the BRE guidance suggests that the test is rerun, without the balconies in place, so the cause in the reduction in VSC can be established. This was carried out and the VSC results without the balconies in place would

result in a 6.79% and 2.26% loss respectively, which demonstrates that the loss is attributed to the balcony.

- 11.62 Sunlight: Given that no part of the proposed development would be within 90 degrees of due south of any window at 19- 27 Raleigh Mews, no further tests were required. The development would not impact on sunlight to these properties.
- 11.63 29- 35 Raleigh Mews lies on the south side of Queens Head Street, not directly facing but at an angle to the proposed development.
- 11.64 Daylight: All of the habitable room windows tested would, with the development in place, have a VSC that would not be less than 0.8 times its former value.
- 11.65 Sunlight: Given that no part of the proposed development would be within 90 degrees of due south of any window at 19- 27 Raleigh Mews, no further tests were required. The development would not impact on sunlight to these properties.

Overshadowing

- 11.66 For assessment of overshadowing of existing garden areas, the BRE guidelines recommend that an outdoor amenity area should be capable of receiving more than 2 hours of sunlight, over more than 50% of its area, on 21st March, in order to achieve a good level of sunlight. If, as a result of the development, the amount of garden that receives 2 hours sunlight is less than 50% and the reduction is greater than 20%, then this will be noticeable to the occupants.
- 11.67 A total of 84% of the rear terrace at upper ground floor level of number 84 Queens Head Street currently enjoys more than 2 hours of sunlight. With the development in place, the figure would be 80%, which complies with BRE guidelines. No part of any other external amenity areas at 82, 80 and 78 Queens Head Street tested received more than 2 hours sunlight as existing or with the development in place. These results indicate that loss of daylight to the amenity spaces of the properties tested would not be noticeable to the occupiers. The proposal is acceptable in this regard.
- 11.68 DM2.1 Axi requires that development does not unduly prejudice the satisfactory... operation of adjoining land'. Para 2.16 qualifies the term "unduly prejudice the satisfactory operation of adjoining land", stating that 'considerations can include a range of negative impacts on amenity, such as impacts on renewable or low carbon energy supply, i.e. by detrimentally overshadowing solar panels.'
- 11.69 There are solar panels on the north western corner of the roof of number 84 Queens Head Street. All parts of the area upon which the solar panels sit

receive and would receive with the development in place, more than 2 hours sunlight. Therefore, whilst there is no 'standard' test to measure the impact of developments on solar panels, either within the BRE guidance or otherwise, it can only be reasonable to assume, given this result, that the development would not detrimentally overshadow the solar panels.

Sense of enclosure, outlook and privacy

- 11.70 Concern has been raised by occupiers of the properties on the north side of Queens Head Street with regards to loss of outlook and an increased sense of enclosure from their rear windows and rear terraces as a result of the office link element and the roof extension to 162 Packington Street. The following paragraphs assess the development on these grounds.
- 11.71 The proposed office link element would sit adjacent to the rear outdoor terrace of 84 Queens Head Street. This is the closest property to the development site. Currently, the outlook from the rear windows and the rear terrace of this property is of a vacant site to the west with the rear of the Queens Head public house behind and 162 Packington Street to the north.
- 11.72 As proposed, the flank wall of the office link element would be visible above the properties' rear terrace, to a height of 6m (2 storeys) above terrace level. This flank wall would be stepped however, so at single storey height above the terrace it would be a minimum of 2.7m away from the terrace and at two storey height by a minimum of 3.4m, to provide greater relief where the building is higher. This would allow a person standing on the terrace to have an unobstructed view towards the development at an angle of 45 degrees.
- 11.73 The proximity of this flank wall to the terrace was greater as originally submitted, and has been set back a further 1.7m during the course of the application, to ensure an acceptable impact on the residential amenities of the occupiers of this property. The drawings below show the relationship of the building with the terrace at 84 Queens Head Street, as originally submitted and as proposed



Original submission



Amended, current scheme

- 11.74 In addition, the flank wall would angle away from the balcony to the north so that at the point where the building meets 162 Packington Street, it would be a further 0.8m from the neighbouring terrace. As can be seen from the image above, the proposed flank wall would be constructed of a white, glazed brick with planters at first and second floor levels to soften the elevation with biodiverse greening.
- 11.75 It is relevant to note that in terms of outlook from the rear windows of 84 Queens Head Street, the two windows closest to the boundary with the development site are non-habitable. It should also be noted that whilst the proposed office link element would extend past the rear building line of the property to the west, to the east the entire row of terraces conform to a single boundary line. Outlook to the east would not change and there would as such be no 'tunnel effect' experienced by the occupiers.
- 11.76 The proposed rooftop extension to 162 Packington Street would be 1.2m higher than the height of the existing roof. The parapet height of the building would not change, remaining lower than the eaves height of the Queens Head Street properties. The roof extension would be set back from the parapet by 0.5m, would be lightweight in appearance and would be primarily glazed when viewed from the rear windows and rear amenity areas of the properties on the north side of Queens Head Street. It would not dominate the outlook from the windows of these properties nor would it contribute towards any undue additional sense of enclosure to the occupiers.
- 11.77 In conclusion, it is the case that outlook for the occupiers of this property and the other properties on the north side of Queens Head Street will change with the development in place. It is not considered, however, that the change would be unacceptable. Given the distance of the office link element to the boundary with 84 Queens Head Street (as amended) and the lightweight nature of the rooftop extension to 162 Packington Street, that the development would not appear unduly dominant, nor would it cause an undue sense of enclosure or loss of outlook when viewed from the rear windows or the terrace of this or any other property on the north side of Queens Head Street.
- 11.78 Concern has been raised with regards to the level of privacy the development would afford the properties on the north side of Queens Head Street. There would be windows, as proposed, on the flank walls of the proposed office link element facing the rear terrace at 84 Queens Head Street, horizontal roof lights adjacent to the shared boundary, reinstated windows in the south western elevation of 162 Packington Street and glazing within the rooftop extension which would face the rear gardens of 84 and 82 Queens Head Street. It is recommended, by condition, that all these windows be obscure glazed and non opening, to protect the privacy of the occupiers of these properties. A condition is recommended requiring that the proposed sections of flat roof

adjacent to the boundary with 84 Queens Head to be used for maintenance purposes only, to protect the amenities of the occupiers.

