

<b>Committee:</b>	<b>Date:</b>
Planning and Transportation	19 July 2022
<b>Subject:</b> 347 Crescent House, Golden Lane Estate, EC1Y 0SN Alterations to and replacement of existing single-glazed windows and framing structure for a temporary period of 2 years to sequentially test double and triple glazing options	<b>Public</b>
<b>Ward:</b> Cripplegate	<b>For Decision</b>
<b>Registered No:</b> 22/00322/FULL	<b>Registered on:</b> 26 April 2022
<b>Conservation Area:</b> Barbican and Golden Lane Estates	<b>Listed Building:</b> Grade II Star

### Summary

Planning permission and listed building consent are sought for the replacement of the existing single glazed windows with triple glazed windows to Flat 347, Crescent House, for a 2-year temporary period. The application seeks to test different options for the windows with a sequential approach; first installing double glazing into the existing frames as an intermediate measure prior to the installation of the triple glazing.

Initially the existing timber/metal single glazed windows would be stripped, and all related elements would be inspected and recorded. As an intermediate step the single glazing would be removed, and the timber frames adapted to accommodate double glazing in a manner which seeks to replicate the current window detail as closely as possible. Following installation, there would be a review of the impact on heritage and performance testing to include acoustic, thermal and general weather tightness and a stakeholder review of the double-glazing details to include residents, CoL Planning Officers, Historic England and the Twentieth Century Society. Following this the double glazing would be removed. The existing frames would be removed, inspected and stored for the temporary period. Triple glazed windows would then be installed. This would then be followed by a review of the impact on heritage and performance testing to include acoustic, thermal and general weather tightness and a stakeholder review of the triple glazing details to include residents, CoL Planning Officers, Historic England and the Twentieth Century Society. At the expiry of the two-year temporary period, the outcomes of the testing would be used to inform the next steps in the Crescent House window project. If the intervention of double or triple glazing is deemed to be unacceptable as part of the options testing, this would be removed, and

the historic fabric/single glazing would be repaired and replicated as required and reinstalled.

Listed Building Consent is also sought for new thermal internal insulation to the internal west elevation (Goswell Road) including the roof of the bay window.

The site is in the Barbican and Golden Lane Estates Conservation Area and is a Grade II\* listed building. The wider Golden Lane Estate is Grade II listed. The Golden Lane Estate is on the Register of Historic Parks and Garden Landscape of Special Interest, designated at grade II.

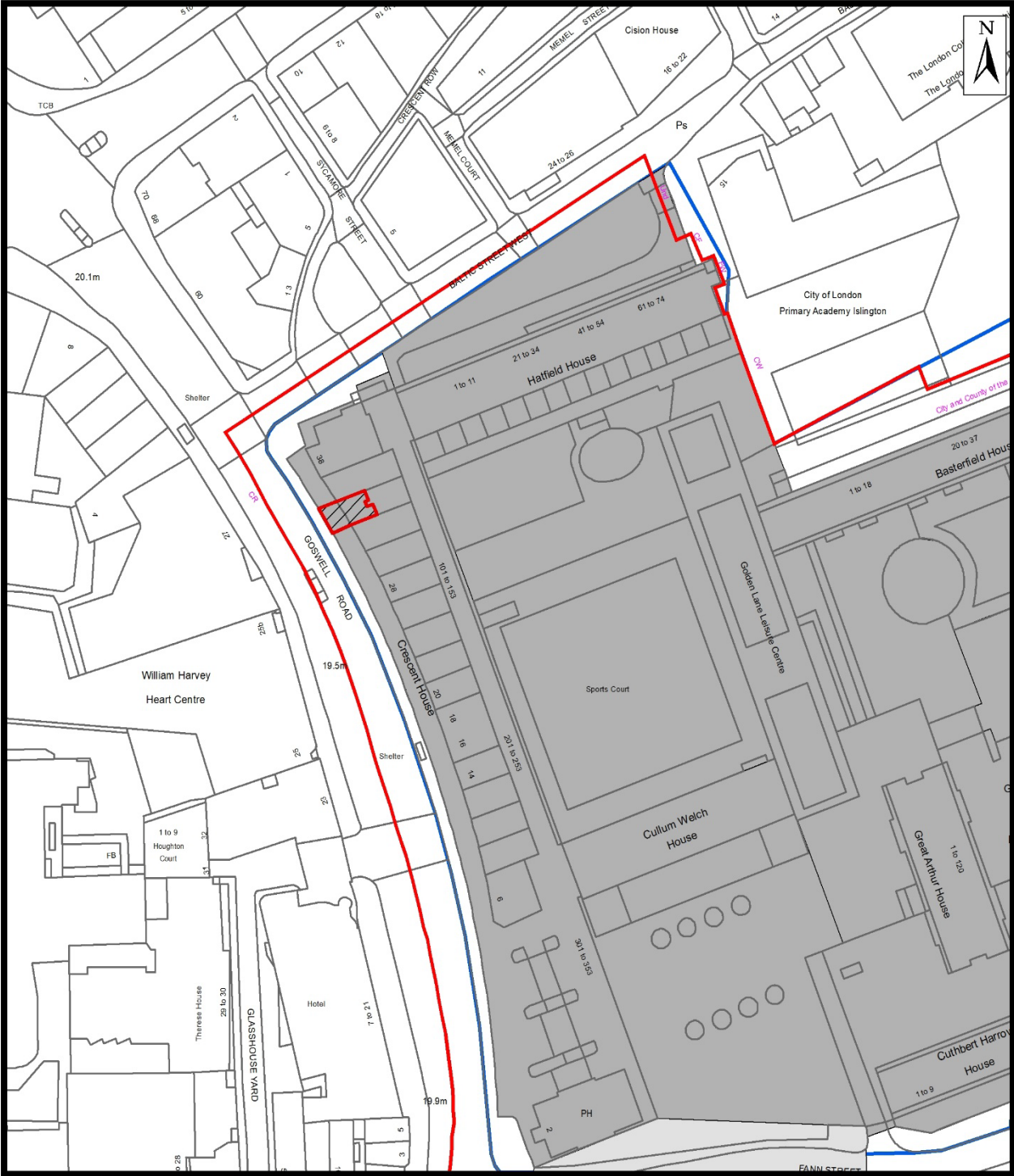
42 objections have been received which are addressed in the ensuing report.

The proposals for double glazing and triple glazing would result in a very slight level of less than substantial harm to the heritage significance of Crescent House and a negligible level of less than substantial harm to the Barbican and Golden Lane Conservation Area which it contributes to. This harm is primarily due to the temporary removal/alteration of historic fabric of high significance, which the applicants anticipate will require repair. Paragraph 200/202 of the NPPF requires this harm to have clear and convincing justification, and to balance this harm against the public benefit. Officers consider that the harm would be demonstrably outweighed by the benefits of the proposals, which include informing the long-term sustaining of a designated heritage asset and improved quality of living and wellbeing for leaseholders and social tenants, and the requirements of paragraph 202 are met. This conclusion is reached whilst attributing great weight and considerable importance, to the relevant statutory tests under s.16, s.66 and s.72 of the Act.

### **Recommendation**

(1) That Planning Permission be granted for the above proposal in accordance with the details set out in the attached schedule.






# Site Location Plan



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ADDRESS:  
347 Crescent House, Golden Lane Estate

CASE No.  
22/00322/FULL

-  SITE LOCATION
-  AREA WITHIN OWNERSHIP OF APPLICANT
-  LISTED BUILDINGS
-  CONSERVATION AREA BOUNDARY
-  CITY OF LONDON BOUNDARY



ENVIRONMENT DEPARTMENT



## Photographs



Image 1 – Crescent House, Goswell Road elevation





Image 2 – Flat 347 (Goswell Road elevation) to top





Image 3 – Close up of Flat 347 (Goswell Road)



Image 4 – Flat 347 lightwell elevation



Image 5 – close up of lightwell elevation window





Image 6 – internal view of Flat 347 Goswell Road windows





Image 7 – internal view of flat 347 lightwell windows



Image 8 – internal view of flat 347 vaulted window



Image 9 – internal view of Flat 347 Oriel window





Image 10 – example ironmongery in Flat 347



Image 11 – typical profiling of Goswell Road window frames

## **Main Report**

### **Site and Surroundings**

1. Crescent House is part of the Golden Lane Estate, constructed between 1958 and 1962 to designs by Chamberlin, Powell and Bon, of later renown for their Barbican Estate. Crescent House fronts Goswell Road, with its primary façade curving (as its name would suggest) to follow the street alignment.
2. Crescent House sits on the boundary between the City of London and London Borough of Islington, although the works would have no impact on the neighbouring borough.
3. The Golden Lane Estate comprises Crescent House, Hatfield House, Cullum Welch House, Basterfield House, Stanley Cohen House, Bayer House, Bowater House, Cuthbert Harrowing House, and Great Arthur House, Community Centre, Sports Centre and landscape setting.
4. With the exception of Crescent House which is listed at Grade II\*, the rest of the Estate was listed at Grade II in 1997. Crescent House is designated Grade II\* separately from the rest of the Estate as it illustrates the pivotal role, in built form, the development of Chamberlin, Powell and Bon's ideas had in the evolution of post war architecture in Britain.
5. The Estate is also a Designated Landscape (Registered Historic Park and Garden) at Grade II referred to in the report as a registered park and garden.
6. The 'Site' also sits within the Barbican and Golden Lane Estate Conservation Area (BGLE Conservation Area).
7. The 'Site' is also within the Culture Mile, although this has no bearing on the works.
8. There are no other designations or constraints relevant to the Site or the proposals.
9. The Golden Lane Estate is in residential use with retail units at ground floor level of Crescent House. There are 159 flats within Crescent House.
10. The 'Site', Flat 347 Crescent House is on the third floor and has elevations facing west onto Goswell Road and east into the internal lightwell for the block. It is a studio flat of around 39m<sup>2</sup>.



### **Relevant Planning History**

11. There is no planning history relevant to Flat 347 Crescent House.
12. The only application relating to replacement of windows within Crescent House is 13/00875/LBC (approved 24.10.2013) relating to 119 Crescent House. The application was for 'retention of double-glazed units installed into existing hardwood window frames throughout the flat'. The alterations to the windows were not considered to be detrimental to the special architectural or historic interest of the listed building and were approved following their initial unauthorised installation.

### **Background to the Proposal**

13. The City of London Corporation's Department of Community and Children's Services, as the 'Applicant', has for the past two years been working towards upgrades to all windows across the Golden Lane Estate as part of the wider strategic objectives of the Climate Action Strategy.
14. Given the number of different buildings and therefore window typologies across the Estate, the project has been broken down, starting with Crescent House.
15. Consultation on the proposals for Crescent House has been ongoing for the past two years with residents and other key stakeholders including Historic England and the Twentieth Century Society.
16. Throughout 2021, optioneering for the windows was discussed with the key stakeholders, including the option of refurbishing the existing single glazed windows, installing double-glazing into the existing frames, and replacement of the windows and framing to install triple glazing.
17. The work has now culminated in the pilot project before us under this application, which involves the works described above – changing windows, on a temporary basis, in flat 347, to inform the wider works in the future.

### **Current proposals**

18. The Applicant is the City of London, and a Handling Note has been prepared in accordance with the Handling Arrangements Procedure.
19. As above, planning permission and listed building consent are sought for the replacement of the existing single glazed windows with triple glazed on a temporary basis for two years. As an intermediary measure, double glazing would be installed into the existing frames to test options and inform the future

project. Listed building consent is also sought for the installation of internal insulation.

