

Committee:	Date:
Planning and Transportation	1 November 2022
Subject: Cripplegate House 1 Golden Lane London EC1Y 0RR Alteration and extension of the existing office building (Class Eg(i)) incorporating a local community/cultural space (Class Eg(i)/F2) at ground floor; to include additional floorspace through upward and infill extensions (+2485sqm GIA uplift); altered and additional entrances; creation of office amenity terraces and plant enclosures; facade alterations including urban greening; new landscaping; and associated works.	Public
Ward: Cripplegate	For Decision
Registered No: 22/00203/LBC	Registered on: 28 March 2022
Conservation Area: N/A	Listed Building: Grade II

Summary

Planning permission is sought for the refurbishment and extension of the site for 'Alteration and extension of the existing office building (Class Eg(i)) incorporating a local community/cultural space (Class Eg(i)/F2) at ground floor; to include additional floorspace through upward and infill extensions; altered and additional entrances; creation of office amenity terraces and plant enclosures; facade alterations including urban greening; new landscaping; and associated works'.

The proposals include the partial demolition of the west facade, demolition of the north and south facades, a small amount of superstructure, and the roof of 1 Golden Lane, former Cripplegate Institute, to facilitate the comprehensive refurbishment of the Grade II Listed Building. The proposed upwards extension would take the building from 9 storeys to ground plus 12 storeys with lift overrun/plant box. The infill extensions to the north and south elevations would step out the building line. Also proposed are public realm works around the site, in particular to the Golden Lane frontage and Cripplegate Street; terraces at levels 8, 10 and 12 for office amenity;

alterations to the Golden Lane facade to introduce level access; and associated enabling works. The building is currently in use as office (Class E), and proposed is mixed Class E(g) (office) and Class F2 use for cultural and community space.

A total of 331 representations have been received across the two rounds of consultations objecting to the application, including from the Victorian Society and a critique of the design by LB Islington. The grounds of objection relate primarily to the daylight, sunlight and overshadowing impact of the development; impact on residential amenity in terms of overlooking, dominance and loss of outlook; the works to the trees to Golden Lane and Cripplegate Street, design and heritage matters, noise nuisance from the amenity terraces, and the demand for office floorspace. The objections are summarised in a table in the body of the report with responses provided in respect of the various issues raised. 1 representation has been received in support of the application.

The scheme would deliver high quality, flexible, refurbished (Class E) office space (15,471sq.m GIA) and associated ancillary space across all above ground floor levels, which would meet growing business needs, supporting and strengthening opportunities for continued collaboration and clustering of businesses. The scheme makes optimal use of the site and provides an uplift of approx. 2485sq.m (GIA) of floorspace comprising 2414sq.m of Class E floorspace and 71sq.m of cultural/community Class F2 floorspace. The development has been designed to accommodate new ways of working reflected in flexible and adaptable floorplates which supports post-Covid recovery as identified in the 'London Recharged: Our Vision for London in 2025' report.

The proposed extension, amended throughout the course of the application because of the impact of the originally proposed massing on daylight and sunlight levels to neighbours, would result in a stepped building form that successfully reduces the visual impact of the building mass within the townscape. Overall, it is considered that the proposed development would be an appropriate and sympathetic neighbour not only to the buildings immediately adjacent but also to the wider streetscape.

It is considered the scheme would represent 'Good Growth' by-design, in accordance with the London Plan Good Growth objectives GG1-6, that is growth which is socially, economically, and environmentally inclusive. The proposed development would create a sustainable building with refreshed

surrounding streets and spaces. The sustainable retention of the building structure, the quality of the proposed elevations and adaptation of the internal and external spaces at ground floor level are positive and improve the existing site condition. The proposals seek to break up the block by separating the historic Cripplegate Institute from the modern extension, through a revised architectural approach which allows the historic elevation to remain distinct, whilst delivering new, green, articulated and attractive elevations which respond to the neighbouring buildings on Brackley Street and Viscount Street. The proposals make an effective use of limited land resource and enhance the buildings relationship with the adjacent public realm.