- 11.79 The outlook from the windows of properties at 19- 27 Raleigh Mews, facing the open site, would also change as a result of the development, but not unduly. Currently, outlook from these facing windows is onto a high wall and a vacant site, with 162 Packington Street behind. The proposed office would be 0.4m higher than the terraced property it adjoins, conforming to the change in road levels and consequential rise in building heights. Outlook for 19- 27 Raleigh Mews would, as such, be similar to the outlook experienced by occupiers within the Raleigh Mews flats further along Queens Head Street, both in terms of the height of the facing building and the fact that the development would be separated from 19- 27 Raleigh Mews by the highway itself. There would be no undue loss of outlook or sense of enclosure to these properties as a result of the development.

Noise and disturbance

- 11.80 Refuse collection for the office development would take place once a week using the turning circle at the end of Queens Head Street, as was the case when the buildings on the site were previously occupied. This is also the same way all refuse collection currently takes place for this street. All other servicing for the office development, including the affordable workspace, would be carried out using an existing loading bay on Essex Road, not on either of the residential Packington Street nor Queens Head Street. It is not considered that there would be any undue increase in vehicular activity on Queens Head Street as a result of the development. A condition requiring the submission of details of servicing to be submitted once an end user/s is in place is recommended, to ensure that servicing relating to the occupation of the units does not unduly impact on neighbouring residential amenity.
- 11.81 There is an entrance to the office building on Queens Head Street, which would be used by the occupants of the affordable workspace unit. This unit is 85sqm and would employ approximately 10 people. There is also basement level entry on Queens Head Street for cyclists. It is not considered that the level of pedestrian activity that these arrangements would generate would give rise to any discernable increase in the level of noise, disturbance, litter or antisocial behaviour for local residents. In addition, any increased pedestrian movements would be restricted to office hours only.
- 11.82 In terms of the construction phase of the development, it is recommended that a Construction and Environmental Management Plan be submitted prior to commencement which would deal with working hours, haul routes and measures to minimise noise and disruption to neighbouring residents. It would be required that this plan be approved by the planning authority prior to any works on site and implemented as per the details within the Plan.
- 11.83 Overall it is not considered that the proposal would lead to any undue noise and disturbance for the neighbouring occupiers.

Inclusive Design

- 11.84 Core Strategy policy CS9 states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. The Development Management Policies document mirrors and expands upon these aims. Policy DM2.2 requires all that all developments demonstrate ease, versatility and legibility of use and bring together the design and management from the outset and over its lifetime. Policy DM3.4Aiv) requires that new housing developments are accessible and adaptable to meet the changing occupier circumstances. The councils Inclusive Design SPD details specific standards for inclusivity of residential and non-residential buildings.
- 11.85 In terms of the office accommodation, the main Essex Road entrance would have level access and the entrance door would have a clear opening of 1000mm. A passenger lift would provide step free access to all levels and mobility scooter storage and charging point would be located close to the lift core.
- 11.86 In terms of fire evacuation, the building would be treated as a single compartment with two protected staircases and a refuge area in each.
- 11.87 Accessible WC and shower facilities are provided throughout the building, in all areas where there is sanitary provision. The accessible ground floor WC is sited close to the reception. At second floor level, accessible WC users must use a lift which, although not ideal, is a consequence of the historic floor plate and considered acceptable in this instance. The terrace at second floor level is accessible via a ramp.
- 11.88 The affordable workspace unit would have level access to the Queens Head Street entrance and a platform lift would provide step free access to workspace level. There would be an accessible WC at workspace level.
- 11.89 In summary, it has been demonstrated that the office space would provide ease, versatility and legibility of use, in compliance with council policy and the Inclusive Design SPD. Conditions are recommended to secure accessible WC's, step free office access and lift provision.
- 11.90 In terms of the residential accommodation, the existing two flats are accessed via steps from Packington Street and the proposed new unit would be accessed in the same way. The new unit would, as such, be neither visitable or adaptable.
- 11.91 It must be considered that this is an historic building. Provision of step free access would involve removal of the existing steps and the historic cobbles adjacent to listed and locally listed buildings, which would be detrimental in conservation terms. In addition, this is a scheme that proposes the creation of only one additional unit. Given the constraints of the existing building, the conservation character of the area and the small size of the residential element of the scheme, noncompliance is in this case accepted.

Energy and sustainable design

- 11.92 Islington's Core Strategy policy CS10 (Sustainable design) part A requires that all development proposals demonstrate that they have minimised 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 30% relative to total emissions from a building which complies with Building Regulations 2010, where connection to a Decentralised Energy Network (DEN) is not possible, such as is the case with the application site. Typically all remaining CO₂ emissions should be offset (down to zero carbon) through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.
- 11.93 The proposal would achieve 18% reduction in total CO₂ emissions in comparison with a building which complies with 2010 Building Regulations. This is not in line with council policy, however, it should be noted that the headline figure has been achieved in comparison with the 'new build' Building Regulation baseline figure. The majority of this development comprises refurbishment of existing buildings and para 2.0.7 of the Environmental Design SPD is relevant in this respect. It states that 'it is accepted that some schemes, particularly refurbishment schemes, may struggle to reach the relevant target. In such instances the onus will be on the applicant to demonstrate that CO₂ emissions have been minimised as far as reasonably possible.'
- 11.94 It is accepted that the scheme has reduced onsite CO₂ emissions to the extent that it is reasonably possible to do so and the headline figure is accepted. The following paragraphs outline each measure in more detail.