20. The applications were originally for a 5-year temporary period, but this has since been reduced to 2 following concerns over the length of time the trial windows would be in situ.
21. According to the application submission, it is intended that the work to the windows is carried out in broadly the following sequence:
  - a) Record, inspect and assess the condition of the existing timber frames
  - b) Strip the timber frames of their existing finish and glazing, to establish their condition
  - c) Expose the windows' fixings and their supporting structure, to establish the condition of the building fabric and its ability to accommodate the new window and fixings
  - d) Assess how best to work on the windows and how best to remove them
  - e) Try to increase rebates of the timber and metal frames to add double glazing
  - f) If the metal windows cannot be adapted, to insert new double-glazed equivalents to replace the existing profiling as closely as possible.
    - g) Allow all key project stakeholders (residents, planners, Historic England, 20th Century Society, Building Control) to inspect, review and feedback on the proposals
  - h) Assess visual and aesthetic impact and undertake performance testing
  - i) Remove the existing structural components, frames and windows
  - j) Install new triple glazed windows
  - k) Install internal thermal insulation
  - l) Make good
  - m) Allow all key project stakeholders (residents, planners, Historic England, 20th Century Society, Building Control) to inspect, review and feedback on the proposals.
  - n) Performance testing to assess the success of the installation against predicted performance
  - o) Whether double glazing in existing frames or triple glazing in new frames is the final preferred option, should it be determined at the end of the temporary permission that the windows must be returned to their existing, single-glazed state, historic timber frames would be reinstalled or replicated in terms of the profiles and glazing of the existing windows, like for like. Any damage to the finishes such as plasterwork would also be made good.



22. Listed Building Consent is also sought for internal insulation. The insulation is proposed to be installed to the thermal bridges at greatest risk of condensation, with only the minimum amount of insulation required being installed to minimise the impact on the historic building fabric.

### **Consultation**

23. As this is not a major planning application, the applicant does not need to provide a Statement of Community Involvement.
24. However, the applicant has undertaken stakeholder engagement since the projects' inception. The website for the project ([goldenlanewindows.site](https://goldenlanewindows.site)) shows the consultation that has been carried out over the past two years including formal public consultation events (in person and online) in September 2021 and November 2021, a letter regarding the pilot project sent to residents in March 2022, and the setting up of a Residents' Liaison Group which met initially on 4 April 2022, and again on 26 May 2022 and 23 June 2022 following submission of the application for the pilot. The applicant has advised that there will be hybrid Residents Liaison Group meetings on the fourth Thursday every month going forward.
25. As part of the current application, the City of London Corporation acting as the Local Planning Authority ('LPA') has undertaken consultation with neighbouring residents in line with statutory duties. This includes a further consultation exercise upon receipt of additional information and an amended description of development.
26. Neighbour letters were sent to all properties within Crescent House; site notices (for both the planning and listed building consent applications) were erected in 6 different locations around the wider Golden Lane Estate; the applications were advertised via press notice and the 'weekly list'.
27. A letter sent to the City Police from a local resident has been forwarded to the local planning authority which included a photo of the planning application site notice, albeit that it doesn't appear to be a representation in response to the planning and listed building applications. Officers are satisfied that the report addresses all material planning considerations in respect of the proposal.
28. The application for planning permission was taken before the Conservation Area Advisory Committee who raised no objection to the proposals.
29. Historic England and the Twentieth Century Society were also consulted, continuing the pre-application engagement with them. The Golden Lane Estate Residents Association and the Golden Lane Tenants Forum were also consulted. Comments from statutory consultees should be given great weight.

30. Copies of all received letters and emails making representations are attached in full and appended to this report. A summary of the representations received, and the consultation responses is set out in the table below.

<b>Consultation Response</b>	
<b>Twentieth Century Society</b>	<p>Objection.</p> <p>The Society was involved in pre-application discussions with the applicant and the LPA about the proposed façade renewal work and have since been on site again to inspect the windows in flat 347 and to discuss the pilot application and overall scheme with the project team.</p> <p>The Society understands and accepts that the original windows at Crescent House are now sixty years old and require significant refurbishment. They also appreciate that the City wishes to improve the environmental performance of the building.</p> <p>However, they consider the quality of the original very substantial hardwood sections as extremely high and consider that the windows have survived well. The Society would prefer a solution that retains as much of the original fabric of the windows as possible.</p> <p>Rather than using the trial project as an opportunity to construct a triple glazed solution across the whole bay, the Society recommended that a hybrid exploratory project is undertaken, with double glazing inserted into some panels within the existing frames and triple in others.</p>
<b>Officer Response to Comments</b>	<p>The applicant has responded to these comments, and notes that the response from the Society does not outline how they view the proposals to be contrary to any relevant part of the NPPF.</p> <p>With regards the Society's request for a hybrid proposal for the installation of double glazed panes into some existing window frames and the replacement of other windows positioned within the projecting bays with triple glazed units, double glazing is still being tested as part of the pilot following removal of the existing single glazing, but it would not be useful to have both double glazing panels and triple glazing panels in the same window as it would not make for the most efficient testing for thermal, acoustic, air and weather tightness given the varying conditions.</p>
<b>Historic England</b>	<p>Historic England acknowledge that Crescent House, and the Goswell Road elevation in particular, is in need of repair. There are provisions with the Golden Lane Listed Building Management Guidelines SPD for repairs and best practice.</p>

	<p>Historic England consider that the provisions have been followed in developing the pilot project for Flat 347 window repairs.</p> <p>They are supportive of the work in principle as part of the on-going discussions to secure a long-term solution to the performance challenges of this building. They expect to be involved in the review of the pilot along with other stakeholders before a final solution is agreed.</p> <p>They acknowledge that the proposals would result in some potential loss of historic fabric in one flat. However, they acknowledge the method statement states that if triple-glazed windows are deemed to be unsuitable, steps will be taken to return the windows to their existing appearance as far as possible, and are satisfied that these works are a reasonable next step in the scoping of the repairs project.</p> <p>They consider it is also important that performance issues such as heating and ventilation are addressed as part of a holistic approach to the repair of the building.</p> <p>Historic England consider that the application meets the requirements of the NPPF, in particular paragraph numbers 200 and 202.</p>
<b>Officer Response to Comments</b>	<p>Noted.</p> <p>The applicant has advised that triple glazing has been chosen as it can give the greatest improvements in heating, ventilation and other performance issues over the existing windows or the double-glazing refurbishment option. Heating and ventilation, amongst other things, will be tested in situ as part of the pilot project and it is all secured by condition.</p>
<b>Conservation Area Advisory Committee</b>	No objection.
<b>Officer Response to Comments</b>	Noted. No further action needed.
<b>Golden Lane Estate Residents Association</b>	Objection not in principle but in content. Concerns over lack of constructive engagement with applicant. Concerns over impact of proposals on the listed building. Concerns over resident welfare.
<b>Officer Response to Comments</b>	The applicant is understood to have undertaken considerable engagement with residents of Crescent House throughout the pre-application process. Assessment of the



	impact of the proposals on the listed building below under <i>Design and Heritage</i> section. Assessment of the impact of the proposals on the welfare of residents below under the <i>Amenity</i> section.
<b>Golden Lane Tenants Forum</b>	No response received.
<b>Officer Response to Comments</b>	N/A

31. 42 no. objections have been received in total across the planning and listed building consent applications. These are summarised below.

<b>Representations (Objection)</b>
<p>Why triple glazing is the preferred option over double glazing.</p> <p><b>Applicant Response:</b> Double glazing is still being tested as part of the pilot project, but triple glazing has been chosen for the main element of the trial as it is the option that could offer the most significant benefits to residents with particular focus on energy efficiency and improved health and wellbeing through reduced noise impacts, better air and weather tightness and reduction in condensation and mould.</p> <p>The applicant has also stated that triple glazing represents the best long-term cost out of the refurbishment options, with their cost consultants calculating that the whole life cycle costs over 25 years for (a) refurbishing the existing windows and replacing with double glazing is £11.49million, whereas (b) replacing the windows with triple glazing is £10.72million.</p>
<p>Request for mock-ups of alternative options.</p> <p><b>Officer Response:</b> Prior to the triple glazing being installed, the applicant would be exploring options to refurbish the existing windows and install double glazing. The double glazing would be inspected on site by the Local Planning Authority and stakeholders and is secured by condition.</p>
<p>Why is an overhaul of the heating system and/or additional information not included in the pilot?</p> <p><b>Officer Response:</b> The applicant has stated that these works are being looked into separately, but the work they have undertaken to date indicates that the majority of heat is lost through the glazing so therefore the glazing is being addressed first.</p>
<p>Concerns over construction – noise nuisance and displacement and impact on resident wellbeing.</p> <p><b>Officer Response:</b> Flat 347 is currently unoccupied so there will be no displacement of residents within. The construction methodology for any future projects is not a material consideration in respect of this application; however, by undertaking the pilot project the applicant has stated that they will be able to</p>

better understand how to undertake future works whilst keeping disruption to residents to a minimum. A Scheme of Protective works is secured by condition to ensure the amenity of neighbours is safeguarded throughout the deconstruction and construction processes in regard to noise nuisance, odour, dust etc.

Concerns over the loss of historic fabric and detailing, and general heritage concerns with regards the Listed Building Management Guidelines.

**Officer Response:** This is covered in the body of the report below. It should also be noted that Historic England have raised no objection to the works, considering them to be in accordance with repair as outlined in the Listed Building Management Guidelines and with paragraphs 200 and 202 of the NPPF.

Concern that the proposals do not follow what residents have been requesting during previous engagement with the applicant.

**Officer Response:** As discussed above, all options are being pursued through the trial, with the triple glazing being the final step in the process.

Concern over reduction in floor area from the proposals.

**Applicant Response:** The total floor area of the flat would be reduced by only 0.07m<sup>2</sup> (0.18% reduction) from the windows and the insulation works, which would not be noticeable to occupiers.

Concerns over appearance of the triple glazed units including detailing and uniformity on the rest of the building.

**Applicant Response:** The purpose of the pilot project is to test all options for the windows, including refurbishing and adding double glazing to the existing frames. It is also being used to refine detailing on any new windows proposed, so they can match the existing as closely as possible.

The applicant has stated, and the drawings show, that the replacement frames are 5mm deeper (front to back) and the same depth (top to bottom) as the existing, with a single additional section of framing required to the opening light in the vaulted window. The internal beading would be reduced to accommodate the triple glazing, with the pivoting windows requiring an additional internal bead to improve air and weather tightness. The internal profiles would maintain the shadow gaps.

With regards to uniformity, at the end of the temporary period the windows would either be reinstated as existing (single glazing), or replacement windows could be rolled out across Crescent House (subject to further applications for planning and listed building consent). So, ultimately windows to Crescent House (at the end of the temporary period) will either all revert back to single glazing, therefore maintaining uniformity, or they will all be replaced or refurbished depending on the outcome of the trial, therefore also maintaining uniformity.

