



AGENDA FOR THE PLANNING COMMITTEE

Members of Planning Committee are summoned to a meeting, which will be held in the Council Chamber, Town Hall, Upper Street, N1 2UD on **7 November 2017 at 7.30 pm.**

Yinka Owa
Director – Law and Governance

Enquiries to : Ola Adeoye
Tel : 020 7527 3044
E-mail : democracy@islington.gov.uk
Despatched : 30 October 2017

Welcome:

Members of the public are welcome to attend this meeting.

Consideration of Planning Applications – This is a formal agenda where decisions are taken on planning applications submitted to the Council. Public speaking rights on these items are limited to those wishing to comment on specific applications. **If you wish to speak at the meeting please register by calling the Planning Department on 020 7527 2278 or emailing enquiriesplanning@islington.gov.uk.**

Committee Membership

Wards

Substitute Members

Councillor Khan (Chair)	- Bunhill;	Councillor Chowdhury	- Barnsbury;
Councillor Donovan-Hart (Vice-Chair)	- Clerkenwell;	Councillor A Clarke-Perry	- St Peter's;
Councillor Nicholls	- Junction;	Councillor Williamson	- Tollington;
Councillor Fletcher	- St George's;	Councillor Gill	- St George's;
Councillor Court	- Clerkenwell;	Councillor Wayne	- Canonbury;
Councillor Picknell	- St Mary's;	Councillor Poyser	- Hillrise;
Councillor Gantly	- Highbury East;	Councillor O'Halloran	- Caledonian;
Councillor Kay	- Mildmay;	Councillor Turan	- St Mary's;
Councillor Ward	- St George's;	Councillor Webbe	- Bunhill;
Councillor Convery	- Caledonian;		

Quorum: 3 councillors



A.	Formal Matters	Page
1.	Introductions	
2.	Apologies for Absence	
3.	Declarations of Substitute Members	
4.	Declarations of Interest	

If you have a **Disclosable Pecuniary Interest*** in an item of business:

- if it is not yet on the council's register, you **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent;
- you may **choose** to declare a Disclosable Pecuniary Interest that is already in the register in the interests of openness and transparency.

In both the above cases, you **must** leave the room without participating in discussion of the item.

If you have a **personal** interest in an item of business **and** you intend to speak or vote on the item you **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent but you **may** participate in the discussion and vote on the item.

***(a)Employment, etc** - Any employment, office, trade, profession or vocation carried on for profit or gain.

(b) Sponsorship - Any payment or other financial benefit in respect of your expenses in carrying out duties as a member, or of your election; including from a trade union.

(c) Contracts - Any current contract for goods, services or works, between you or your partner (or a body in which one of you has a beneficial interest) and the council.

(d) Land - Any beneficial interest in land which is within the council's area.

(e) Licences- Any licence to occupy land in the council's area for a month or longer.

(f) Corporate tenancies - Any tenancy between the council and a body in which you or your partner have a beneficial interest.

(g) Securities - Any beneficial interest in securities of a body which has a place of business or land in the council's area, if the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body or of any one class of its issued share capital.

This applies to **all** members present at the meeting.

5.	Order of Business	1 - 4
6.	Minutes of Previous Meeting	5 - 12
7.	CHANGE IN MEMBERSHIP OF PLANNING SUB-COMMITTEE A 2017/18	
	<ul style="list-style-type: none"> • To note the appointments of Councillor Angela Picknell as Vice Chair of Planning Committee and Councillor Paul Convery as a member of Planning Committee for the remainder of the 2017/18 Municipal Year at 	

Council on 21 September 2017.

- To appoint Councillor Convery as a member of Planning Sub-Committee A for the remainder of the 2017/18 Municipal Year.

B.	Consideration of Planning Applications	Page
1.	17-23 BEAUMONT RISE, LONDON, N19 3AA	13 - 70
2.	ANDOVER ESTATE, BOUNDED BY DURHAM ROAD, MORAY ROAD, ANDOVER ROAD, HORNSEY ROAD, NEWINGTON BARROW WAY AND SEVEN SISTERS ROAD, LONDON, N7	71 - 174
3.	LADBROKE HOUSE, 62-66 HIGHBURY GROVE, LONDON, N5 2AD	175 - 218
4.	LEROY HOUSE, 436 ESSEX ROAD LONDON, N1 3QP	219 - 298
5.	SITE OF ELECTRICITY SUB STATION, OPPOSITE 15-27 GEE STREET & CAR PARK SPACES 90-98 GOSWELL ROAD,LONDON	299 - 364
6.	TUFNELL PARK PRIMARY SCHOOL, DALMENY ROAD (AND CARLETON ROAD), LONDON, N7 0HJ	365 - 426

C.	Consideration of other planning matters	Page
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D.	Urgent non-exempt items (if any)
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Any non-exempt items which the Chair agrees should be considered urgent by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.