Energy efficiency of the building

- 11.95 The council's Environmental Design SPD outlines fabric efficiency standards in terms of air tightness and insulation. 'U values' are a measure of heat loss from a building and a low value indicates good insulation. The U values proposed meet the required standard. The air tightness of the proposed building and the U values are accepted.
- 11.96 Lighting within the commercial offices would have intelligent controls, with each light fitting capable of being individually controlled. Presence detection and daylight dimming will be provided to the offices and perimeter lighting will be separately controlled to lighting in the centre of the office footprint, in compliance with the councils Environmental Design SPD.

Supplying efficiently

- 11.97 Supplying energy efficiently includes the use of low carbon heating and cooling technologies and reducing the need for cooling through passive design.

- 11.98 DM7.3A requires all developments to be designed to be able to connect to a decentralised energy network (DEN) if/ when such a network becomes available. Specific design standards are set out in the councils Environmental Design SPD. The proposed Air Source Heat Pump (ASHP) heating system would not provide a single external point of connection and therefore would not be compatible with delivering heat and hot water from a DEN in the future. The applicant has justified this position and provided calculations which indicate that use of ASHP would, from day one, produce carbon emissions which were far less than using a local gas fired solution. This approach is, in this instance, supported by the councils Energy Officer.
- 11.99 DM7.3B and C state that where there is an existing or future DEN within 500m of the site, the development should connect. There is no available local DEN network to link up to within 500m of the site at present.
- 11.100 DM7.3D states that where there is no existing or proposed future DEN within 500m of the site, where possible developments should connect to a shared heating network, unless not reasonably possible. No shared heat network (SHN) is proposed and the council is satisfied that there are no current buildings or pending developments which could provide an opportunity for importing or exporting low carbon heating to the proposed development at this time.

Renewable energy

- 11.101 The applicants Energy Statement considers a number of renewable energy technologies and assesses their appropriateness for use in the development. All were discounted because they were either not viable or not suitable. These conclusions were supported by the councils Energy Officer.

Overheating and cooling

- 11.102 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. The applicants Energy Strategy demonstrates that the risk of overheating has been minimised in accordance with this policy. Mechanical cooling through the ASHP system is to be used, but only where dictated by operational needs. This is required because the constraints of the existing building prevent the optimisation of building orientation, fenestration, and fabric performance, all of which could otherwise contribute to reducing heat gains.
- 11.103 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. The thermal modelling submitted addresses this issue to the satisfaction of the councils Energy team.

Offsetting

11.104 Developments are required to offset all remaining CO₂ emissions through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock. The contribution relating to this scheme is £63,480,00. This is reflected in the heads of terms related to this report and agreed by the applicant.

Unregulated emissions

11.105 Policy CS10G requires all developments to be designed and managed to promote sustainability through their ongoing operation, for example through measures which raise awareness about environmental issues and support sustainable lifestyles, and to be adaptable to changing needs and circumstances over their lifetime.

11.106 In recognition of this, policy DM7.1E requires the submission of a Green Performance Plan (GPP), to help to close the gap between design expectations and delivered performance. A full GPP would be required within 6 months of occupation and would be secured through inclusion of a clause within the 106 agreement. The submitted draft GPP is acceptable.

BREEAM

11.107 CS10B requires the development to achieve a target level relating to the relevant BREEAM schemes. Policy DM7.4C requires major developments consisting of conversions to form flats, to achieve EcoHomes Excellent. Policy DM7.4D requires non-residential developments to achieve Excellent under the relevant scheme. The commitment to achieve excellent under both schemes is supported and secured by condition.

11.108 DM7.4G requires non residential developments to achieve all credits for water efficiency in the relevant BREEAM scheme. Where it is demonstrated that this is not reasonably possible, developments are required to achieve at least two credits for water efficiency in the relevant BREEAM scheme. Two credits for water efficiency are targeted. Water efficiency has been maximised within the development through the use of water efficient fixtures and fittings. Rainwater harvesting, given the size of the development and the constraints of the historic building, is considered not to be feasible in this instance.

11.109 Policy CS10 part C requires residential schemes to achieve a water efficiency target of 95 litres/ person/ day or less. This has been demonstrated and is supported.

11.110 DM7.4E requires 50% of credits on materials, at least 1 credit on responsible resourcing and 50% of credits on construction waste management. All required credits are targeted, which is strongly supported and conditioned.

SUDS/ Flood Risk

- 11.111 In compliance with policy DM6.6, major applications that are likely to result in an intensification of water use are required to reduce the quantity and improve the quality of water runoff, through demonstration that sustainable urban drainage systems (SUD) have been incorporated into the scheme. Schemes must be designed to reduce flows to greenfield run off rate, where feasible, or as much as possible, through maximisation of on site storage of water and the design must follow the SUDs management train, to maximise source control and provide the relevant number of treatment stages.
- 11.112 The site is not within a flood risk zone and there would be no increase in impermeable areas. Given the constraints of the site and the fact that it is primarily a refurbishment, it is only reasonable to expect that there would, as a result of the development, be no increase in surface water run off. A green roof would be sited on the new build element of the proposal, in the only place where it is possible to do so. This would provide some water attenuation and a slight improvement in the quality and quantity of surface water run off. This approach has been deemed acceptable by the councils Sustainability officer in this instance. The maintenance and quality of the green roof would be required by condition.