The proposals have been assessed against Local Plan Policies CS 12, DM 12.1 and DM12.3, emerging City Plan policies S11 and HE1, London Plan Policy HC1, S16 (2), S66 (1), and S72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the relevant NPPF paragraphs 199-208. There would be no harm to the setting of the Barbican as a Grade II listed building, nor to the Golden Lane Estate as a Grade II (or II* in the case of Crescent House) asset. No harm would also be caused to the significance of the Barbican as a Grade II* Registered Park and Garden, nor to the significance of the Golden Lane Grade II Registered Park and Garden. Likewise, there would be no harm to the Barbican and Golden Lane Estates Conservation Area and its significance. It is considered that the proposal would preserve the settings and heritage significance of these designated heritage assets in line with Local Plan Policies CS 12, DM 12.1, emerging City Plan policies, S11 and, London Plan Policy HC1.

Your officers have concluded that a negligible level of less than substantial harm would be caused to the significance of 1 Golden Lane as a Grade II Listed Building through the interventions to introduce level access into the historic eastern elevation. The NPPF, paragraph 202, requires less than substantial harm to a designated heritage asset be balanced against the public benefits of the development proposal. That balancing exercise is set out in this report. It is the view of Officers that giving great weight to the conservation of this heritage asset, that this harm would be outweighed by the public benefits provided by the scheme including but not limited to the provision of level, inclusive access into the primary building entrance, the provision of high quality, flexible office floorspace, the improvement to the buildings' active frontages, and the public realm enhancement works.

Paragraph 203 of the NPPF provides that the effect of an application on the significance of a non-designated heritage asset should be taken into account

in determining the planning application and that in weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Here, there is no harm to the significance or setting of the Jewin Chapel as a non-designated heritage asset, considering that the setting of the asset is, as existing, primarily that of modern and unassuming buildings. The proposed development would be visible in views of the Chapel looking south from the Golden Lane Estate; however, the proposals would continue to form part of the modern, unassuming backdrop to the Church.

The scheme would deliver public realm enhancements around the island site including introducing an integrated approach to the areas of public highway and private land along Cripplegate Street through the 'filling in' of the service ramp and including integrated artwork along the underside of the Barbican ramp. Subtle lighting to Cripplegate Street in particular would improve the safety and security of this public route which currently feels unsafe and underutilised.

These public spaces would achieve overarching compliance with the Mayor's 'Public London Charter and 'Expanding London's Public Realm: Design Guide' and the City's Public Realm SPD and associated Technical Guidance, secured through the Section 106 and Section 278 agreements. The proposals encourage pedestrian movement, active travel and support health and wellbeing.

A total of 222 long stay (233 including 11 folding bike lockers) and 14 new short stay cycle parking spaces (in addition to the existing 5 Sheffield stands to Golden Lane that would be re-provided) are proposed. The long stay cycle parking would be provided at basement level, along with associated cycling facilities including lockers and showers. The short stay cycle parking would be located within a privately maintained area of public realm on Cripplegate Street. The provision of cycle parking spaces and end of trip facilities would meet the requirements of the London Plan.

Servicing of the building would take place on-street via Brackley and Viscount Streets, as per the existing situation. However, there would be a cap on the numbers of vehicles per day of 17, with deliveries undertaken outside of peak hours and only during the day, and would make use of an off-site

consolidation centre. Although the proposals are in non-compliance with policy DM16.5 given that servicing is to be undertaken on-street, it constitutes a significant improvement over the existing situation, where servicing is unregulated and unmanaged.

The building would be designed to high sustainability standards, incorporating a significant element of integrated urban greening, climate resilience, energy efficiency, targeting BREEAM 'Outstanding' and adopting Circular Economy principles.

The development would achieve an overall Urban Greening Factor (UGF) score of 0.301 based on the City of London methodology, meeting the minimum requirements.

A Wind and Microclimate assessment was undertaken on four different scenarios - existing, proposed without landscaping, proposed with landscaping, and proposed cumulative, using Computational Fluid Dynamics (CFD). The results show that conditions following the development would remain both safe and suitable for the intended activities in line with the City of London Comfort Criteria. This is with the exception of the roof terraces at levels 8, 10 and 12 of the Site, where mitigation would be required to ensure that it suitable for its intended purpose.