Date of Next Meeting: Planning Committee, 5 December 2017

Please note all committee agendas, reports and minutes are available on the council's website:

www.democracy.islington.gov.uk

PROCEDURES FOR PLANNING COMMITTEE

Planning Committee Membership

The Planning Committee consists of ten locally elected members of the council who will decide on the applications for planning permission.

Order of Agenda

The Chair of the Planning Committee has discretion to bring forward items, or vary the order of the agenda, where there is a lot of public interest.

Consideration of the Application

After hearing from council officers about the main issues of the proposal and any information additional to the written report, the Chair will invite those objectors who have registered to speak for up to three minutes on any point relevant to the application. If more than one objector is present for any application then the Chair may request that a spokesperson should speak on behalf of all the objectors. The spokesperson should be selected before the meeting begins. The applicant will then be invited to address the meeting also for three minutes. These arrangements may be varied at the Chair's discretion.

Members of the Planning Committee will then discuss and vote to decide the application. The drawings forming the application are available for inspection by members during the discussion.

Please note that the Planning Committee will not be in a position to consider any additional material (e.g. further letters, plans, diagrams etc.) presented on that evening. Should you wish to provide any such information, please send this to the case officer a minimum of 24 hours before the meeting. If you submitted an objection but now feel that revisions or clarifications have addressed your earlier concerns, please write to inform us as soon as possible.

What Are Relevant Planning Objections?

The Planning Committee is required to decide on planning applications in accordance with the policies in the Development Plan unless there are compelling other reasons. The officer's report to the Planning Committee will refer to the relevant policies and evaluate the application against these policies. Loss of light, openness or privacy, disturbance to neighbouring properties from proposed intrusive uses, over development or the impact of proposed development in terms of size, scale, design or character on other buildings in the area, are relevant grounds for objection. Loss of property value, disturbance during building works and competition with existing uses are not. Loss of view is not a relevant ground for objection, however an unacceptable increase in sense of enclosure is.

For further information on how the Planning Committee operates and how to put your views to the Planning Committee please call Ola Adeoye on 020 7527 3044. If you wish to speak at the meeting please register by calling the Planning Department on 020 7527 2278 or emailing enquiriesplanning@islington.gov.uk.

COMMITTEE AGENDA

1 17 - 23 Beaumont Rise

London
N19 3AA

2 Andover Estate bounded by Durham Road, Moray Road, Andover Road, Hornsey Road, Newington Barrow Way and Seven Sisters Road, London N7

3 Ladbroke House
62 - 66 Highbury Grove
London
N5 2AD

4 Leroy House
436 Essex Road
LONDON
N1 3QP

5 Site of Electricity Sub Station Opposite 15 - 27 Gee Street & Car Park Spaces 90 - 98 Goswell Road
LONDON
EC1

6 Tufnell Park Primary School, Dalmeny Road (and Carleton Road), London, N7 0HJ.

1 17 - 23 Beaumont Rise

London
N19 3AA

Ward: Hillrise

Proposed Development: The demolition of an existing two storey building and the erection of two five storey buildings to provide 10 x 2-bed self-contained units and 17 supported living units, together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and a communal landscaped garden area.

Application Number: P2017/2330/FUL

Application Type: Full Planning (Council's Own)

Case Officer: Stefan Sanctuary

Name of Applicant: Islington Council - Mr Nick Gore

Recommendation:

2 Andover Estate bounded by Durham Road, Moray Road, Andover Road, Hornsey Road, Newington Barrow Way and Seven Sisters Road, London N7