Trees, landscaping and biodiversity

- 11.113 In accordance with Development Management policy DM6.5 (Landscaping, trees and biodiversity), all developments must protect, contribute to enhance the landscape, biodiversity value and growing conditions of the development site. Parts C and D of the policy requires the maximum provision of green roofs and that the green roof be of high enough quality to maximise the benefits for biodiversity.
- 11.114 The site is currently entirely impermeable and as proposed there would be no areas of surface level soft landscaping. The proposal would provide a green roof on the new build element of the scheme, the quality which would be ensured by condition.

Highways and transportation

- 11.115 The Development Management Policies requires the submission of detailed information with regards to servicing, proposed trip generation, methods of travel and the promotion of sustainable transport methods in order to assess and reduce the impact of developments on the surrounding road network.
- 11.116 Policy DM8.1 states that the design of developments, including building design and internal layout, site layout, public realm and the provision of transport infrastructure is required to prioritise the transport needs of pedestrians, public transport users and cyclists above those of the motor vehicle.

Vehicular access, parking and drop off arrangements

- 11.117 CS10H requires car free development. The development would be entirely car free and this is supported. The rights of residents of the new residential unit to

obtain on- street permits would be removed via a clause in the S106 agreement.

Servicing and deliveries

11.118 Policy DM8.6 requires that provision for delivery and servicing should be provided off street. On street servicing will only be allowed where it has been demonstrated that:

- It would not be possible to provide servicing on site, due to issues such as highways safety and design and conservation; and
- Where on street servicing can operate effectively without undue impacts on highways safety, capacity or congestion.

11.119 It is not proposed to service the development on site. The existing site includes the external yard fronting Queens Head Street, which has previously been used to service Merchants Hall. However, Queens Head Street is a residential cul-de-sac with a small turning circle adjacent to the yard. The yard itself has limited space for vehicles to manoeuvre, turn around and exit in forward gear. Additional, developing the yard would help to ensure that the optimum use of the site is secured. Without developing the yard, there would be limited ability to provide affordable workspace. It is accepted that for reasons of highways safety and landuse, on street servicing in this instance in principle acceptable.

11.120 Turning then to the operational safety of the proposed delivery arrangements, it is proposed that all servicing for the main and affordable office units, with the exception of refuse collection, would be carried out using the existing designated delivery bay opposite the site on Essex Road. It is not considered that, given the relatively low number of deliveries associated with the office use, this would give rise to any highways safety impacts. The councils Traffic Management team support the approach.

11.121 Concern has been raised by a neighbouring occupier with regards to hours of delivery. The applicant is required, in line with Development Management policy DM8.6 Bii, to submit details of the proposed Delivery/ Servicing Plan, including hours, frequency, location, size of vehicles in order to assess the impact of the development on surrounding roads. It is recommended that a condition requiring details of servicing and delivery details be submitted by condition, once an end user is in place and prior to commencement of operations, to ensure there is no undue impact on capacity or safety.

11.122 Refuse collection for the office development would take place on Queens Head Street. The proposals include a small extension to the pavement on Queens Head Street. A tracking drawing has been submitted which indicates that this would not impact on the ability of the refuse vehicle to turn and the proposed arrangement are considered acceptable.

11.123 Residential refuse arrangements would be as per the arrangements for the existing two residential units within the building, where waste is stored internally until bin collection days.

Cycle access and parking

- 11.124 Policy DM8.4 requires major developments to provide cycle parking in accordance with the minimum standards and for the facilities to be secure, conveniently located, adequately lit, step free and accessible.
- 11.125 The number of cycle spaces provided or the office use complies with council standards and would include the provision of one accessible parking space. The store, to be located in the basement of the new Queens Head Street building, would be conveniently located and secure as required by policy DM8.4. Access to the bike store would be via steps to the basement on Queens Head Street or through the main entrance of the building on Essex Road, where access would be step free. It is recommended that a condition requiring details of the internal layout of the cycle store be required by condition.

Construction management

- 11.126 A draft Construction Management Plan was submitted with the application. Little detail was provided with regards to haulage routes, vehicle numbers and vehicle types. It is recommended that a full Construction Management Plan be submitted prior to the commencement of any works on site, to ensure there would be no undue amenity impacts on residents nor on the road network during demolition and construction. A contribution towards construction monitoring of £2, 190 and compliance with the Code of Construction Practice would be secured as part of the 106 agreement.

Travel plan

- 11.127 The applicant submitted, in compliance with policy DM8.2B, a template local level Travel Plan. Travel Plans support car-free and other related policies such as the provision of on site cycle parking provision.
- 11.128 The submission of a full Travel Plan would be required through a clause on the 106 agreement, to ensure the implementation of sustainable travel methods wherever possible.

Conclusion

- 11.129 The arrangements would, overall, have an acceptable impact on local roads and would not compromise safety or traffic flow. Cycle provision meets expected standards and the travel plan would promote sustainable methods of transport. The Construction Management Plan, recommended by condition, would ensure the free flow of the road network during construction.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 11.130 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three

statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

11.131 The proposed development generates a requirement for contributions towards CO2 offsetting, future provision of four additional wheelchair accessible parking bays, affordable housing and highways works.

11.132 The 106 agreement would include the following agreed heads of terms:

- Contribution of £63,480.00 towards offsetting projected residual CO₂ emissions of the development.
- The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant / developer and the work to be carried out by LBI Highways. Existing condition surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation of 1 work placement during the construction phase of the development, lasting a minimum of 13 weeks. LBI Construction Works Team to recruit for and monitor placements. Developer / contractor to pay wages that at least meet the London Living Wage. A fee of £2, 500 to be paid for each placement not provided.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2, 450 and including submission of a site-specific response document to the Code of Construction Practice for the approval of LBI Public Protection. This shall be submitted prior to any works commencing on site.
- Submission of a final post occupation Green Performance Plan to the Local Planning Authority following an agreed monitoring period.
- Contribution of £8000 towards the provision of 4 accessible parking bays.
- Payment of council's fees in preparing and monitoring the 106 Agreement letter.
- Removal of residents rights to obtain on street parking permits, for the proposed unit only.
- Contribution of £50,000 towards affordable housing provision elsewhere in the borough.
- Contribution of £3,000 towards the extension to the pavement on Queens Head Street, in order to facilitate pedestrian access into the

new building. Please note the amount is indicative, subject to current prices and will need to be re-evaluated at time of instruction.