<p>Concern over temporary nature of permission/consent and whether existing windows could be reinstated.</p> <p><b>Officer Response:</b> The existing windows would be removed as carefully as possible but at this stage it is not known whether there is hidden rot. A methodology for their removal and details of their safe storage is required by condition. If at the end of the trial period the existing windows are to be reinstated (if a subsequent application for planning permission and listed building consent is not made and approved) but they are in a condition which means they cannot be, the condition also covers details of any new works and works of making good required to ensure that any replacement single glazed windows match the existing.</p>
<p>There is no certainty that total façade replacement would be feasible, affordable, or a desired solution for the whole building.</p> <p><b>Applicant Response:</b> The applicant states that considerable work has been undertaken thus far to establish this, and the trial project is the next step.</p>
<p>Concerns over carbon footprint (loss of embodied carbon) resulting from the proposals.</p> <p><b>Officer Response:</b> Embodied carbon is of course an important consideration, but we must also look at Whole Life Cycle Carbon and the energy improvements that can be achieved through other options. This is covered in the main body of the report.</p>
<p>Comments that the condition of the windows is satisfactory to allow for their retention according to the Hallas window survey.</p> <p><b>Applicant Response:</b> The applicant has stated the pilot project seeks to fully establish the condition of one set of frames. It is not possible to fully understand the condition of the timber in-situ, for example it is known that water tracks under the cills of the windows. Given the depth of the frame sections it is entirely possible for there to be degradation of the frames in unseen areas.</p>
<p>Queries regarding the retention of the ironmongery.</p> <p><b>Officer Response:</b> The existing ironmongery, according to the applicant, cannot be re-used in the triple glazing option due to its weight and that it is also incompatible with the multi-point locking mechanism of the new windows. A full photographic and condition survey of the existing ironmongery is secured by condition. The ironmongery would be reused for the double-glazing installation.</p>
<p>Queries in regard to the acoustic benefits from the triple glazing.</p> <p><b>Officer Response:</b> This is discussed in the main body of the report; however, to summarise, an acoustic survey has been carried out in flat 347 prior to the works, and will be tested again once the double glazing, and later the triple</p>



glazing, is installed. Triple glazing provides noise reduction of 37db whereas typically single glazing provides noise reduction of 29dB.

32. 1no. letter of support has been received, as summarised below.

**Representations (Support)**

I support the planning application to install triple glazing to replace existing single glazed windows, together with the installation of insulation on interior walls.

Once the project is implemented, it will help alleviate the annoying traffic noise that I personally find it unbearable. It will also protect against the draught, especially during the winter season. This would save energy costs.

**Policy Context**

33. The development plan consists of the London Plan 2021 and the City of London Local Plan 2015. The London Plan and Local Plan policies that are most relevant to the consideration of this case are set out in Appendix B to this report.
34. The City of London has prepared a draft plan, the City Plan 2036, which was published for Regulation 19 consultation in early 2021. Onward progress of the Plan has been temporarily paused to enable further refinement, but it remains a material consideration in the determination of applications (although not part of the development plan) alongside the adopted 2015 City of London Local Plan and the London Plan 2021. The Draft City Plan policies that are most relevant to the consideration of this case are set out in Appendix B to this report.
35. Government Guidance is contained in the National Planning Policy Framework (NPPF) July 2021 and the Planning Practice Guidance (PPG) which is amended from time to time.
36. There is relevant GLA supplementary planning guidance and other policy in respect of: GLA supplementary planning guidance and other policy in respect of: Sustainable Design and Construction SPG (GLA, September 2014), Control of Dust and Emissions during Construction and Demolition SPG (GLA, September 2014), London Environment Strategy (GLA, May 2018), Shaping Neighbourhoods: Character and Context (GLA June 2014).
37. Relevant City Corporation Guidance and SPDs comprises: Barbican and Golden Lane Conservation Area Appraisal (CoL 2022) and Golden Lane Estate Listed Building Management Guidelines (CoL 2013).

### **Considerations – relevant statutory duties**

38. The Corporation, in determining the planning application has the following main statutory duties to perform:-
  - to have regard to the provisions of the development plan, so far as material to the application, local finance considerations so far as material to the application, and to any other material considerations.  
(Section 70 Town & Country Planning Act 1990); and
  - to determine the application in accordance with the development plan unless other material considerations indicate otherwise.  
(Section 38(6) of the Planning and Compulsory Purchase Act 2004).
39. In considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990). This duty must be given considerable weight and importance when weighing any harm to the setting of a listed building in the balance with other material considerations.
40. In determining a planning application for a building or land in the Barbican and Golden Lane Estates Conservation Area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area (S.72(1) Planning (Listed Buildings and Conservation Areas) Act 1990).
41. In considering the application for Listed Building Consent special regard must be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (S16(2) Planning (Listed Buildings and Conservation Areas) Act 1990).
42. The National Planning Policy Framework (NPPF) states at paragraph 2 that “Planning Law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise”.
43. The NPPF states at paragraph 8 that achieving sustainable development has three overarching objectives, being economic, social, and environmental.
44. Paragraph 10 of the NPPF states that “at the heart of the Framework is a presumption in favour of sustainable development. That presumption is set out at paragraph 11. For decision-taking this means:
  - (a) approving development proposals that accord with an up-to-date development plan without delay; or

- (b) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
    - (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
    - (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- 45. Paragraph 48 states that local planning authorities may give weight to relevant policies in emerging plans according to:
  - (a) the stage of preparation of the emerging plan (the more advanced its preparation the greater the weight that may be given);
  - (b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
  - (c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).
- 46. Chapter 8 of the NPPF seeks to promote healthy, inclusive, and safe places.
- 47. Paragraph 92 states that planning decisions should aim to achieve healthy, inclusive, and safe places which promote social interaction, are safe and accessible and enable and support healthy lifestyles.
- 48. Chapter 12 of the NPPF seeks to achieve well designed places. Paragraph 126 advises that “The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”
- 49. Paragraph 126 advises that “The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”
- 50. Paragraph 130 sets out how good design should be achieved including ensuring developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character and history, establish or maintain a strong sense of place, optimise the potential of the site to accommodate and



sustain an appropriate amount and mix of development and create places that are safe, inclusive and accessible and which promote health and wellbeing.

51. Chapter 14 of the NPPF relates to meeting the challenge of climate change. Paragraph 152 states that the planning system should support the transition to a low carbon future in a changing climate. It should help to; shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including conversion of existing buildings.
52. Paragraph 154 states that new developments should avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures.
53. Chapter 16 of the NPPF relates to conserving and enhancing the historic environment.
54. Paragraph 195 of the NPPF advises that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
55. Paragraph 197 of the NPPF advises, "In determining applications, local planning authorities should take account of:
  - (a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
  - (b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - (c) the desirability of new development making a positive contribution to local character and distinctiveness."
56. Paragraph 199 of the NPPF advises "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
57. Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- (a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
  - (b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.
58. Paragraph 202 of the NPPF states “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use”. When carrying out that balancing exercise in a case where there is harm to the significance of a listed building, considerable importance and weight should be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
59. The Golden Lane Estate Listed Building Management Guidelines SPD 2013 sets out the significance of the Golden Lane Estate and Crescent House in detail. Section 4.2.2 sets out the best practice guidance for the restoration of the windows. The Barbican and Golden Lane Estate Conservation Area Appraisal 2022 describes the character and appearance and significance of the Conservation Area.

#### **Considerations in this case**

60. In considering this planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and the views of both statutory and non-statutory consultees.
61. The principal considerations in this case are:
- The extent to which the proposals comply with the development plan
  - The extent to which the proposals comply with the NPPF
  - The impact of the development in design and heritage terms including special architectural and historic interest and heritage significance of Crescent House, the character and appearance and significance of the Barbican and Golden Lane Conservation Area and the significance of the Golden Lane Registered Landscape.
  - The impact of the proposal in terms of energy and sustainability
  - The impact of the proposed development on the amenity of residential occupiers, both within and adjacent to Flat 347 with regards noise, access to daylight and sunlight, and general amenity.

## **Design and Heritage**

### **Direct Impacts on heritage**

#### **Crescent House (Grade II\*):**

##### *Heritage significance*

62. In 1997 the whole of Golden Lane Estate was listed, including the landscaping and public areas at Grade II but Crescent House was separately listed at Grade II\* due to its progressive influence on post war architecture in Britain and for the sophistication with which the contrasting materials and geometry of the façade are handled. Crescent House has considerable historic, architectural, and artistic values.

##### Historic Interest

63. Crescent House is integral to the Golden Lane Estate. The Estate, completed in 1962 designed by Chamberlin, Powell and Bon (CPB), was an ambitious project of post-World War 2 rebuilding to provide homes for professionals in a devastated area to the north of St Paul's Cathedral.
64. The Estate as a whole was influenced by pre-war architecture and planning schemes of Le Corbusier. This scheme pioneered new philosophies of Modernist Planning, high rise density, formal prescriptive urban design to minute detail and the removal of roads in preference for a new type of network with hard landscaping and community facilities. Golden Lane Estate and Crescent House are important in the redevelopment of this part of the City and contribute to the evolution and narrative of social housing in London.
65. Crescent House was completed last and was the most experimental of the distinctive blocks. Crescent House contains 159 apartments, shops and a public house and when built set a new pattern for high density housing at a modest height. The mixed-use block was seminal in the work of the acclaimed practice Chamberlin, Powell and Bon, reflecting late-Corbusian language. The ideas explored in Crescent House were highly influential serving as a clear precursor to the work of CPB for the Barbican Estate and towards New Brutalism.

##### Architectural and Artistic Interest

66. Crescent House is universally regarded as progressive in style and construction and makes a departure from the earlier curtain walling to the Golden Lane Estate. It is a defining element of the Estates special architectural interest. Unlike the other residential blocks in the Estate, Crescent House deviates from the grid plan as its canopy follows the sweep of the curve of Goswell Road on its west elevation and, like Great Arthur House, comprises two rows with the row along



the east elevation following the grid pattern inside the wider estate. The Goswell Road elevation is of particularly high significance with its distinctive stepped profile. The detailing is experimental, comprising a reinforced concrete construction with mosaics to slab edges, tile clad pilotis, muroglas spandrel panels, and sapele hardwood pivoting centrally hung casements and some crittall side panels. The barrel-vaulted roofscape is perforated by lightwells along the length of the building. Internal corridors run the length of the building at first, second and third floor levels, with the latter under the light wells. The inner courtyard elevation takes a much simpler form with a combination of crittall metal and soft windows to kitchens and bathrooms set under the continued barrel vaulted roofscape.

67. The flat interiors were carefully planned to maximise the use of space and light within compact units. Flat 347 is located at third floor level towards the northwest directly facing Goswell Road. It is a studio flat with a partitioned sleeping area typical of apartments in the building. As a third floor flat it has a vaulted concrete roof and arched fanlights on both the living room and kitchen side. The interior is relatively plain and compact with a series of different window types both timber (sapele and softwood), and aluminium, muroglas panels, Georgian wire and clear glazing, projecting bay in the living area and ingenious integrated bookshelf designed into the original fit out.
68. Crescent House is unique in terms of style and innovation and has significant artistic and architectural values individually. and makes an important contribution to the overall Golden Lane Estate masterplan and to the settings of other listed buildings within the complex.

#### Archaeological values

69. The designated heritage asset does not have any identified archaeological values.

#### *Justification and detailed proposals*

70. NPPF para 200 requires clear and convincing justification to support listed building consent where there is harm or loss to significance. It is clear the existing windows, which are 60 years old, need to be upgraded due to their poor condition, particularly windows on the exposed Goswell Road elevation.
71. There is a pressing need to improve thermal performance due to the buildings age and lack of insulation within its fabric, occupants have been experiencing high fuel bills, condensation, and fluctuating internal temperatures.
72. Consultation objections refer to the Hallas Survey Report 2020 which is on the applicant's public website for the project, but this is not included as part of the application. The conclusion in the Hallas report identified most defects as wet rot

on the Goswell Road elevation bay windows. The report considers the project is urgent due to public safety and the severe and progressive nature of the defects. The report estimates 95% of historic timber is in situ. The report however is only an observational survey. The pilot project would provide more detail regarding the possibilities for alterations and adaptations, and is considered an essential part of the further assessment to find a sensitive and optimum long-term solution for Crescent House.