Ward: Finsbury Park

Proposed Development: Hybrid planning application involving Outline consent for the phased redevelopment of the Andover Estate allowing for the erection of buildings up to 6 storeys to provide a gross total of 199 new dwellings (comprising 22 x 1 bedroom dwelling; 133 x 2 bedroom dwelling; 43 x 3 bedroom dwellings; 1 x 4 bedroom dwelling); up to 5159 sqm of affordable workspace (Use Class B1), 87sqm of flexible use space (Class A1/A3/B1/D1), estate-wide public realm and landscape improvements, including new children's play space; reconfiguration of existing estate-wide car parking; and provision of up to 763 cycle parking spaces. The application also involves detailed consent for the development of 64 residential units (comprised of 19 x 1 bedroom flats, 31 x 2 bedroom flats and 14 x 3 bedroom houses) across 6 infill sites and reconfiguration of existing dwellings and garages to reprovide 6 dwellings); public realm improvements including new landscaping and play facilities, 87sqm of flexible use space (Class A 1/A3/B 1/DI); 618 sqm affordable workspace (Use Class BI) and associated hard & soft landscaping, reconfiguration of existing estate-wide car parking; and provision of a minimum of 162 cycle parking spaces.

Application Number: P2017/2065/FUL

Application Type: Full Planning (Council's Own)

Case Officer: Stefan Sanctuary

Name of Applicant: Islington Council Rosemary Jenkins

Recommendation:

**3 Ladbroke House
62 - 66 Highbury Grove
London
N5 2AD**

Ward: Highbury East

Proposed Development: Removal of part of the internal central and southern section of the existing 5 storey (plus basement) building, and its replacement with a 3 storey (plus basement) extension and third floor roof amenity space; provision of replacement doors and windows to include ventilation louvres; reinstatement of door on Highbury Grove frontage; provision of bicycle storage along Highbury Grove frontage; provision of bicycle and bin storage and new fence along Kelvin Road frontage; new glazed roof on single storey extension to the south; removal of the existing single storey structure on roof, extension of two existing stair cores and lift overrun, and provision of new balustrade, photovoltaic panels and sedum roof at roof level in order to facilitate the use of the building as a specialist Class D1 sixth form school.

Application Number: P2017/3006/FUL

Application Type: Full Planning Application

Case Officer: Amanda Peck

Name of Applicant: See below

Recommendation:

**4 Leroy House
436 Essex Road
LONDON
N1 3QP**

Ward: Canonbury

Proposed Development: Extensions to the existing building, including an additional storey above existing building and part 4-, part 5-storey extension over car park, to provide office, workshop and studio space with an ancillary cafe, together with hard and soft landscaping

Application Number: P2017/3081/FUL

Application Type: Full Planning Application

Case Officer: Victor Grayson

Name of Applicant: Workspace 14 Ltd.

Recommendation:

**5 Site of Electricity Sub Station Opposite 15 - 27 Gee Street &
Car Park Spaces 90 - 98 Goswell Road
LONDON
EC1**

Ward: Bunhill

Proposed Development: Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 4,050 sqm (GIA) office (Use Class B1a) floorspace .

Application Number: P2017/3389/FUL

Application Type: Full Planning Application

Case Officer: Simon Greenwood

Name of Applicant: Chait Investment Corporation Ltd

Recommendation:

6 Tufnell Park Primary School, Dalmeny Road (and Carleton Road), London, N7 0HJ.

Ward: St. Georges

Proposed Development: Demolition of the existing school buildings and erection of a new part two/part three-storey primary school building in brick along with associated landscaping works including the removal/replacement of trees, provision of new play space and multi-use games area, alterations to the existing site fencing/boundaries, provision of a refuse store, alterations to existing parking, as well as the provision of a temporary two-storey building in the north western corner of the site for use as classrooms during the construction process [Revised Drawings].

Application Number: P2017/2822/FUL

Application Type: Full Planning Application

Case Officer: John Kaimakamis

Name of Applicant: Morgan Sindall [Construction] Plc on behalf of LBI Children's Services Dept

Recommendation:

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London Borough of Islington

Planning Committee - 9 October 2017

Minutes of the meeting of the Planning Committee held at Council Chamber, Town Hall, Upper Street, N1 2UD on 9 October 2017 at 7.30 pm.

Present: **Councillors:** Picknell (Vice-Chair), Nicholls, Fletcher, Court, Convery, Gantly, Kay and Ward

Councillor Picknell in the Chair

317 INTRODUCTIONS (Item 1)

Councillor Picknell welcomed everyone to the meeting. Members of the Committee and officers introduced themselves and the Chair outlined the procedures for the meeting.