- Submission of a draft Travel Plan for approval prior to first occupation of the new office and submission of a full travel plan 6 months after commencement as an office.
- Payment towards employment and training for local residents of a commuted sum of £20,216
-

Community Infrastructure Levy (CIL)

11.133 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's Community Infrastructure Levy (CIL) and Islington CIL are chargeable against developments on grant of planning permission. The CIL comprise contributions calculated in accordance with the Mayor's and Islington's adopted Community Infrastructure Levy Charging Schedules.

12. SUMMARY AND CONCLUSION

Summary

- 12.1 The application site comprises of 160 and 162 Packington Street, 46 Essex Road and a piece of vacant land fronting Queens Head Street. The buildings contain vacant business floorspace, with a retail unit at ground floor fronting Essex Road and 2 residential flats on Packington Street.
- 12.2 162 Packington Street is locally listed and there are a number of locally listed terrace properties surrounding the development. The Queens public house at 44 Essex Road adjoining the site is statutorily listed and the site lies within the Duncan Terrace/ Colebrook Row conservation area.
- 12.3 The application proposes the refurbishment and change of use into office space of 162 Packington Street and 46 Essex Road, including the construction of a new roof extension to 162 Packington Street. Also, the addition of one residential unit at 160 Packington Street and the erection of a 3 storey plus basement office building, with internal link to the other buildings on the site, fronting Queens Head Street.
- 12.4 The main issues arising from the development are the impact of the development on the character and appearance of the conservation area and the setting of the surrounding listed and locally listed buildings and the impact of the development on the amenities of the neighbouring occupiers. The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 12.5 The Design and Conservation Officer considers that the development would enhance the character and appearance of the conservation area and the surrounding listed and locally listed buildings, by reason of the improvements to the façade of the existing buildings and the sensitive height, massing and

detailed design of the new building on Queens Head Street, including the roof extension to 162 Packington Street.

- 12.6 The proposal would have an acceptable impact on the residential amenities of the neighbouring occupiers, with recommended conditions to protect privacy and the visual appearance of the development, and would optimise the amount of business floorspace and affordable business floorspace on the site, in compliance with local land use policies. There would be no undue impacts on the safety of the highways network and the proposal would be sustainable, subject to conditions and to an appropriate Section 106 agreement, the Heads of Terms of which have been agreed with the applicant.
- 12.7 The proposal is recommended for approval, subject to conditions and to a legal agreement, the heads of terms of which have been agreed with the applicant.

Conclusion

- 12.8 It is recommended that planning permission be granted subject to conditions and a s106 agreement and associated 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.

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.

- Contribution of £63,480.00 towards offsetting projected residual CO₂ emissions of the development.
- The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant / developer and the work to be carried out by LBI Highways. Existing condition surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation of 1 work placement during the construction phase of the development, lasting a minimum of 13 weeks. LBI Construction Works Team to recruit for and monitor placements. Developer / contractor to pay wages that at least meet the London Living Wage. A fee of £2, 500 to be paid for each placement not provided.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2, 450 and including submission of a site-specific response document to the Code of Construction Practice for the approval of LBI Public Protection. This shall be submitted prior to any works commencing on site.
- Submission of a final post occupation Green Performance Plan to the Local Planning Authority following an agreed monitoring period.
- Contribution of £8000 towards the provision of 4 accessible parking bays.

- Payment of council's fees in preparing and monitoring the 106 Agreement letter.
- Removal of residents rights to obtain on street parking permits, for the proposed unit only.
- Contribution of £50,000 towards affordable housing provision elsewhere in the borough.
- Contribution of £3,000 towards the extension to the pavement on Queens Head Street, in order to facilitate pedestrian access into the new building. Please note the amount is indicative, subject to current prices and will need to be re-evaluated at time of instruction.
- Submission of a draft Travel Plan for approval prior to first occupation of the new office and submission of a full travel plan 6 months after commencement as an office.
- Payment towards employment and training for local residents of a commuted sum of £20,216

RECOMMENDATION B

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

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Planning statement ref 14158/DG dated 5th March 2015 Design and Access Statement rev 002 dated June 2015 Heritage Statement Transport Statement PCD-1113-TS-RP-01 rev 1 dated June 2015 Structural Survey Summary of Community Engagement Sustainable Design and Construction Statement Energy Statement rev N3 dated 18/6/2015 Overheating Assessment Statement rev N1 dated 19/6/2015 BREEAM Pre- Assessment</p>