A daylight, sunlight and overshadowing assessment, and supplementary radiance assessment have been undertaken to assess the impact on the daylight and sunlight received by neighbouring properties and the direct sunlight received by surrounding external amenity areas. The assessments have been independently reviewed by the BRE; this is included as Appendix D to this report. Whilst there would be some impact on the daylight and sunlight received by neighbouring properties, including within the Barbican complex and Golden Lane Estate, the impacts would generally be in accordance with the BRE guidelines, negligible or minor in nature and acceptable given the densely developed urban nature of the site and surroundings.

There would be some minor and moderate impacts to the recently completed residential properties at The Denizen, which is directly to the north of the application site. The vast majority of these impacts would be to bedrooms, which are generally considered to be less sensitive in this regard. There would be a moderate impact to the daylight received by one living room on the

seventh floor of The Denizen. The supplementary radiance-based assessment demonstrates that the appearance of daylight within this living room would remain the same in the existing and proposed scenarios. The surrounding external amenity areas assessed would experience fully BRE compliant alterations in the direct sunlight that they receive. The results of the Light Pollution report show the development would meet the ILP Guidance on obtrusive light.

The building has been designed to take account of its impact on neighbouring residential properties in relation to overlooking through overall reduced glazing ratios (including as a result of the proposed fritted glass) and stepped back terraces with edge planting; the dominance of the building has been reduced through the setback extensions, and overall, any perceived increase in enclosure and loss of outlook is considered acceptable.

Negative impacts during construction would be controlled as far as possible by the implementation of a robust Construction Environmental Management Plan and good site practices embodied therein; it is recognised that there are inevitable, albeit temporary consequences of development in a tight-knit urban environment and alongside residential neighbouring properties. Post construction, compliance with planning conditions would minimise any adverse impacts including with restricted hours of use for the terraces.

It is almost always the case that where major development proposals come forward in the City there is at least some degree of non-compliance with planning policies, and in arriving at a decision it is necessary to assess all the policies and proposals in the Plan and to come to a view as to whether in the light of the whole Plan the proposal does or does not accord with it.

In this case, the proposal is finely balanced and complies with a number of Development Plan policies, including those which relate to the provision of office development in the City, high quality accessible public realm, community facilities and sustainable development. However, it is not compliant with elements of certain Development Plan policies regarding servicing and refuse collection/storage, the impact on the host building as a designated heritage asset, and would cause instances of worsening to daylight and sunlight to neighbouring occupiers to the north. National Planning Practice Guidance advises that conflicts between Development Plan policies adopted at the same time must be considered in the light of all material considerations including local priorities and needs, as guided by the NPPF.

Officers consider that overall, the proposal accords with the Development Plan when read as a whole.

It is the view of officers that the proposal complies with the Development Plan when considered as a whole and that other material considerations also indicate that planning permission should be granted as set out in the recommendation and the schedules attached. Subject to the recommendations of this report it is recommended that listed building consent be granted.