318 APOLOGIES FOR ABSENCE (Item 2)

Apologies were received from Councillors Khan and Donovan-Hart.

319 DECLARATIONS OF SUBSTITUTE MEMBERS (Item 3)

Councillor Picknell substituted for Councillor Khan as the Chair of the meeting.

320 DECLARATIONS OF INTEREST (Item 4)

Councillor Kay declared a personal interest in Item B23, Land to the rear of 2 Melody Lane.

Councillors Kay and Gantly did not participate during the deliberation of the item nor involved in the voting.

Councillor Gantly in his capacity as a ward councillor representing his constituents spoke against the application.

321 ORDER OF BUSINESS (Item 5)

The order of business would be B2, B3,B4,B5 and B1.

322 MINUTES OF PREVIOUS MEETING (Item 6)

RESOLVED:

That the minutes of the meeting held on 7 September be confirmed as an accurate record of proceedings and the Chair be authorised to sign them.

323

210-218 OLD STREET, 70-100 CITY ROAD, 32-37 FEATHERSTONE STREET & 13-15 MALLOW STREET, LONDON EC1 (Item B1)

Change of use of 990sqm of office (Use Class B1(a)) floorspace at basement level beneath The White Collar Factory, and 177sqm of restaurant (Use Class A3) floorspace at ground floor level fronting Featherstone Street to create 1167sqm of Sui-Generis floorspace to provide a food and beverage based business enterprise and training company, along with the provision of 348sqm of existing office (B1(a)) floorspace at first and second floors of Building 3 of the White Collar Factory fronting City Road as affordable workspace for a period of 20 years.

(Planning application number: P2017/1739/FUL)

In the discussion the following points were made:

- The Planning Officer informed the Committee of a typographical in the report , paragraph 4.8 which referred to 20 years of affordable workspace provision instead of 15 years.
- The Planning Officer advised that the report erroneously read 'Long Room' when it should have been 'The Long Table' at Condition 8.
- Planning Officer advised that with regard to the loss of office floor space and change of use, the applicant had been able to demonstrate with evidence the unsuccessful marketing of the basement space.
- The Planning Officer indicated that benefits of the scheme such as the extensive formal training for young people and job opportunities outweigh the shortcomings of the proposed development such as loss of office space and the potential adverse impacts on neighbouring properties.
- In response to a question, the agent acknowledged that employees would be paid National Living wage rather than National Minimum wage.

Councillor Picknell proposed a motion to grant planning permission.

This was seconded by Councillor Fletcher and carried.

RESOLVED:

That planning permission be granted subject to the conditions set out in Appendix 1 of the officer report and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1 of the officer report.

324

LAND TO THE REAR OF 2 MELODY LANE, LONDON, N5 2BQ (Item B2)

Demolition of existing buildings and construction of 7 residential dwellings (Use Class C3) and new 3 storey (plus basement levels) 1,419sqm self-storage building (Use Class B8), with landscaping, access and associated works.

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(Planning application number: P2016/1344/FUL)

In the discussion the following points were made:

- The Planning Officer advised Members that application was deferred at previous meeting to enable officers assess the status of the building in the rear garden of 136 Aberdeen Park and also the distances to the houses in Aberdeen Park.
- Members were advised that the outbuilding is an ancillary residential accommodation rather than a separate planning unit and that there were no issues regarding its impact on the daylight, sunlight, privacy or outlook of the building.
- The Planning Officer advised Members that paragraph 10.119 on page 94 should be amended to reflect the correct distance of 13.6metres and not 14.5-16.4 metres away from the neighbouring dwellings at 6-22 Melody Lane.
- In response to Councillor Gantly's concerns about fire safety especially in light of the fire incident at a self-storage facility in Tottenham, the Planning Officer advised that London Fire Brigade had responded to the application and had raised no objections to the proposal.
- With regard to concerns about the lack of an adequate turning circle for refuse vehicles in Melody Lane, the Planning Officer advised that the proposed vehicle turning arrangements would assist in providing a vehicle turning space for larger vehicles and that the proposal would result in a much better improvement on the existing arrangements.
- The agent informed Members that the proposal would result in the redevelopment of an outdated self-storage facility and that having worked in conjunction with Planning Officers, the proposal being policy compliant would result in a financial contribution to the provision of off-site affordable housing.

Councillor Fletcher proposed a motion to grant planning permission.