	<p>Daylight/ Sunlight Assessment Rev170615 dated June 2015 Health Impact Assessment Economic Benefits Assessment Ecology Survey Online Construction and Site Waste Management Plan Utilities Report Historic Environment Assessment Basement Construction Methodology Ventilation Statement Contaminated Land Assessment</p> <p>14- 070- P001, 14- 070- P099, 14- 070- P100, 14- 070- P101, 14- 070- P102, 14- 070- P103, 14- 070- P120, 14- 070- P121, 14- 070- P122, 14- 070- P130, 14- 070- P131, 14- 070- P132, 14- 070- P133, 14- 070- P134, 14- 070- P135, 14- 070- P136 revA, 14- 070- P199 revC, 14- 070- P200 revF, 14- 070- P201 revC, 14- 070- P202 revC, 14- 070- P203 revB, 14- 070- P400, 14- 070- P401, 14- 070- P402 revD, 14- 070- P500, 14- 070- P501 revC, 14- 070- P502 revB, 14- 070- P503, 14- 070- P504 revA, 14- 070- P505 revB, 14- 070- P506, PCD1113_AT-J02, PCD1113-AT-J01, PCD1113-AT-J02A and PCD1113-AT-J01A.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p>Materials and Samples (Details)</p> <p>CONDITION: Details including drawings at scale 1:20 and samples of all facing materials used in the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on the development. The details and samples shall include but not be limited to the following:</p> <ul style="list-style-type: none"> a) Facing brickwork(s); sample panels of proposed brickwork to be used showing the colour, texture, bond, and pointing; b) Windows, including materials, profile, reveal depth (minimum 150mm)and detailing. c) Entrance doors d) any other materials to be used. e) A green procurement plan for sourcing the proposed materials. <p>The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	<p>REASON: In order to ensure that the resulting appearance and construction of the development is of an acceptably high standard, so as to preserve and enhance the character and appearance of the surrounding townscape.</p>
4	<p>Archaeology</p>
	<p>CONDITION: Prior to any works commencing on the site, an archaeological field evaluation report on the digging of a trial trench on the open land fronting Queens Head Street shall be submitted to the Local Planning Authority and approved in writing.</p> <p>Should the field evaluation report identify that archaeological safeguards are necessary, those proposed safeguards will also require to be approved in writing by the Local Planning Authority (in consultation with Historic England - GLASS), prior to works commencing on site.</p> <p>The nature and scope of assessment and evaluation should be agreed with GLASS (Historic England) and carried out by a developer appointed archaeological practice.</p> <p>REASON: The part of the site fronting onto Queens Head Street retains significant potential for structural remains within 2m of the modern ground surface which would be destroyed by the construction of the proposed new basement. The remains, if well preserved could be of great significance.</p>
5	<p>Environmental and Construction Management and Logistics Plan (Details)</p>
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until an Environmental and Construction Logistics and Management Plan (CLMP) has been submitted to the Local Planning Authority and approved in writing. The CLMP shall include:</p> <ul style="list-style-type: none"> a) Proposed access routes for construction traffic; vehicular numbers and type b) Permitted hours of access for construction; c) Proposed on-site management measures to ensure that movement of vehicles in and out of the site is safe (and in forward gear); d) Using freight operators who can demonstrate their commitment to best practice - for example, members of our Freight Operator Recognition Scheme (FORS) e) Consolidating deliveries so fewer journeys are needed; f) Using sustainable delivery methods; h) Details of the methods to be used and the measures to be undertaken to control the emission of noise arising from demolition and construction works; and noise, air quality including dust, smoke and odour, vibration, and TV reception <p>The report shall assess impacts during the construction phases of the development on the road network, nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>The development shall be carried out strictly in accordance with the details so approved at all times and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	<p>REASON: In order to minimise impacts on the amenity of neighbouring residents, and maintain highway safety and the free flow of traffic on the surrounding highway network.</p>
6	<p>External pipes, cables and CCTV (Details)</p>
	<p>CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the buildings hereby approved.</p> <p>Should additional cables, pipes be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard.</p>
7	<p>Affordable Workspace</p>
	<p>CONDITION: The small office (B1a use class) shown on drawing P200/F, measuring 85sqm shall be laid out in accordance with that approved drawing and retained as such permanently thereafter.</p> <p>REASON: In the interests of ensuring that the proposed development contributes to a mixed and flexible employment base and specifically supports the ability of small and medium enterprises to find suitable small (and by virtue of it being small) affordable workspace in the borough.</p>
8	<p>BREEAM (Compliance)</p>
	<p>CONDITION: The development shall achieve a BREEAM rating (2011) under the relevant scheme of no less than 'Excellent' for the office accommodation and the converted residential unit shall achieve 'Excellent' under EcoHomes equivalent.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
9	<p>Fixed Plant (Compliance)</p>

	<p>The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg.</p> <p>The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 1997.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
10	<p>Sound Insulation between uses (Details)</p>
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the proposed office use (B1a use class) and the residential use (C3) of the buildings shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of any works on the relevant part of the development.</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby 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 development does not have an adverse impact on amenity.</p>
11	<p>Inclusive Design (Compliance)</p>
	<p>CONDITION: The scheme shall be constructed in accordance with the principles of Inclusive Design and the approved plans and shall provide:</p> <ul style="list-style-type: none"> a) Step free access to the Essex Road entrance which shall have a 1000mm clear opening width; b) A passenger lift shall provide step free access to all levels; c) Mobility charging point provided close to the lift core; d) Accessible WC and shower facilities provided in accordance with the approved plans; <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
12	<p>Green Biodiversity Roofs (Details)</p>
	<p>CONDITION: Notwithstanding the details hereby approved, prior to commencement of the development, details of the biodiversity green roofs (based on the details of drawing number: P203/B shall be submitted to and approved in writing by the Local Planning Authority. The details shall include:</p>

	<p>a) biodiversity based with extensive substrate base (depth 80-150mm);</p> <p>b) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum); and</p> <p>c) a maintenance plan for the green / biodiverse roof to cover the lifetime of the development.</p> <p>The biodiversity green roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity and maximises the sustainable urban drainage (SUDs) benefits of the scheme in order to minimise the potential for increased floodrisk as a result of the development in accordance with the NPPG and government ministerial statements.</p>
13	<p>Link Building – Planting Maintenance</p>
	<p>CONDITION: Prior to first occupation of any part of the development, the applicant shall submit to and have approved in writing a detailed maintenance plan to ensure the ongoing survival of the planting to the link office building.</p> <p>Any plants that die(s), are removed, become severely damaged or diseased shall be replaced and any new planting which dies, is removed, becomes severely damaged or diseased within five years of planting shall be replaced.</p> <p>Replacement planting shall be in accordance with the approved details.</p> <p>REASON: To provide a satisfactory appearance to the development so as to safeguard biodiversity, sustainability, and to ensure a satisfactory standard of visual amenity, in particular in relation to the proximity of the Queens Head Street residential properties.</p>
14	<p>Roof-level structures (Details)</p>
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, 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.</p> <p>The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p>