73. The pre-application discussions have been extensive and have included Historic England, Twentieth Century Society and CoL planning officers. Through this process the significance of the original windows has been assessed, as well as the nature of the failings and scoping of repair methods and/or replacement.
74. The proposals are a considered and methodical approach with an overarching ambition to find the best solution which balances the demands of heritage, climate change and social wellbeing to sustain and secure the future of Crescent House. The proposals would impact a single apartment and are intended to explore the art of the possible to inform the ongoing discussions to secure long terms solutions to performance challenges across Crescent House. The work builds on the work already undertaken at Great Arthur House to replace the failing façade.
75. A step-by-step process is proposed to analyse the existing fabric of Flat 347 Crescent House to the kitchen, bathroom and living room windows: stripping back and condition assessment; testing in situ double glazing options including the reuse of existing window frames ; testing removal and replacement to Goswell Road west elevation to incorporate triple glazing and insulation, and triple glazing to the windows on the courtyard/east elevation.
76. At each stage there would be recording, analysis and opportunities for stakeholders to review the double glazing and triple glazing proposals. Following site investigations and a condition survey, a methodology statement would be required for dismantling, storage and repairs for all components including timber, glazing and associated ironmongery. The methodology and work for all stages would be conditioned to be undertaken by an appropriate expert. The double and triple glazing components would be inserted to be reviewed by Twentieth Century Society and Historic England, and other stakeholders.
77. The double-glazing intervention works would be undertaken in situ and consist of the following:

Living Room, kitchen and bathroom windows

- Adjusting the existing sapele and metal window rebates to accommodate double glazed units with grey spacer

- If the existing pivoting metal windows cannot be retrofitted, then new double-glazed metal-framed equivalents would be installed
- Softwood timber windows in the kitchen and bathroom would be adapted to accommodate double glazing
- Georgian wire glass replaced with acoustic clear glazing
- New beading
- Ironmongery would be retained and reused

78. The triple glazing intervention works would require entire facade replacement on the Goswell Road elevation, and would consist of the following:

#### Living Room

- New sapele (to match existing historic material) structural elements and window frames to incorporate triple glazed windows based on original design intent with grey spacers. All frames to be airtight and insulated.
- New beading profiles and cills to reduce water ingress and damp
- Replacement of the altered roof to the oriel window including changes to profile to reduce water ingress
- Insulate oriel window roof
- Oriel window centre post replaced in sapele
- Incorporate air seals and trickle vents to improve ventilation and thermal performance
- New ironmongery throughout to provide consistency, designed to match existing as far as possible
- Window proportions and opening mechanisms to be reproduced for casement metal pivot timber and fanlight windows with new hinges, and pivots (other than the metal window to the Goswell Road elevation) to become a single hung casement rather than a vertical pivot window
- Insulate panels between adjacent oriel windows
- Glazing tinted to match existing
- Replacement of infill spandrel panels with white opaque glazing to match existing with insulated back panel.
- Historic Georgian wired safety glass replaced throughout with triple glazed acoustic safety glass
- Replacement of tongue and groove bookshelf internally and externally
- Materials and lacquer, paint and varnish finishes would match the original finishes internally and externally. The external timber of Crescent House has been painted.
- Insulate internal west facing wall and soffit of bay

#### Kitchen and bathroom

- The white-painted softwood kitchen windows with metal external beading would be replaced with triple-glazing in white-painted, hardwood sapele



frames.

- The white-painted softwood arched fanlight overlooking the kitchen roof will be replaced with triple-glazing in white-painted, hardwood sapele frames.
- The glazed louvres in metal frames located in the bathroom and overlooking the kitchen roof, would be replaced with fixed triple-glazing in white-painted, hardwood sapele frames.
- The fixed bathroom window next to the glazed louvres, would likewise be replace with fixed triple-glazing in white-painted, hardwood sapele frames.

79. Following the applicant's review and stakeholder engagement process in terms of visual and aesthetic impacts and the outcomes of the performance tests, the various options to sustain the future of the flat would be considered. If the proposals for triple glazed full facade replacement are deemed to be unacceptable by the Local Planning Authority in consultation with stakeholders following the review and required performance tests, and in compliance with condition 3, the historic windows and structural elements would be repaired and flat 347 would be required to be returned to its pre-existing condition as closely as possible and by reusing as much historic fabric as possible.

80. This is a justified pilot study to enable rigorous assessment of the quality and detail and to evaluate the impact on heritage significance and to make informed decisions regarding thermal performance and sustaining Crescent House.

#### *Impact*

81. *Double glazing:* The proposals to test the double glazing of the timber framed windows would require adjustment to the rebate to accommodate the thickness of the glazing. The anticipated method of installation would comprise the removal of hardwood beading, putty and single glazing, the cutting out of an enlarged slot in the frame, the insertion of double-glazed units and reinstatement of original or new beading. Due to the thickness and solidity of the Crescent House hardwood window frames, it is likely the insertion of double-glazed units could be achieved with minimal damage to listed fabric, by a method that is visually discrete. Existing ironmongery would be retained and reused. This has been undertaken on another apartment with Crescent House (refer to Planning History section).

82. If the existing metal windows cannot be adapted to accommodate double glazing, they are to be carefully removed and stored and new double-glazed equivalents would be installed.

83. The methodology and the details of the installation would be conditioned to be reviewed by stakeholders and performance tested. The rebates for the glass in the existing frames will be increased in order to accommodate double glazing prior to any removal of the existing frames, therefore it may not be possible to

reinstate the existing single-glazing into the existing frames.

84. The double glazing would result in a degree of harm due to the adaptation and temporary removal of historic fabric; this is deemed to be less than substantial and considered to be slight.
85. *Triple glazing:* The façade replacement and triple glazing would require an extensive removal of historic fabric. The proposals for the triple glazing would seek to replicate the profiles of the existing frames, integrating notches and shadow gaps as closely as possible. However, to accommodate triple glazing and replicate detailed design elements such as shadow gaps, the profiles and thickness of the framing would increase. The minimal frame at the curved barrel vault which allows the visual continuation of the vault from inside to outside, would also be likely to be visually different, both in the main living space and kitchen. The framing to metal windows would also be thicker compared to existing windows and this would also have a visual impact. This is demonstrated in the comparative joinery drawings.
86. The proportions and opening mechanisms for all the windows would be matched to existing, other than the metal framed pivoting window on the Goswell Road elevation. This would need to become a side hung casement to achieve greater air tightness and thermal efficiency.
87. The triple glazing and testing support a holistic approach and include interventions to address ventilation, potential condensation and mould, cold bridging as far as possible, and improvements to water tightness, runoff from the oriel window roof, and acoustic quality.
88. Minor reversible internal insulation is proposed to the inner face of the apartment including bookshelf and bay. Due to the new framing and the insulation, there would be a small area of floor space that would be removed, which would be 0.0072sqm. This would be negligible.
89. The roof of the bay has been replaced in the past and the original flat roof has had remedial repairs to prevent water ingress. These repairs have failed and therefore the application includes a design solution to slightly alter the pitch of the roof to improve drainage. There would also be a change in altering Georgian wired glass to acoustic clear glazing. Alternative levers, pivots and other ironmongery are proposed all with improved thermal performance.
90. These interventions would all be reviewed internally and externally as part of the post installation assessment.
91. Regardless of the ultimate solution adopted, whether double or triple glazing, should it be deemed necessary to reinstate the original, single-glazed, design, condition 3 secures this. The applicants have indicated that to facilitate the

dismantling, double glazing testing and reinstallation, it is likely to result in some repairs and reproduction of historic elements. This would be commissioned, replicating the profiles and dimensions of the existing, like-for-like.

92. Any harm to the significance of the listed building is primarily due to the transitional temporary removal of fabric which is of high heritage significance and the applicants anticipated requirement to repair and replicate historic fabric as part of the dismantling and reinstallation process. This harm is evaluated at less than substantial at the lowest end of the spectrum due to: the proportion of the historic fabric removed relative to the overall scale of Crescent House, the designated heritage asset; the proposed temporary nature of the proposal; any loss or replacement required would be a scholarly like for like reinstatement informed by the level of information and evidence available.
93. The step-by-step process for the two options - double glazing and triple glazing - is comprehensive and would allow the following to be understood and assessed:
  - It would allow the applicant project team, residents and stakeholders to thoroughly understand the condition and structural capacity of the window frames of Crescent House.
  - It would allow options to refurbish the frames and retrofit double glazing or to replace fully with triple glazing to be assessed and evaluated in terms of visual impacts with an opportunity for stakeholder engagement
  - It would allow the full replacement to fully test general weather tightness, acoustic insulation, and heat loss.
  - The outcomes of the two options would provide an understanding of the complexities of the different options and potential disruption to residents which can then be used to work up a scheme of protection to minimise disruption
  - The pilot project outcomes would inform the decision making of the next steps for the comprehensive project for Crescent House
94. Once the impact of this pilot has been evaluated, this will be able to be weighed against evidenced thermal performance, solar control, acoustic and wellbeing benefits and the whole life cycle carbon assessment to inform a decision about Crescent House as a whole. As such, the outcomes of this post installation analysis will inform next steps for the window upgrading project and may direct the project to alternative less intrusive proposals, such as retrofitting with double glazing. The temporary permission would not automatically provide consent across Crescent House for full facade replacement and associated thermal upgrading, and further applications need to be made.
95. The proposed interventions of the pilot project would impact a single vacant unit and result in a slight level of less than substantial harm.

## *Golden Lane Estate Listed Building Management Guidelines 2013 (LBMG)*

96. This is a supplementary planning document prepared to provide further guidance to explain policies and the development plan.
97. Section 3 sets out best practice and the approach regarding: stakeholder engagement, appointment of consultants, and exploring conservation focussed bespoke solutions. The LBMG also identifies the pressing need to address environmental initiatives in para 6.25 and states the City Corporation is committed to being at the forefront of action in response to climate change. Para 1.2.2.2 identifies the need to address thermal and acoustic performance in facades. This advises solutions should be: compatible with the original design intent; not be piecemeal; and should have a mock up to review.
98. Whilst the guidance states the replacement of facade elements such as windows is unlikely to be supported, the SPD advocates an investigative bespoke approach for problem solving. The application for a temporary pilot study which would inform the next steps is a comprehensive approach for Crescent House, which would align with the overall intentions and best practice set out in the LBMG.
99. Historic England comment the LBMG sets out procedures for repairs and steps to dealing with failing components. Historic England state *“The pilot project sits within this guidance as a trial sample.”*

## Barbican and Golden Lane Estate Conservation Area (BGLE Conservation Area)

### *Heritage Significance*

100. The significance of the Conservation Area is set out in the Barbican and Golden Lane Estates Conservation Area Appraisal 2022. The area is characterised by two distinct developments: Golden Lane Estate to the north and Barbican Estate to the south. The characteristics which contribute to the special interest of the Conservation Area are:
  - Two estates which, together, provide a unique insight in the creative processes of a seminal English architectural practice, Chamberlin, Powell & Bon
  - Integration of the ancient remains of the Roman and medieval City wall, including Bastions 12, 13 and 14 and the medieval church of St Giles Cripplegate in a strikingly modern context
  - In scope and extent, the estates are important visual evidence of the scale of devastation wrought by the WW2 ‘Blitz’ bombing campaign of 1940-41
  - Seminal examples of ambitious post-war housing schemes incorporating radical, modern ideas of architecture and spatial planning reflecting the development of both Modernism and Brutalism



- Unprecedented and ingenious provision of open space and gardens within central London, which continue to be a defining characteristic of the estates today
- New and striking architectural idioms, particularly at the Barbican, applied on a significant scale; a new architectural language deliberately modern and forward-looking; a way of planning and arranging buildings and spaces which was unprecedented in Britain and reflected evolving ideas of the modern city. Crescent House embodies this characteristic and is a pivotal building within the Conservation Area.

### *Impact*

101. The temporary intervention and alterations to Crescent House to test the installation of double glazing and triple glazing options would have a negligible level of less than substantial harm to Crescent House, a pivotal building which embodies key characteristics of the BGLE Conservation Area. The impact is identified as negligible due to the scale and temporary nature of the proposal and the limited visual impact which would be isolated and incidental.