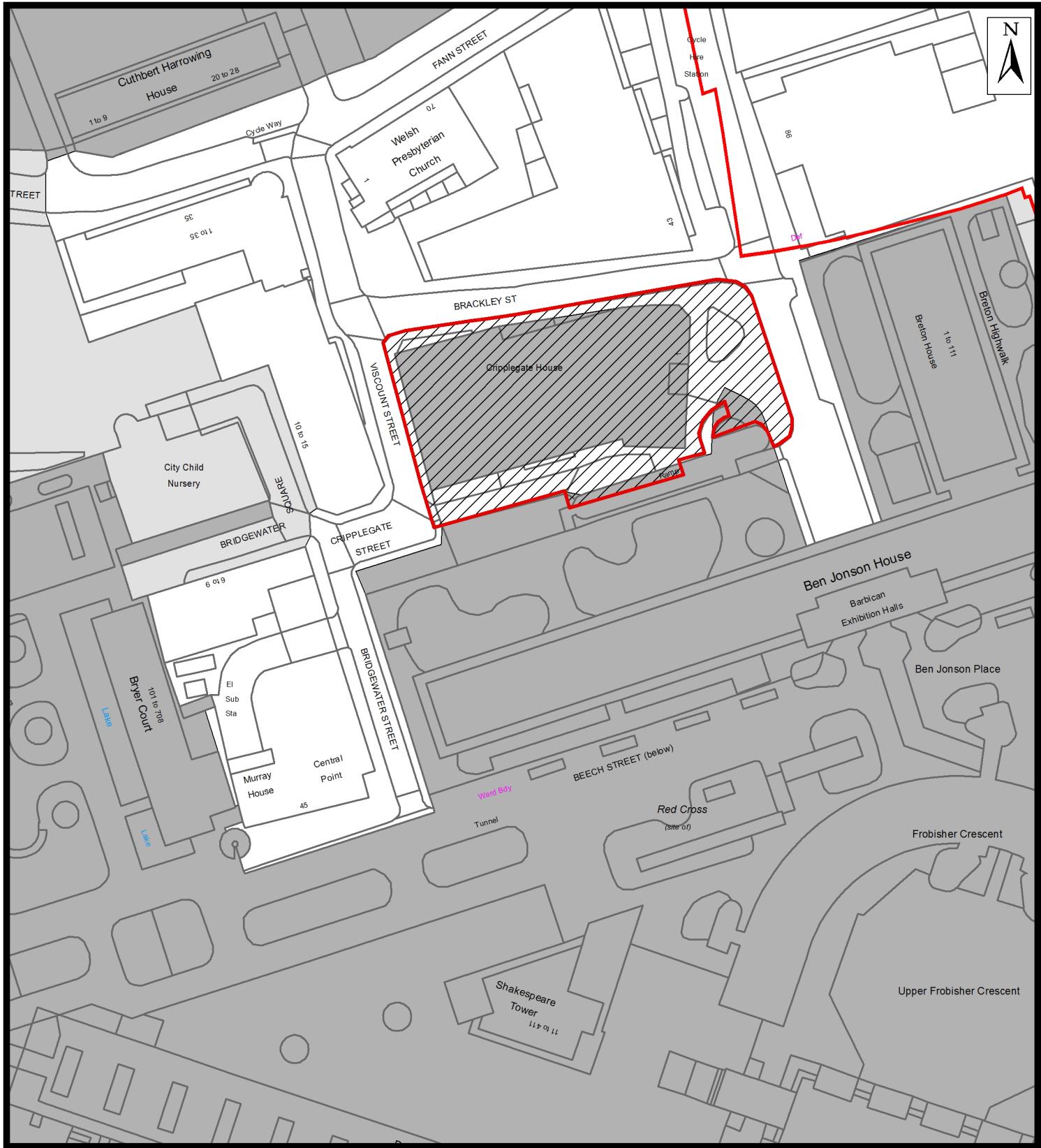
Recommendation

(1) That Listed Building Consent is granted for the above proposal in accordance with the details set out in the attached schedule, subject to:

a) Planning obligations and other agreements being entered into under Section 106 of the Town & Country Planning Act 1990 and Section 278 of the Highways Act 1980 in respect of those matters set out in the report, the decision notice not be issued until the Section 106 obligations have been executed.

(2) That your Officers be instructed to negotiate and execute obligations in respect of those matters set out in 'Planning Obligations' under Section 106 and any necessary agreements under Section 278 of the Highways Act 1980.

Site Location Plan



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ADDRESS:
1 Golden Lane

CASE No.
22/00203/LBC

- SITE LOCATION
- LISTED BUILDINGS
- CONSERVATION AREA BOUNDARY
- CITY OF LONDON BOUNDARY



Main Report

Please refer to 22/00202/FULMAJ for report

Relevant Local Plan Policies

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.

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.

DM12.3 Listed buildings

1. To resist the demolition of listed buildings.
2. To grant consent for the alteration or change of use of a listed building only where this would not detract from its special architectural or historic interest, character and significance or its setting.

SCHEDULE

APPLICATION: 22/00203/LBC

Cripplegate House 1 Golden Lane London

Alteration and extension of the existing office building (Class Eg(i)) incorporating a local community/cultural space (Class Eg(i)/F2) at ground floor; to include additional floorspace through upward and infill extensions (+2485sqm GIA uplift); altered and additional entrances; creation of office amenity terraces and plant enclosures; facade alterations including urban greening; new landscaping; and associated works.