	<p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>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 conservation area, setting of listed buildings and streetscene more generally.</p>
15	<p>Refuse and Recycling (Compliance)</p> <p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to prevent unacceptable impacts on the functioning and amenity of the area.</p>
16	<p>Cycle Parking (Details)</p> <p>CONDITION: Notwithstanding the details hereby approved, prior to superstructure works commencing on site, details of the bicycle storage areas, including one accessible cycle space within the basement of the Queens Head Street building which shall be secure shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>These spaces shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
17	<p>Delivery and Servicing Plan</p> <p>CONDITION: A delivery and service management plan shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The plan shall include details of all servicing for the development, from an existing loading bay on Essex Road including hours, frequency, location (confirmation), size of vehicles.</p> <p>The waste and recycling collection details shall accord with those in the application, suggesting collection from Queens Head Street (once weekly).</p> <p>The details shall include methods to manage against misuse.</p> <p>The development shall be carried out strictly in accordance with the details so approve.</p>

	<p>REASON: In order to secure highway safety and free flow of traffic, local residential amenity and to mitigate the impacts of the development.</p>
18	<p>Obscure Glazing to prevent overlooking of Queens Head Street properties</p> <p>CONDITION: Notwithstanding the approved drawings, the following windows and roof lights shall be obscurely glazed and fixed shut:</p> <ul style="list-style-type: none"> a) Link Building: all east facing windows and roof lights; b) 162 Packington Street: reinstated windows in the south western elevation; c) 162 Packington Street roof extension all windows and glazing facing 84 and 82 Queens Head Street properties. <p>REASON: In the interest of preventing direct overlooking and the feeling of being overlooked, and in addition to prevent undue noise disturbance to the residential properties in immediate proximity to the development site. This condition is considered necessary to protect the residential amenity of the Queens Head Street properties and to secure compliance with policies DM2.1 of the Development Management Policies (2013).</p>
19	<p>Energy Efficiency (Details)</p> <p>CONDITION: The energy measures as outlined within the approved Energy Strategy shall together provide for no less than a 18% on-site total C02 emissions reduction in comparison with total emissions from a building which complies with Building Regulations 2010.</p> <p>Should, following further assessment, the approved energy measures be found to be no longer suitable, a revised Energy Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The revised energy strategy shall provide for no less than a 18% on-site total C02 reduction in comparison with total emissions from a building which complies with Building Regulations 2010.</p> <p>The final agreed scheme shall be installed and operational prior to the first occupation of the development.</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 sustainable development and to ensure that the Local Planning Authority may be satisfied that the C02 emission reduction targets are met.</p>
20	<p>Security & General Lighting (Details)</p> <p>CONDITION: Details of general and any security outdoor lighting, including full specification of all luminaries, lamps and support structures and hours of use, shall be submitted to and approved in writing by the Local Planning Authority</p>

	<p>prior to superstructure works commencing on site.</p> <p>The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development hereby approved and shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of good design, protecting the setting of and character of the designated heritage assets, security and protecting neighbouring and future residential amenity and existing and future habitats from undue light-spill.</p>
21	<p>Use of flat roof for maintenance only (compliance)</p> <p>CONDITION: The proposed flat roofs adjacent to the boundary with 84 Queens Head Street shall not be used except for the purposes of maintenance access.</p> <p>REASON: To protect the privacy of the adjoining occupiers</p>

List of Informatives:

1	S106
	<p>SECTION 106 AGREEMENT</p> <p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</p>
2	Community Infrastructure Levy (CIL) (Granting Consent)
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <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>

3	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
4	Roller Shutters
	<p>The scheme hereby approved does not suggest the installation of external rollershutters to any entrances or ground floor glazed shopfronts. The applicant is advised that the council would consider the installation of external rollershutters to be a material alteration to the scheme and therefore constitute development. Should external rollershutters be proposed a new planning application must be submitted for the council's formal consideration.</p>
5	Water Infrastructure
	<p>Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>
6	Working in a Positive and Proactive Way
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</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 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

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

On the 28th November 2014, a Ministerial Statement and revision to the Planning Practice Guidance (PPG) were published, which seeks to offer a vacant building credit (VBC) whereby the developer would be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the LPA calculates any affordable housing contribution which would be sought.

In considering the relevance of the changes to the PPG in light of the NPPF requirement to meet the full objectively assessed needs for market and affordable housing, the Council is mindful that the NPPF sets out the government's national planning policy.

Furthermore, planning legislation (Section 70 of the Town and Country Planning Act 1990 and section 38 of the Planning and Compulsory Purchase Act 2004) provides that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.

Under the Ministerial Statement of 18 December 2015, the government seeks to increase the weight given to SUDs being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

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 2011 - Spatial Development Strategy for Greater London

Policy 3.2 Improving health and addressing health inequalities

Policy 6.3 Assessing effects of development on transport capacity

Policy 3.11 Affordable Housing Targets

Policy 4.1 Developing London's Economy

Policy 4.2 Offices

Policy 4.12 Improving Opportunities for all

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.5 Decentralised energy networks

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and

development site environs

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.17 Waste capacity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

Policy 7.1 Building London's

neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Policy CS5 (Angel and Upper Street)

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

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Policy CS12 (Meeting the housing challenge)

CS13 (Employment Space)

CS18 (Delivery and Infrastructure)

CS19 (Health Impact Assessment)

C) Development Management Policies June 2013

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM3.3 Residential Conversions and Extensions

DM3.4 Housing 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

DM3.5 Private outdoor space
DM3.7 Noise and vibration (residential uses)