### Golden Lane Estate Registered Park and Garden (Grade II):

### *Heritage Significance*

102. The intensely urban landscape at Golden Lane Estate by Chamberlin, Powell and Bon was designed and constructed between 1952 and 1962. Its significance is derived from design interest, historic interest and survival. At Golden Lane Estate, the spaces and the relationship between the blocks including Crescent House were designed as strong simple forms which were central to the overall layout and pattern of the Estate.

### *Impact*

103. The temporary alterations to Crescent House to test the installation of double glazing and triple glazing options would have no impact on the identified values which contribute to significance. The visual impact would be isolated and incidental and confined to Crescent House and would not impact on the layout, landscape and spaces between buildings. The proposals would have a neutral impact and there would be no harm to the identified significance of Golden Lane Estate as a registered park and garden in accordance with the statutory tests and policy DM12.5 of the Local Plan.

### Indirect impacts to heritage

104. The impact of the proposals on the settings of the other listed buildings and their significance, have been fully assessed and taken into consideration including Hatfield House; Stanley Cohen; Cullum Welch House; Great Arthur House;

Cuthbert Harrowing House; Bowater House; Bayer House; Basterfield House; Fann Street Community Centre and Landscape areas.

105. Their settings and the contribution this makes to the significance of these listed buildings, would not be adversely affected by the temporary proposals due to the relative distance of the proposal on Goswell Road where it would not appear unduly prominent in the context of surrounding designated heritage assets. The proposed development would not harm the significance or setting of these listed buildings.

#### Heritage conclusion

106. The proposals have been assessed against Local Plan Policies CS12, DM12.1, DM12.2, DM12.3 and DM12.5, draft City Plan 2036 policies S11 and HE1, London Plan Policy HC1 and the relevant NPPF paragraphs 195-208. There has been special regard given to the desirability of preserving Crescent House and surrounding listed buildings including their setting and any features of special architectural or historic interest which they possess, under s.16 and s.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended. Considerable importance and weight has been attached to and special attention has been paid to the desirability of preserving or enhancing the character or appearance of Barbican and Golden Lane Conservation Area under s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended.
107. There would be no harm to the significance of the Golden Lane Estate registered park and garden and its significance would be preserved.
108. The proposal would preserve the special architectural and historic heritage significance and settings of surrounding listed buildings and spaces within the wider Golden Lane Estate.
109. Any harm to the significance of the listed building is primarily due to the transitional temporary removal of fabric which is of high heritage significance and the applicants anticipated requirement to repair and replicate historic fabric as part of the dismantling and reinstallation process. This harm is considered be less than substantial and at the lowest end of the spectrum.
110. There would be a negligible level of less than substantial harm to BGLE Conservation Area.
111. Overall, the proposal would comply with Local Plan Policies, DM12.1, DM12.2 (2 and 3) DM12.3 (1) and DM12.5, emerging City Plan 2036 policies S11 and HE1 (3,4 and 5), London Plan Policy HC1 (A, B, D and E).

112. The proposals would however be contrary to CS12, DM12.2 (1), DM 12.3 (2), emerging policy HE1 (1 and 2) and London Plan Policy HC1 (C).

### **Environment effects and sustainability**

113. London Plan policy GG6 states that development should seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero-carbon city by 2050 and to ensure buildings and infrastructure are designed to adapt to a changing climate.
114. Local Plan Policy CS15 and Draft City Plan policy DE1 seeks to ensure development achieves highest feasible sustainability standards.
115. The wider sustainability benefits would be more appropriately considered for the future project across the whole
116. The flat has an EPC rating of 'E', which is the worst score that can be achieved whilst also being lettable.
117. The existing windows are noted in the EPC rating as having very poor thermal performance due to their age and single glazing.
118. Concern was raised through public consultation about (a) a refurbishment of the existing windows not being pursued and (b) new triple glazing windows instead of retrofitted double glazing.
119. The applicant states that although the windows and frames in flat 347 do not appear on the surface as being in the worst state as surveyed across the Estate, it is not known what the condition of the frames is behind the outer layer, and whether there is hidden rot, for example.
120. As part of the sequencing of the pilot project, once the framing has had its paint stripped back, the applicant is intending on inspecting the existing framing and surrounds in situ. The methodology and results of this are reserved by condition.
121. Further, one of the next steps in the sequencing of the pilot will include enlarging the rebate of the existing frames to install double glazing and test its performance. This again is reserved by condition for both methodology for the installation of the double glazing and a full condition survey of the frames once the single glazing is removed.

122. Overall, though, triple glazing has been chosen for the final trial option as it offers the most significant benefits for energy efficiency and health and wellbeing for residents in terms of heat loss, but also acoustic comfort, air and water tightness.
123. Although refurbishment of the existing single glazing and the installation of double glazing may be possible, it is not just the glazing on the existing windows that is causing problems of heat loss, condensation and mould, and poor water and air tightness – the existing framing is understood to have significant gaps due to the method of manufacture and installation when Crescent House was built, and varying degrees of warping, rotting and repair over time that further reduces thermal performance by allowing air in.

#### *Thermal performance – heat loss*

124. Thermal analysis in the application submission has shown that around 55% of winter heat in the flats is lost through the glazing to the front and rear facades, with further heat losses through ventilation and air leaks.
125. The heat loss through the different types of glazing (single, double, triple) has been assessed in the application submission, although noting this is done on manufacturers specifications and the full results will be clearer once tested in situ.
126. The level of improvement on heat loss varies across the different glazing types. The applicant has stated that, based on the overall Energy Strategy<sup>1</sup> (being produced in the background to this project to help inform the wider works), the triple glazed option would deliver energy reductions of up to 50%, offering the best results of the options.
127. Next, double glazing (although in this scenario tested with new frames rather than retrofitting double glazing into the existing frames) could reduce heating energy demand by 38%. Retrofitting double glazing would offer less improvement due to the heating losses through the frame, gaps and vents, and the sealing of the frames within the building.

#### *Thermal performance – solar gain*

128. The solar gain, or 'G' Values of the different glazing types has also been assessed, with the 'G' value measuring the ability of the glass to limit solar radiation passing through the windows with 1 being all the sun's heating reaching the room and 0 being none.

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<sup>1</sup> Etude, acting for the Applicant, have used a 3D Rhino model combined with a spreadsheet-based heat loss calculator to calculate the U-Value, and PHPP (Passivhaus Planning Package) software to calculate the reductions, which is generally regarded as providing a more accurate calculation than SAP (Standard Assessment Procedure).



129. The existing glazing has a poor performance at 0.87 'G' rating. It is understood that there have been concerns raised by residents about overheating during the summer months. Overheating from solar gain increases the likelihood of mechanical ventilation being needed.
130. Double glazing would achieve 0.64 'G' value which could be improved but by using glass with a noticeable tint which would be undesirable in design and heritage terms.
131. Triple glazing could deliver a 'G' value of 0.54 with no tint required due to the thicker air gap between panes and overall thickness of the glazing that would disperse and stop the heat penetrating through.

#### *Fuel poverty*

132. With current energy prices, high fuel costs caused by high levels of internal heating required to offset the heat loss through the windows, is of the utmost importance for residential occupiers.
133. The reduction in fuel costs for all options has been measured as part of the submission, with the calculations based off homes using a gas boiler.
134. It is understood that since the calculations were undertaken, the average gas price has risen from 2.9p/kwh to 7.8p/kwh so the figures have been updated.
135. Triple glazing represents the greatest reduction in fuel costs with the potential to save residents more than £800/year over refurbished single glazing.

#### *Embodied carbon and Whole Life Carbon*

136. Concern was raised through public consultation regarding the loss of the embodied carbon in the existing windows. This is noted and understood.
137. However, when assessing the carbon impacts of a development we must also take Whole Life Carbon into account. The "carbon footprint" of the pilot project has been measured using the RICS guidance and methodology for calculating whole life carbon.
138. Within the application's environmental assessment, the applicant has looked into all carbon emissions associated with new windows including manufacture, transport, installation, use, maintenance, and disposal.
139. The embodied carbon impacts of the existing windows have been compared against the operational carbon benefits of each option.

140. The new triple glazed windows whole life carbon assessment shows that the delivery of the new windows is responsible for 286 tCO<sub>2</sub>e. The new triple glazed windows would save 112tCO<sub>2</sub> per year (based on the current heating strategy).
141. So, although triple glazing has the largest embodied carbon from the stages outlined in para 138, it also delivers the best reduction in operational carbon and could provide an offset to the embodied carbon emission through the operational carbon reductions in just over 2 years based on the CO<sub>2</sub> amounts as outlined above.
142. The reduction in heating load that triple glazing can provide also makes low carbon heating solutions a possibility, which is being explored separately by the applicant, thereby increasing the likelihood of further reducing operational CO<sub>2</sub> emissions in the future.

#### *Ventilation*

143. A review into the ventilation strategy of Crescent House is required despite the glazing options. The new frames would allow for the provision of new, controllable and background ventilation through trickle vents and should reduce the need for large amounts of mechanical ventilation and the environmental effects associated with it.

#### *Heating*

144. Concern was also raised through public consultation about why the wider project to improve heating across the Estate is not being pursued as a pilot.
145. This is being done separately to the windows. It is understood that it would not be worthwhile improving the heating systems unless and until the windows are improved given the heat loss issues that the site currently experiences.
146. Further, the homes in Crescent House that are heated with gas boilers have flues penetrating through the windows, which are unsightly.
147. The pilot project under consideration here can be used to test alternative heating solutions that could be rolled out across the Estate to avoid using gas boilers, thus removing unsightly flues.

#### *Insulation*

148. The addition of insulation is designed to work as part of a comprehensive strategy for insulating the cold bridges in the building. These cold bridges, which allow heat to escape through the building fabric, are the areas which are most vulnerable to condensation and mould formation. To be fully effective, adjacent

flats and the slab edges should also be insulated. However, that project is wider than the pilot before us.

149. The addition of insulation to flat 347 would provide an indication of the impact of the insulation visually to the building. The proposed insulation would be flexible, high-performance, silica aerogel-based material. Overall, insulation would reduce the cold bridges from exposed party walls and the concrete vaulted ceilings, in turn reducing the risk of condensation and mould, the latter being an important move to ensure resident health and wellbeing.

#### *Acoustic performance*

150. Each option for the windows has also been assessed against their capability to reduce noise nuisance to the occupiers.
151. Goswell Road is a main road with high levels of noise pollution so a reduction in noise nuisance through improved glazing performance would be a welcome intervention for the wellbeing of residents.
152. Repair of the existing windows could achieve a 26dB reduction in noise pollution inside flat 347; new frames with double glazing could achieve a 35dB reduction; and triple glazing could achieve a 37dB reduction. No information is available for the potential reduction from the installation of double glazing in the existing frames, as the acoustic performance of the frames is not known due to the issues outlined above, with the possibility of hidden rot and lack of air tightness around the existing frames. However, this would be tested as part of the pilot once the double glazing is installed.

#### **Conclusion on environmental impacts and sustainability**

153. Overall, it has been shown that the applicant has considered the environmental impacts of all four options – refurbishment, refurbishment with double glazing in existing frames, double glazing in new frames, and triple glazing in new frames – in deciding to pursue the trial project.
154. Although the overall application is for triple glazing to remain in situ for the temporary consent period, the refurbishment with double glazing would also be tested and this is secured by condition.
155. Through the stripping of the frames' paint, the applicant would be able to assess the existing frames for hidden rot and other defects; through the removal of the existing glazing, the applicant would be able to further assess the existing frames for hidden defects in situ before modifying the frames to see if it would be possible to fit double glazing into the existing rebates of the windows.