This was seconded by Councillor Nicholls and carried.

RESOLVED:

That planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1 of the officer report.

325 LASER HOUSE, 132-140 GOSWELL ROAD, LONDON, EC1Y 8AE (Item B3)

Partial demolition of rooftop structures and retention of the existing building along with the construction of a three-storey extension to the existing building and new three-storey infill building to the corner of Goswell Rd and Pear Tree Street resulting in a part 3, part 4, part 5, part 6-storey building including internal reconfiguration and refurbishment of the existing facades to provide for 8,465 square metres (GIA) of office floorspace (Use Class B1(a)), 84 square metres (GIA) of flexible gallery/exhibition/office floorspace (Use Class B1/D1) on the first floor of the new three-storey infill building, and 677 square metres (GIA) of flexible

Planning Committee - 9 October 2017

retail/office floorspace (Use Class A1/B1(a)) along with associated access arrangements, cycle parking, refuse storage and ancillary works.

(Planning application number: P2017/1103/FUL)

In the discussion the following points were made:

- The Planning Officer advised Committee of a correction to paragraph 7.3 on page 140 which indicated 7 letters of support instead of 23 and 3 letters of objections.
- The Planning Officer advised Committee that the revised scheme had reduced the extent of sunlight and daylight loss especially to the north along Pear Tree street which was in excess of BRE guidelines. Members were advised that changes introduced include setting back the external loft and the infill building; the removal of the open terraces and the amendment to the roof plan.
- Neighbouring residents were concerned with the scale of the proposal as it would impact the amenity of residents. Privacy concerns, noise pollution and the scheme being out of character of the area were also noted.
- In response to resident's concerns about overlooking and loss of privacy to residents along Pear Street, the Planning Officer reminded Members that overlooking from office use to residential use was not similar to a habitable room overlooking a habitable room.
- On concerns that the proposal was inappropriate in terms of height, scale and bulk, Members were advised that the part 3, part 4, part 5, part 6 storey building was not out of place, similar to others in the locality. In addition the Officer noted that the proposed extensions had been designed in a manner to complement the existing building and setback from the street frontage so as to minimise the impact on neighbouring properties.
- In response to a question on whether the plant could be relocated from the roof to the basement, the agent advised the Committee that this was to allow the basement be used for small and medium enterprises.
- In response to Members concern of the levels of daylight and sunlight loss to adjoining properties, the agent advised that the BRE test was more strictly applied to developments in suburbia, compared to central London locations.
- The agent informed Members that the revised proposal had been developed in conjunction with Planning Officers, was policy compliant, providing over 500 jobs and would be making a financial contribution towards off-site affordable housing.
- Members welcomed the provision and improvement of workspaces but were concerned with the impact on adjoining properties.

Councillor Convery proposed a motion to refuse planning permission on the grounds that the proposal would impact the amenity of neighbouring residents.

This was seconded by Councillor Picknell and carried.

RESOLVED:

That planning permission be refused for the reasons set out above, the wording of which was delegated to officers in conjunction with the chair.

326 **PARK VIEW ESTATE, COLLINS ROAD, LONDON, N5 (Item B4)**

The construction of 40 new dwelling units comprising of 8 x 1B2P units, 3 x 2B3P units, 27 x 2B4P units and 2 x 3B5P units with associated amenity space and 41.8sqm of community use floorspace, provided in six new residential blocks ranging from 2 to 6 storeys in height, along with bicycle storage, improvements to the public realm, and the demolition of existing garages and storage units.

(Planning application number: P2017/2444/FUL)

In the discussion the following points were made:

- The Planning Officer updated Members that since publication of the agenda Building Control had confirmed that it had no objections to the scheme being proposed subject to appropriate fire safety measures in line with Building Regulations.
- Condition 6 on page 253 'states that there shall be 4 units built to meet M4(3) and then states 2 x 2B3P and 3 x B4P, which is 5 units'. This should state 2 x 2B4P, to make 4 units in total.
- The Planning Officer informed the Committee of a typographical error in condition 11, which erroneously stated that the Energy Strategy was produced by Baily Garner instead of Calford Seaden in September 2017.
- In response to objectors concern about building on existing green space, the Planning Officer advised that the scheme would provide a significant improvement to private, semi-private open space and communal garden space which would be an enhancement to the amenity of local residents.
- In response to Members concern with the dwelling mix, the Planning Officer indicated that the proposed dwelling mix was considered acceptable given current demand for housing.
- The meeting was informed that the proposal had been amended to alleviate concerns about overlooking, privacy and daylight and sunlight loss. The Officer also informed Members that 9 new trees would be planted to replace the trees that are lost due to the scheme.
- Members welcomed the scheme as it would deliver high quality residential accommodation including family-sized homes and improve the public realm. Also importantly the development would deliver a significant increase in accordance with London Plan (Policy 3.3) and Islington Planning Policies