DM4.4 Promoting Islington's Town Centres

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

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

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

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

3. **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:

- Within the Duncan Terrace/ Colebrook Row Conservation Area
- Angel and Upper Street Key Area
- Angel Town Centre
- Archeaological Priority Area

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

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan

- Environmental Design
- Inclusive Design
- Planning Obligations and S106
- Urban Design Guide
- Duncan Terrace/ Colebrook Row Conservation Area Design Guidance
- Affordable Housing Small Sites contribution

London Plan

- Accessible London: Achieving an Inclusive Environment
- Sustainable Design & Construction
- Planning for Equality and Diversity in London

APPENDIX 3- DESIGN REVIEW PANEL RESPONSE



CONFIDENTIAL

ATT: Owain Nedin
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Our ref: **DRP/58**

Date: 5 May 2015

Dear Owain Nedin,

ISLINGTON DESIGN REVIEW PANEL

RE: Merchant's Hall 46 Essex Road & 160-162 Packington Street – planning application reference P2015/0971/FUL

Thank you for attending Islington's Design Review Panel meeting on 14 April 2015 for an assessment of the above scheme. The proposed scheme under consideration is for the change of use and redevelopment of 46 Essex Road, 160 Packington Street and 162 Packington Street including roof extension to 162 Packington Street and alterations to the facade of the existing buildings and erection of a four storey (including basement) building on land fronting Queens Head Street, to provide new B1 office accommodation. Creation of one additional residential flat at 160 Packington Street (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (chair), Kate Graham, Richard Lavington, Ludwig Tewksbury, Steve Burr and Stephen Archer on 14 April 2015 including a site visit and a presentation from the design team followed by a question and answers session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the council.

Panel's observations

Land Use and Layout

The Panel raised various concerns about the proposed positioning of the different uses. Panel members suggested that it may be more appropriate to continue the office space to

the rear of 160 Packington Street through to the front of the building, which is currently shown as residential or that it may be a suitable position for another commercial use or café/canteen associated with the office use.

The Panel had concerns with the quality of living space that would be provided within this unit, particularly with the glazed infill of the carriage arch. It was felt that, as this glazed element would immediately front the street, it is likely that it would be at least partially screened/obscured internally and as such would defeat the purpose of the transparent element and the emphasis on the retention of the carriage arch. Panel members thought that this may work better as part of the office space where the glazing could remain transparent. Alternatively it was suggested that if this space is to remain as residential, a different treatment to the front may be more appropriate.

The Panel felt that more light could be brought into the lower rooms within the residential unit to the front of 160 Packington Street by re-designing and repositioning the rear terrace to the lower level and could greatly improve the standard of living at lower ground floor level.

Panel members felt that it may potentially be more appropriate to move the residential units to the new building fronting Queens Head Street, but accepted that this may result in overlooking issues with the existing residential terrace to Queens Head Street, as well as poor daylight within the residential units due to the proximity to 160 and 162 Packington Street behind.

The Panel questioned the position of the main entrance to the office space on Essex Road and suggested that this may be better positioned on Packington Street. It was felt that the main entrance was such an important part of scheme and that as 46 Essex Road is the least architecturally flamboyant element, it may be more appropriate to relocate the entrance within the development to create a greater statement. It was also suggested that another use might function well at this point, providing an active frontage to this portion of Essex Road.

Appearance

The Panel supported the proposals in principle, but felt that the Queens Head Street elevation required more work. It was felt that a different approach may be required as the current proposals which are referential to the proportions and window pattern of the terrace of houses to Queens Head Street resulted in a confusing elevation, particularly since the floor levels within the office space behind did not correlate with the openings in the elevation.. The resulting impression is of façade retention. Panel members felt that it may not be necessary to use a domestic language with this frontage and that it may be more appropriate to make reference to the pared down simple elevation treatment of 162 Packington Street behind with the proposed frontage to Queen Mary Street. The Panel felt that a contextually inspired modern frontage may be the best approach, perhaps being more honest about the commercial use behind the façade.

The Panel suggested that improvements could be made to the flank elevation of 146 Essex Road and that the removal of the render and the exposure of a brick façade may improve the relationship with 160-162 Packington Street, with the two brick buildings bookending the old sorting office. Panel members also questioned the join between 46 Essex Road and 162 Packington Street and how that might work, as well as the articulation of the top of 46 Essex Road. The Panel advised that careful consideration must be taken to address how this would appear from long views down Essex Road.

The Panel considered that the fenestration to Essex Road gave the appearance that there was no constructional depth between the ground and first floor – some more solidity to the elevation may be beneficial to improve the proportions.

Amenity

Panel members raised concerns over the lack of amenity space associated with the offices. Currently only a small north-east facing terrace is proposed at second floor level and it was felt that some amenity space should be provided to the south-western side of the site on Queen Mary Street.

The Panel also queried whether any contribution could be made to public space and felt that some improvement could be made to the Essex Road frontage as well as the potential of a shared space at the top of Queen Mary Street.

Summary

The Panel welcomed the rejuvenation of the building, but had various concerns with the proposals. Panel members felt the elevation to Queens Head Street required further work, including the internal relationship of floor slabs to window openings. Concern was expressed regarding the success of residential unit to 160 Packington at ground and lower ground floor levels. The Panel raised concerns over the handling of the elevation of 46 Essex Road. They felt that a bolder statement was required for the entrance to the office space and that this could be provided in this position with some alteration or may be better provided at one of the other frontages. Panel members were also concerned with the articulation to the top of 46 Essex Road, the join between this building and 162 Packington Street and how that might appear, particularly when viewed from a distance.

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

Confidentiality

Please note that as the scheme under review is currently the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the council in the assessment of the proposal and determination of the application.

Yours sincerely,



Luciana Grave

Design Review Panel Coordinator
Design & Conservation Team Manager