156. Following the testing of the double glazing, the window and frame would be removed to allow the applicant to assess the overall structure of the surround, in particular the Oriel window, prior to the installation of the triple glazing, which itself would then be subject to extensive testing.
157. Testing would include thermal performance, pressure (air tightness) testing, weather tightness through a 'hosepipe' test, and acoustic testing.
158. Officers are satisfied that the applicant is exploring all possible options for improving the performance of the windows through the trial project, which would be secured by conditions attached to the permission, and although the outcomes are not completely known at this stage, the application is in the spirit of policies CS15 and DM15.1 of the Local Plan and policy DE1 of the draft City Plan 2036.

### **Amenity**

159. London Plan policy D13 ('Agent of Change') and Policy D14 ('Noise') requires development to limit and mitigate noise impacts from proposals.
160. Local Plan Policies CS21 (Housing) and DM21.3 ('Residential Environment') and draft City Plan policies S3 and HS3, requires amenity of existing residents in identified residential areas to be protected; and Figure 7 of the draft Plan identifies Golden Lane Estate as a residential area.
161. Local Plan policy DM15.7 and Draft City Plan policy HL3 require noise pollution to be considered.
162. Local Plan policy DM10.7, draft City Plan policy DE8, and London Plan policy D6 considers impact of development on existing daylight and sunlight of residential properties.
163. A noise assessment was not submitted with the application as this was not considered necessary as the scope of the application relates to works to windows only.
164. The works when completed would have no impact on noise to neighbouring occupiers; and would have a positive impact on noise to future occupiers of flat 347 given the improved acoustic performance of the new windows, although noting this would only be for a temporary period to align with the temporary consent. A Scheme of Protective Works is required by condition 10 of the planning permission to ensure protection of residential amenity during the deconstruction and construction works.
165. The proposed works would have no impact on levels of daylight and sunlight afforded to neighbouring occupiers as there would be no material increase in the

size of the frames, nor would there be an impact on levels of privacy afforded to neighbouring occupiers as there are no new openings proposed.

166. Overall, there would be no materially harmful impact to the amenity of neighbouring occupiers.
167. Given the very slight increase in the size of the frames for the new windows, there would be a very small reduction in the total floor area of the flat of 0.07 sqm (a 0.18% reduction). This figure includes the floorspace lost due to the proposed insulation. This is not considered materially harmful.
168. The slight increase in size of the frames would not materially alter the amount of daylight and sunlight afforded to future occupiers of flat 347 given that the profiles are still relatively slim. Noting that flat 347 is currently unoccupied, will remain so for the duration of the works and afterwards whilst testing and visits are made by stakeholders, the amenity of flat 347 would be maintained.
169. Overall, the proposals are in accordance with policies CS21, DM15.7, DM21.3 of the Local Plan and policies HL3, S3 and HS3 of the draft City Plan.

### **Public Sector Equalities Duty**

170. When considering the proposed development, the Public Sector Equality Duty requires the City of London Corporation to consider how the determination of the application will affect people who are protected under the Equality Act 2010, including having due regard to the effects of the proposed development and any potential disadvantages suffered by people because of their protected characteristics.
171. Under the Act, a public authority must, in the exercise of its functions, have due regard to the need to:-
- eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
172. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
173. Public authorities also need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or civil partnership status.



174. This application has been assessed against the Equality Act 2010 and any equality impacts identified. The Applicants have held a range of meetings with stakeholders.
175. Potential impacts of the proposed development on the nearby occupiers have been assessed, including the impacts on the use and functionality of the spaces. Officers do not consider that nearby occupiers would be detrimentally impacted in so far as these spaces become unusable nor would it be considered that there would be disadvantages or material impact on any persons who share a relevant protected characteristic as identified in the Equalities Act 2010. Longer term, if as a result of the pilot better living conditions can be provided for residents (in terms of the reduction in condensation, noise, heat loss and mould) this could positively impact on some disabilities and have positive health impacts. Young children, the elderly, those with respiratory problems and weakened immune systems can be particularly sensitive to damp and mould.
176. In relation to policy GG1 of the London Plan, the proposals are considered to support and promote the creation of an inclusive London where all Londoners, regardless of their age, disability, gender, gender identity, marital status, religion, race, sexual orientation, social class, or whether they are pregnant or have children, can share in its prosperity, culture and community, minimising the barriers, challenges and inequalities they face.

### **Human Rights Act 1998**

177. It is unlawful for the City, as a public authority, to act in a way which is incompatible with a Convention right (being the rights set out in the European Convention on Human Rights ("ECHR")).
178. Insofar as the grant of planning permission will result in interference with the right to respect for one's private and family life (Article 8 of the ECHR) or peaceful enjoyment of one's possessions (Article 1 of Protocol 1), including by causing harm to the amenity of those living in nearby residential properties, this will be very minor and limited to the short periods whilst work is being carried out. It is the view of officers that such interference is in the public interest and necessary in order to secure the benefits of the scheme and to balance the interests of the residents of Crescent House, and proportionate. Conditions have been recommended to minimise the impact as much as possible.
179. As set out above, it is the view of officers that there would be no infringement of Article 8 or Article 1 of Protocol 1 of the ECHR.

## **Heritage impact and assessment against paragraph 202**

180. When addressing the balancing exercise, the heritage harm as outlined is afforded considerable importance and great weight in line with the NPPF. The more important the asset, the greater the weight should be given to the asset's conservation and in this case there are multiple designations, Crescent House is a grade II\* listed building, within BGLE conservation area and set within a registered park and garden.
181. Paragraph 202 of the NPPF states "where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use". Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the NPPF. The Planning Practice Guidance, provides that public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.
182. When carrying out the paragraph 202 NPPF balancing exercise in relation to the less than substantial harm caused to Crescent House, considerable importance and weight must be given to the desirability of preserving the building and its setting.
183. When considering the listed building consent application, the duty imposed by section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 applies and in considering whether to grant listed building consent special regard must be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
184. When considering the planning application, the duty imposed by section 66(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 applies and in considering whether to grant planning permission special regard must be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. When considering the planning application, the duty imposed by S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, special attention must be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.
185. The overall finding is that there would be a slight level of less than substantial harm to Crescent House due to the temporary removal of fabric which is of high

heritage significance and the applicants anticipated need to repair and replicate historic fabric as part of the dismantling and reinstallation process. The proposals would result in a less level of less than substantial harm to the BGLE Conservation Area evaluated as negligible due to the temporary and incidental nature of the proposals.

186. The benefits that would be delivered by the temporary pilot project should be considered as public benefits, and should be afforded moderate weight, are as follows:
- The proposals would inform the visual impact of the options on the designated heritage assets which in the longer term will help secure the public benefits listed below whilst minimising harm.
  - The proposal will inform decisions to improve the comfort and wellbeing of residents by mitigating condensation, reducing mould and provide more comfortable living, reducing energy consumption and reducing fuel costs including poverty fuel, which will ultimately secure its future as a residential building which is more sustainable and more closely aligned with the current standards expected of residential accommodation.
  - As a result of the above, the proposal will allow decisions to be taken which will support the long-term future of Crescent House and reduce risks to the heritage asset.
187. An assessment of the significance of designated heritage assets has also been undertaken including of Crescent House, the wider Golden Lane Estate, the BGLE Conservation Area, Golden Lane Estate registered park and garden where there are direct and indirect impacts on significance. In this case, slight less than substantial harm has been identified to Crescent House (grade II\*) and negligible less than substantial harm to BGLE Conservation Area is identified. This assessment is proportionate and sufficient for the scope of works for the pilot proposals and complies with NPPF para 194.
188. This is a justified pilot study to support informed decisions regarding the future of Crescent House, to secure compatible design detail, and provide homes which can meet modern living standards.
189. This is considered a progressive and low risk approach to addressing the challenge of adapting historic buildings to meet the ever-pressing climate change.
190. The proposals are necessary, justified, and temporary in nature. Any harm to the significance of the listed building and conservation area is primarily due to the transitional temporary removal of fabric which is of high heritage significance and the applicants anticipated need to repair and replicate historic fabric as part of the dismantling and reinstallation process.

191. This application identifies a slight level of less than substantial harm to Crescent House and negligible less than substantial impact on the BGLE conservation area. Great weight is attached to the significance of these assets of national importance and to the level of harm, albeit proportionate to the almost *de minimis* level of that harm.
192. It is considered that the almost *de minimis* harm when given considerable importance and weight is outweighed by the public benefits, and this conclusion is reached even when giving great weight to the preservation of heritage significance. It is considered that the proposal would accord with paragraph 202 of the NPPF.

### **Conclusion**

#### **Conclusion on planning permission, Reference 22/00322/FULL and overall planning balance**

193. The proposal has been assessed in accordance with the relevant statutory duties and having regard to the development plan and other relevant policies and guidance, SPDs and SPGs and relevant advice including the NPPF, and the emerging Local Plan and considering all other material considerations.
194. Overall, the impacts to the amenity of surrounding occupiers are considered acceptable and it is considered that any impacts relating to noise during deconstruction and construction works can be satisfactorily mitigated through measures by the Applicant and through recommended conditions.
195. Triple glazing has been chosen for the final and main stage of the trial as it offers the most significant benefits for energy efficiency and health and wellbeing for residents in terms of heat loss but also acoustic comfort, air and water tightness.
196. The proposals are in accordance with Local Plan policies CS15, DM15.7, DM21.3, and draft City Plan policies HL3 and HS3 with regards to amenity.
197. The proposals to improve the thermal efficiency of the building in line with the City of London Corporation Climate Action Strategy are welcomed. The proposals are in accordance with policies CS15 and DM15.1 of the Local Plan and policy DE1 of the draft City Plan with regards sustainability.
198. There would be no harm to the significance of the Golden Lane Estate registered park and garden and its significance would be preserved in accordance with policy DM12.5.
199. The proposal would preserve the special, architectural and historic heritage

significance and settings of surrounding listed buildings within the Golden Lane Estate.

200. Any harm to the significance of the listed building is primarily due to the transitional temporary removal of fabric which is of high heritage significance and the applicants anticipated need to repair and replicate historic fabric as part of the dismantling and reinstallation process. Any harm to the conservation area is due to the scale and temporary nature of the proposal and the limited visual impact which would be isolated and incidental. This harm is considered be less than substantial and at the lowest end of the spectrum, bordering on de minimis for the listed building and negligible for the conservation area.
201. The dismantling of historic fabric to undertake repairs, investigation or as part of a larger project is common practice provided and controlled by methodology statements.
202. The heritage policies in the London Plan (in particular HC1) and in the Local Plan (in particular CS12) do not incorporate a balancing exercise as found in paragraph 202 of the NPPF. As a result, if a proposal results in any harm to the significance of a heritage asset it will result in conflict with the heritage policies.
203. The application proposals conflict with London Plan policy CS12, DM12.2 (1), DM 12.3 (2), emerging policy HE1 (1 and 2) and London Plan Policy HC1 (C) Whilst in this case the proposals are in compliance with a number of policies, conflict has also been identified with a number of other development plan policies as outlined above in this conclusion. However, it is the view of officers that taken as whole the proposal complies with the development plan. Overall, the proposal would comply with Local Plan Policies, DM12.1, DM12.2 (2 and 3) DM12.3 (1) and DM12.5, emerging City Plan 2036 policies S11 and HE1 (3,4 and 5), London Plan Policy HC1 (A, B, D and E).
204. The proposals would however be contrary to CS12, DM12.2 (1), DM 12.3 (2), emerging policy HE1 (1 and 2) and London Plan Policy HC1 (C).
205. The LPA must determine the application in accordance with the development plan unless other material considerations indicate otherwise. It is for the LPA to weigh the other material considerations and decide whether those that support the development outweigh the priority statute has given to the development plan, and the other material considerations which do not support the proposal.
206. In accordance with the balancing exercise carried out pursuant to paragraph 202 of the NPPF the public benefits of the proposal are considered to be as follows:  
The proposals would:-
  - The proposals would inform the visual impact of the options on the designated heritage assets which in the longer term will help secure the



public benefits listed below whilst minimising harm.