CONDITIONS

- 1 The works hereby permitted must be begun before the expiration of three years from the date of this consent.
REASON: To ensure compliance with the terms of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2 All new works and finishes and works of making good to the retained fabric 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 consent.
REASON: To ensure the protection of the special architectural or historic interest of the building in accordance with the following policy of the Local Plan: DM12.3.
- 3 Before any works thereby affected are begun the following details 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) details of entrances;
 - (b) details of a typical bay on all facades;
 - (c) details of glazing and fenestration including replacement glazing to east facade;
 - (d) details of ground floor facades;
 - (e) details of Brackley Street facade;
 - (f) details of Viscount Street facade;
 - (g) details of Cripplegate Street facade;
 - (h) details of Golden Lane facade;
 - (i) details of junctions between historic Cripplegate Institute facade and proposed east, north and south elevations;
 - (j) details of parapets, balustrades, BMU cradles and other excrescences at roof level;
 - (k) details of external plant enclosures and plant;

- (l) details of external ducts, vents, louvres and extracts;
- (m) details of green walls and vertical landscaping;
- (n) Particulars and samples of materials to be used in all external surfaces of the building.

REASON: To ensure the protection of the special architectural or historic interest of the building in accordance with the following policy of the Local Plan: DM12.3.

- 4 Before any works thereby affected are begun details shall be provided of the proposed protective measures for retained historic fabric and features for the duration of works on site 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 and so retained thereafter.
REASON: To ensure the protection of the special architectural or historic interest of the building in accordance with the following policy of the Local Plan: DM12.3.
- 5 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 listed building consent:

GLD-HBA-XX-XX-DR-A-080100 P02; GLD-HBA-XX-XX-DR-A-080101 P02; GLD-HBA-XX-XX-DR-A-080102 P02; GLD-HBA-ZZ-00-DR-A-080130 P01; GLD-HBA-ZZ-01-DR-A-080131 P01; GLD-HBA-ZZ-02-DR-A-080132 P01; GLD-HBA-ZZ-04-DR-A-080134 P01; GLD-HBA-ZZ-07-DR-A-080137 P01; GLD-HBA-ZZ-08-DR-A-080138 P01; GLD-HBA-ZZ-09-DR-A-080139 P01; GLD-HBA-ZZ-RF-DR-A-080140 P01; GLD-HBA-ZZ-B1-DR-A-080141 P02; GLD-HBA-XX-00-DR-A-080150 P02; GLD-HBA-XX-00-DR-A-080151 P02; GLD-HBA-XX-00-DR-A-080152 P02; GLD-HBA-XX-00-DR-A-080153 P02; GLD-HBA-XX-00-DR-A-080154 P02; GLD-HBA-XX-00-DR-A-080155 P02; GLD-HBA-XX-00-DR-A-080156 P02; GLD-HBA-XX-00-DR-A-080157 P02; GLD-HBA-XX-00-DR-A-080158 P02; GLD-HBA-XX-00-DR-A-080159 P02; GLD-HBA-XX-00-DR-A-080160 P02; GLD-HBA-XX-00-DR-A-080161 P02; GLD-HBA-XX-00-DR-A-080162 P02; GLD-HBA-XX-00-DR-A-080163 P02; GLD-HBA-XX-00-DR-A-080164 P02; GLD-HBA-ZZ-XX-DR-A-080210 P01; GLD-HBA-ZZ-XX-DR-A-080211 P01; GLD-HBA-ZZ-XX-DR-A-080212 P01; GLD-HBA-ZZ-XX-DR-A-080213 P01; GLD-HBA-XX-XX-DR-A-080220 P03; GLD-HBA-XX-XX-DR-A-080221 P03; GLD-HBA-XX-XX-DR-A-080222 P03; GLD-HBA-XX-XX-DR-A-080223 P03; GLD-HBA-XX-XX-DR-A-080224 P02; GLD-HBA-XX-XX-DR-A-080225 P02; GLD-HBA-XX-XX-DR-A-080226 P02; GLD-HBA-XX-XX-DR-A-080227 P02; GLD-HBA-ZZ-XX-DR-A-080310 P01; GLD-HBA-ZZ-XX-DR-A-080311 P01; GLD-HBA-XX-XX-DR-A-080320 P02; GLD-HBA-XX-XX-DR-A-080321 P02; GLD-HBA-XX-XX-DR-A-080330 P02; GLD-HBA-XX-XX-DR-A-080331 P02; GLD-HBA-XX-00-DR-A-310400 P01; GLD-HBA-XX-00-DR-A-310401 P01.

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.