- Improve the comfort and wellbeing of residents by mitigating condensation, reducing mould and provide more comfortable living and reduce fuel costs including poverty fuel, which will ultimately secure its future as a residential building which is more sustainable and more closely aligned with the current standards expected of residential accommodation.
- As a result of the above, the proposal will allow decisions to be taken which will support the long-term future of Crescent house and reduce risks to the heritage asset.

207. The NPPF, in paragraph 202, requires that harm be balanced against the public benefits. The paragraph 202 balancing exercise is to be applied when considering the harm to designated heritage assets and impacts on Crescent House. That balancing exercise is set out in the body of this report.

208. It is the view of officers that giving great weight to the conservation of heritage assets, and considerable importance and weight to the desirability of preserving the significance and setting of listed building, the identified harm is outweighed by the public benefits.

209. The proposal has been assessed in accordance with other relevant SPGs, SPDs and guidance notes listed in the report.

210. When taking the development plan as a whole the proposal is considered to comply with the provisions of the development plan. Other material considerations also indicate that planning permission should be granted. Accordingly, subject to the recommendations of this report it is recommended that planning permission be granted.

#### Conclusion on listed building consent, Reference 22/00323/LBC and overall planning balance

211. The proposal would result in slight less than substantial harm, at the lowest end of the spectrum, failing to preserve the special architectural and historic interest and heritage significance of the listed building. Any harm to the significance of the listed building is primarily due to the transitional temporary removal of fabric which is of high heritage significance and the applicants anticipated need to repair and replicate historic fabric as part of the dismantling and reinstallation process. Otherwise, the intentions of the pilot project, steps by step approach and long terms aspirations are supported, particularly by the LBMG.

212. Overall, the proposal would conflict with Local Plan Policies CS12, DM 12.2 (1) and DM 12.3 (2), draft City Plan 2036 policies S11 and HE1, London Plan Policy HC1 (C).

213. When addressing the balancing exercise, this harm has been afforded considerable importance and weight, and account taken of the importance of those heritage asset as a II\* listed building in accordance with the advice given in paragraph para 199 NPPF that great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). The full heritage planning balance is considered under the *Heritage assessment and assessment against paragraph 202 section* of the report. It is considered that the almost *de minimis* level of harm would be outweighed by the public benefits.
214. When taking all matters into consideration including the development plan and the NPPF tests, subject to the recommendations of this report, it is recommended that listed building consent be granted.

## **BACKGROUND PAPERS**

**22/00322/FULL**

### Application documents

Design Statement, Studio Partington, 30 June 2022.  
Cover Letter, Grade Planning, 20 April 2022 and 30 June 2022.  
Supplementary Heritage Statement, Studio Partington, 30 June 2022.  
Energy, Carbon and Thermal Comfort Strategy, Etude, July 2021.  
Junction Details, Studio Partington, 30 June 2022.

### External

#### Objects:

Letter, Roland Jeffrey, 24 May 2022.  
Email, Benedict Langlands, 29 May 2022.  
Online comment, Sarah Winman, 30 May 2022.  
Online comment, Sarah O'Connor, 30 May 2022.  
Online comment, Howard Sullivan, 30 May 2022.  
Email, Johannes Davis, 1 June 2022.  
Online comment, Rachel Roberts, 2 June 2022.  
Online comment, Barbara Chesterman, 2 June 2022 (dup)  
Online comment, Ognjen Ristic, 7 June 2022.  
Online comment, Lisa Mansson, 9 June 2022.  
Online comment, Patrick Seal, 9 June 2022.  
Letter, Philippe Rogueda, 8 June 2022.  
Online comment, Philippe Rogueda, 9 June 2022.  
Email, Matthew Carter, 9 June 2022.  
Online comment, Pablo Abellan, 9 June 2022.  
Online comment, Luke Johnson, 9 June 2022.  
Online comment, Yan Ki Lee, 9 June 2022.  
Online comment, Judith Brown, 9 June 2022.  
Online comment, Jacqueline Swanson, 10 June 2022.  
Online comment, Patricia Niven, 10 June 2022.  
Letter, Steve Smith, 11 June 2022.  
Online comment, Graham Kern, 13 June 2022.  
Online comment, Neil Haas, 14 June 2022.  
Letter, Gavin Hutchison, 15 June 2022.  
Email, Nigel Smith, 15 June 2022.  
Letter, Jane Dixon, 16 June 2022.  
Email, Sarah Batty-Smith, 16 June 2022.  
Email, Polly Powell, 16 June 2022.  
Email, Tim Godsmark, Chair of Golden Lane Residents Association, 18 June 2022.  
Letter, D Reid, 20 June 2022.  
Application Report, Purcell Heritage Consultancy, June 2022 – on behalf of Objectors.

Supports:

Online comment, Ying Yang, 30 May 2022.

Other:

Letter, City of London Conservation Area Advisory Committee, 16 June 2022.

Letter, Historic England, 26 May 2022.

Letter, Twentieth Century Society, 9 June 2022.

Letter, Damian ?, 22 June 2022.

Regulation 64(2) Handling Note, City of London Corporation, 5 July 2022

## **Appendix A**

### **Relevant London Plan Policies**

Policy GG1 (Building strong and inclusive communities) encourages early and inclusive engagement with stakeholders, including local communities, in the development of proposals, seeking to ensure positive changes to the physical environment and provide access to good quality community spaces, services, amenities and infrastructure. In addition, it supports London continuing to generate a wide range of economic and other opportunities promoting fairness, inclusivity and equality.

Policy GG3 (Creating a healthy city) seeks to "ensure that new buildings are well-insulated and sufficiently ventilated to avoid the health problems associated with damp, heat and cold" and to "promote more active and healthy lives for all Londoners and enable them to make healthy choices."

Policy GG6 (Increasing efficiency and resilience) seeks to "improve energy efficiency and support the move towards a low carbon circular economy", and "ensure buildings are designed to adapt to a changing climate."

Policy D4 states that "design and access statements submitted with development proposals should demonstrate that the proposal meets the design requirements of the London Plan."

Policy D14 (Noise) seeks to avoid significant adverse noise impacts on health and quality of life, and mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development.

Policy HC1 (Heritage conservation and growth) requires development proposals "should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings."

### **Relevant GLA Supplementary Planning Guidance (SPGs)**

- Control of Dust and Emissions during Construction and Demolition SPG (September 2014);
- Sustainable Design and Construction (September 2014);
- London Environment Strategy (May 2018);
- Shaping Neighbourhoods: Character and Context (June 2014).

### **Relevant Draft City Plan 2036 Policies**

S1 Healthy and inclusive city

HL1 Inclusive buildings and spaces

HL3 Noise and light pollution

HS3 Residential environment

S8 Design

DE1 Sustainability requirements

DE2 New development

S11 Historic environment

HE1 Managing change to heritage assets

S15 Climate resilience and flood risk

S16 Circular economy and waste

CE1 Zero Waste City

S23 Smithfield and Barbican

**Relevant City Corporation Guidance and Supplementary Planning Documents (SPDs)**

Barbican and Golden Lane Estates Conservation Area Appraisal (2022);

Golden Lane Estate Listed Building Management Guidelines (2013).



## Relevant Local Plan Policies

### ***CS10 Promote high quality environment***

To promote a high standard and sustainable design of buildings, streets and spaces, having regard to their surroundings and the character of the City and creating an inclusive and attractive environment.

### ***CS12 Conserve or enhance heritage assets***

To conserve or enhance the significance of the City's heritage assets and their settings, and provide an attractive environment for the City's communities and visitors.

### ***CS15 Creation of sustainable development***

To enable City businesses and residents to make sustainable choices in their daily activities creating a more sustainable City, adapted to the changing climate.

### ***CS21 Protect and provide housing***

To protect existing housing and amenity and provide additional housing in the City, concentrated in or near identified residential areas, as shown in Figure X, to meet the City's needs, securing suitable, accessible and affordable housing and supported housing.

### ***DM10.1 New development***

To require all developments, including alterations and extensions to existing buildings, to be of a high standard of design and to avoid harm to the townscape and public realm, by ensuring that:

- a) the bulk and massing of schemes are appropriate in relation to their surroundings and have due regard to the general scale, height, building lines, character, historic interest and significance, urban grain and materials of the locality and relate well to the character of streets, squares, lanes, alleys and passageways;
- b) all development is of a high standard of design and architectural detail with elevations that have an appropriate depth and quality of modelling;
- c) appropriate, high quality and durable materials are used;
- d) the design and materials avoid unacceptable wind impacts at street level or intrusive solar glare impacts on the surrounding townscape and public realm;
- e) development has attractive and visually interesting street level elevations, providing active frontages wherever possible to maintain or enhance the vitality of the City's streets;
- f) the design of the roof is visually integrated into the overall design of the building when seen from both street level views and higher level viewpoints;
- g) plant and building services equipment are fully screened from view and integrated in to the design of the building. Installations that would adversely

affect the character, appearance or amenities of the buildings or area will be resisted;

- h) servicing entrances are designed to minimise their effects on the appearance of the building and street scene and are fully integrated into the building's design;
- i) there is provision of appropriate hard and soft landscaping, including appropriate boundary treatments;
- j) the external illumination of buildings is carefully designed to ensure visual sensitivity, minimal energy use and light pollution, and the discreet integration of light fittings into the building design;
- k) there is provision of amenity space, where appropriate;
- l) there is the highest standard of accessible and inclusive design.

#### ***DM10.7 Daylight and sunlight***

- 1) To resist development which would reduce noticeably the daylight and sunlight available to nearby dwellings and open spaces to unacceptable levels, taking account of the Building Research Establishment's guidelines.
- 2) The design of new developments should allow for the lighting needs of intended occupiers and provide acceptable levels of daylight and sunlight.

#### ***DM12.1 Change affecting heritage assets***

- 1. To sustain and enhance heritage assets, their settings and significance.
- 2. Development proposals, including proposals for telecommunications infrastructure, that have an effect upon heritage assets, including their settings, should be accompanied by supporting information to assess and evaluate the significance of heritage assets and the degree of impact caused by the development.
- 3. The loss of routes and spaces that contribute to the character and historic interest of the City will be resisted.
- 4. Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings.
- 5. Proposals for sustainable development, including the incorporation of climate change adaptation measures, must be sensitive to heritage assets.

#### ***DM12.2 Development in conservation areas***

- 1. Development in conservation areas will only be permitted if it preserves and enhances the character or appearance of the conservation area.
- 2. The loss of heritage assets that make a positive contribution to the character or appearance of a conservation area will be resisted.

3. Where permission is granted for the demolition of a building in a conservation area, conditions will be imposed preventing demolition commencing prior to the approval of detailed plans of any replacement building, and ensuring that the developer has secured the implementation of the construction of the replacement building.

#### ***DM12.5 Historic parks and gardens***

1. To resist development which would adversely affect gardens of special historic interest included on the English Heritage register.
2. To protect gardens and open spaces which make a positive contribution to the historic character of the City.

#### ***DM15.1 Sustainability requirements***

1. Sustainability Statements must be submitted with all planning applications in order to ensure that sustainability is integrated into designs for all development.
2. For major development (including new development and refurbishment) the Sustainability Statement should include as a minimum:
  - a) BREEAM or Code for Sustainable Homes pre-assessment;
  - b) an energy statement in line with London Plan requirements;
  - c) demonstration of climate change resilience measures.
3. BREEAM or Code for Sustainable Homes assessments should demonstrate sustainability in aspects which are of particular significance in the City's high density urban environment. Developers should aim to achieve the maximum possible credits to address the City's priorities.
4. Innovative sustainability solutions will be encouraged to ensure that the City's buildings remain at the forefront of sustainable building design. Details should be included in the Sustainability Statement.
5. Planning conditions will be used to ensure that Local Plan assessment targets are met.

#### ***DM15.7 Noise and light pollution***

1. Developers will be required to consider the impact of their developments on the noise environment and where appropriate provide a noise assessment. The layout, orientation, design and use of buildings should ensure that operational noise does not adversely affect neighbours, particularly noise-sensitive land uses such as housing, hospitals, schools and quiet open spaces.
2. Any potential noise conflict between existing activities and new development should be minimised. Where the avoidance of noise conflicts is impractical, mitigation measures such as noise attenuation and restrictions on operating hours will be implemented through appropriate planning conditions.

3. Noise and vibration from deconstruction and construction activities must be minimised and mitigation measures put in place to limit noise disturbance in the vicinity of the development.
4. Developers will be required to demonstrate that there will be no increase in background noise levels associated with new plant and equipment.
5. Internal and external lighting should be designed to reduce energy consumption, avoid spillage of light beyond where it is needed and protect the amenity of light-sensitive uses such as housing, hospitals and areas of importance for nature conservation.

### ***DM21.3 Residential environment***

1. The amenity of existing residents within identified residential areas will be protected by:
  - a) resisting other uses which would cause undue noise disturbance, fumes and smells and vehicle or pedestrian movements likely to cause disturbance;
  - b) requiring new development near existing dwellings to demonstrate adequate mitigation measures to address detrimental impact.
2. Noise-generating uses should be sited away from residential uses, where possible. Where residential and other uses are located within the same development or area, adequate noise mitigation measures must be provided and, where required, planning conditions will be imposed to protect residential amenity.
3. All development proposals should be designed to avoid overlooking and seek to protect the privacy, day lighting and sun lighting levels to adjacent residential accommodation.
4. All new residential development proposals must demonstrate how potential adverse noise impacts on and between dwellings will be mitigated by housing layout, design and materials.
5. The cumulative impact of individual developments on the amenity of existing residents will be considered.

## **SCHEDULE**

**APPLICATION: 22/00322/FULL**

**347 Crescent House Golden Lane Estate London**

**Alterations to and replacement of existing single-glazed windows and framing structure for a temporary period of 2 years to sequentially test double and triple glazing options**

### **CONDITIONS**

- 1     The development hereby permitted shall be begun before the expiration of three years from the date of this permission. The applicant shall notify the Local Planning Authority in writing within seven working days of the commencement of the implementation of the planning permission.  
REASON: To ensure compliance with the terms of Section 91 of the Town and Country Planning Act 1990.
- 2     The development hereby permitted shall be for a limited period only, expiring 2 years from the date of the implementation of the planning permission referred to in condition 1.  
REASON: To ensure compliance with the terms of Section 91(1(b)) of the Town and Country Planning Act 1990.
- 3     The triple glazed windows shall be removed and the land restored to its original condition upon expiry of this permission, in accordance with a scheme of work and full details of any new works as required to reprovide and make good, which shall be submitted to and approved in writing by the Local Planning Authority no later than two months prior to the expiry, unless planning permission has been granted in the interim relating to all windows within Crescent House.  
REASON: To ensure the protection of the special architectural or historic interest of the building and to ensure that the visual amenity of the area is not prejudiced when the works are removed in accordance with the following policies of the Local Plan: DM10.1, DM12.2, DM12.3.
- 4     Before any works hereby permitted are begun, a full survey including photographic record of the existing windows, frames and ironmongery shall be submitted to and approved in writing by the Local Planning Authority.  
REASON: To ensure suitable record is kept of historic building features and fabric to allow future reinstallation in accordance with the following policies of the Local Plan: DM10.1, DM12.2
- 5     Before any works hereby permitted are begun, a methodology for dismantling the existing windows including framing, glazing, and all related ironmongery, and details of the safe storage of the existing windows shall be prepared by a suitably qualified professional and submitted to and approved in writing by the Local Planning Authority. All development pursuant to this permission must be carried out in accordance with the approved details.

REASON: To ensure suitable record is kept of historic building features and fabric to allow future reinstallation in accordance with the following policies of the Local Plan: DM10.1, DM12.2.

- 6 Before any works hereby permitted are begun, a detailed methodology of the adaptation works required to install the double glazing to the timber frames and full details of the new aluminium double-glazed windows shall be prepared by a suitably qualified professional and submitted to and approved in writing by the Local Planning Authority. All development pursuant to this permission must be carried out in accordance with the approved details.  
REASON: To ensure suitable record is kept of historic building features and fabric to allow future reinstallation in accordance with the following policies of the Local Plan: DM10.1, DM12.2.
- 7 Prior to the installation of the triple glazing, full particulars and drawings in respect of the following shall be submitted to and approved in writing by the Local Planning Authority and all development pursuant to this permission shall be carried out in accordance with the approved details:  
(a) Sapele panels and opaque glazed spandrel panel which span the party wall (between the oriel windows of flat 347 and neighbour); and  
(b) the external manifestation of the bookshelf  
Reason: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development and to ensure a satisfactory external appearance in accordance with the following policies of the Local Plan: DM10.1, DM12.2.
- 8 Following the removal of the existing glazing from the frames and prior to the installation of double glazing, a full condition survey of the existing frames, fixings, and supporting structure shall be prepared by a suitably qualified professional and submitted to and approved in writing by the Local Planning Authority.  
REASON: To ensure suitable record is kept of historic building features and fabric to allow future reinstallation in accordance with the following policies of the Local Plan: DM10.1, DM12.2.
- 9 Following installation of the double glazing and before any works to remove the existing window framing are begun, the Local Planning Authority, in consultation with Historic England, Twentieth Century Society and residents of Golden Lane Estate, shall inspect the windows on site to assess the visual detailing, and the following details shall be submitted to and approved in writing by the Local Planning Authority:  
(a) Details and results of acoustic testing to the double-glazed windows;  
(b) Details and results of pressure testing to the double-glazed windows;  
(c) Details and results of water tightness testing to the double-glazed windows;  
(d) Details and results of thermal performance testing as appropriate to the double-glazed windows;  
(e) Details and results of any other testing as appropriate.  
REASON: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development and to ensure a satisfactory external appearance, and to ensure that there are adequate results of the trial with regards acoustic and energy performance that are provided to the Local



Planning Authority, in accordance with the following policies of the Local Plan: DM10.1, DM12.2, DM15.1.

- 10 Following installation of the triple-glazed windows, the Local Planning Authority, in consultation with Historic England, Twentieth Century Society and residents of Golden Lane Estate, shall inspect the windows on site to assess the visual detailing, and the following details shall be submitted to and approved in writing by the Local Planning Authority:
- (a) Details and results of acoustic testing to the triple-glazed windows;
  - (b) Details and results of pressure testing to the triple-glazed windows;
  - (c) Details and results of water tightness testing to the triple-glazed windows;
  - (d) Details and results of thermal performance testing as appropriate to the triple-glazed windows;
  - (e) Details and results of any other testing as appropriate.
- REASON: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development and to ensure a satisfactory external appearance, and to ensure that there are adequate results of the trial with regards acoustic and energy performance that are provided to the Local Planning Authority, in accordance with the following policies of the Local Plan: DM10.1, DM12.2, DM15.1.
- 11 All new work and work in making good shall match the existing adjacent work with regard to the methods used and to materials, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this permission.  
REASON: To ensure a satisfactory external appearance in accordance with the following policy of the Local Plan: DM10.1, DM12.2.
- 12 The works hereby permitted shall not be begun until a scheme for protecting nearby residents and commercial occupiers from noise, dust and other environmental effects during deconstruction and construction has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be based on the Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites and arrangements for liaison and monitoring (including any agreed monitoring contribution) set out therein. A staged scheme of protective works may be submitted in respect of individual stages of the demolition and construction process but no works in any individual stage shall be commenced until the related scheme of protective works has been submitted to and approved in writing by the Local Planning Authority. The demolition and construction shall not be carried out other than in accordance with the approved scheme (including payment of any agreed monitoring contribution).  
REASON: In the interests of public safety and to ensure a minimal effect on the amenities of neighbouring premises and the transport network in accordance with the following policies of the Local Plan: DM15.7, DM21.3. These details are required prior to demolition in order that the impact on amenities is minimised from the time that development starts
- 13 The development shall not be carried out other than in accordance with the following approved drawings and particulars or as approved under conditions of this planning permission: Site Location Plan; 2414-10-ZZ-PL-00-1730A Rev

1; 2414-10-ZZ-PL-00-1730 Rev 1; 2414-10-ZZ-PL-00-1781A Rev 1; 2414-10-ZZ-PL-00-1781 Rev 1; 2414-10-ZZ-PL-00-1782A Rev 1; 2414-10-ZZ-PL-00-1782 Rev 1; 2414-10-ZZ-PL-00-1790A Rev 1; 2414-10-ZZ-PL-00-1790 Rev 2; 2414-10-ZZ-PL-00-1800A Rev 1; 2414-10-ZZ-PL-00-1800 Rev 1; 2414-10-ZZ-PL-00-1900A Rev 1; 2414-10-ZZ-PL-00-1900 Rev 2; 2414-10-ZZ-PL-00-1902A Rev 1; 2414-10-ZZ-PL-00-1902 Rev 2; 2414-10-ZZ-PL-00-1909A Rev 1; 2414-10-ZZ-PL-00-1909 Rev 2; 2414-10-ZZ-PL-00-1910A Rev 1; 2414-10-ZZ-PL-00-1910 Rev 2; 2414-10-ZZ-PL-00-1911A Rev 1; 2414-10-ZZ-PL-00-1911 Rev 2; 2414-10-ZZ-PL-00-1913A Rev 1; 2414-10-ZZ-PL-00-1913 Rev 2; 2414-10-ZZ-PL-00-1917A Rev 1; 2414-10-ZZ-PL-00-1917 Rev 2; 2414-10-ZZ-PL-00-1950A Rev 1; 2414-10-ZZ-PL-00-1950 Rev 2; 2414-10-ZZ-PL-00-1951A Rev 1; 2414-10-ZZ-PL-00-1951 Rev 2; 2414-10-ZZ-PL-00-1952A Rev 1; 2414-10-ZZ-PL-00-1952 Rev 2; 2414-10-ZZ-PL-00-1954A Rev 1; 2414-10-ZZ-PL-00-1954 Rev 2; 2414-10-SI-PL-00-1295 Rev 1; 2414-10-SI-PL-00-1581 Rev 2; 2414-10-SI-PL-00-1582 Rev 2; 2414-10-SI-PL-00-1590 Rev 2.  
REASON: To ensure that the development of this site is in compliance with details and particulars which have been approved by the Local Planning Authority.

## INFORMATIVES

- 1 In dealing with this application the City has implemented the requirements of the National Planning Policy Framework to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in dealing with planning applications in the following ways:  
  
detailed advice in the form of statutory policies in the Local Plan, Supplementary Planning documents, and other written guidance has been made available;  
  
a full pre application advice service has been offered;  
  
where appropriate the City has been available to provide guidance on how outstanding planning concerns may be addressed.
- 2 You are requested to notify the Chief Planning Officer on commencement of the development in order that the works can be inspected and monitored.
- 3 This permission is granted having regard to planning considerations only and is without prejudice to the position of the City of London Corporation or Transport for London as Highway Authority; and work must not be commenced until the consent of the Highway Authority has been obtained.