RESOLVED:

That planning permission be granted subject to the conditions set out in Appendix 1 of the officer report and conditional upon the prior completion of a Directors' Agreement securing the head of terms as set out in Appendix 1.

327 SYCAMORE HOUSE, 5 SYCAMORE STREET, LONDON, EC1Y 0SR (Item B5)

Demolition of existing B1 office building and erection of a replacement 7-storey (plus basement) B1 office building comprising 2,337sqm (GIA) / 1,776sqm (NIA) of office floorspace.

(Planning application number: P2016/4807/FUL)

In the discussion the following points were made:

- The Planning Officer advised that since publication of the committee report, the council had received a further 4 letters of objections from parties who had previously objected in response to the council's initial consultation.
- The Planning Officer informed Members that the table following paragraph 10.92 (page 310) of the committee report erroneously identified window "Third – W1" as failing the Vertical Sky Component test, however it does in fact pass. Therefore, paragraph 10.93 should state that seven (not eight) of the 18 tested residential windows would fail VSC, and that six (not seven) of these failures are in the 0.7 to 0.79 range.
- Members were informed that the tree referred to at paragraphs 10.25 (page 295), 10.113 (page 314) and 10.162 (page 323) is a Plane tree, not a Sycamore.
- Objectors were concerned with issues of overbearing bulk and massing; that the proposal would not contribute positively to the conservation area or setting of the Golden Lane Estate. Neighbouring residents were concerned that no assessment regarding impacts on rights to light had been undertaken or consultation with neighbouring residents throughout the planning process.
- In response to residents concern about the significant loss of daylight and sunlight, the Planning Officer acknowledged that there would be some loss, however given the use of the building its impact was not deemed sufficient to refuse planning application.
- The agent informed Members that the proposal would result in a higher quality, more accessible and more flexible employment space than what the existing buildings currently provides. The agent advised that the revisions had taken into consideration concerns raised by the Design Review Panel.
- Members suggested that developers and agent should ensure that consultation with residents is undertaken as it is important that their views are taken on board.
- With regards to residents concerns about loss of privacy and overlooking from the scheme, Members agreed that the decision to ascertain which of the windows to be obscure-glazed be delegated to Officers.

Planning Committee - 9 October 2017

Councillor Picknell proposed a motion to grant planning permission subject to Officers drafting the condition with regards to which of the windows in the scheme to be obscure glazed. This was seconded by Councillor Ward and carried.

RESOLVED:

That planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report plus the amendments set out within the report and the additional condition outlined above; and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1 of the officer outlined above.

The meeting ended at 10.45 pm

CHAIR

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PLANNING COMMITTEE REPORT

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

PLANNING COMMITTEE		AGENDA ITEM NO: B1
Date:	7th November 2017	
Application number	P2017/2330/FUL	
Application type	Full Planning Application	
Ward	Hillrise Ward	
Listed building	N/A	
Conservation area	None	
Development Plan Context	Major Cycle Route (within 50 of the site)	
Licensing Implications	None	
Site Address	17-23 Beaumont Rise (Elthorne Community Care Centre), London, N19 3AA	
Proposal	The demolition of an existing two storey building and the erection of two five storey buildings to provide 10 x 2-bed self-contained flats and 17 supported living units (C2 Use), together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and a communal landscaped garden area.	
Case Officer	Stefan Sanctuary	
Applicant	Nick Gore - New Build and Regeneration Team, London Borough of Islington.	
Agent	Roger Stong – Islington Architects	

1 RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a Directors' Agreement securing the Heads of Terms as set out in Appendix 1.

2 SITE PLAN (SITE OUTLINED IN RED)



3 PHOTOS OF SITE/STREET

Photograph 1: Aerial View of Site looking north



Photograph 2: View of Site from Beaumont Rise



Photograph 3: View of Site looking south



Photograph 4: View of site looking east



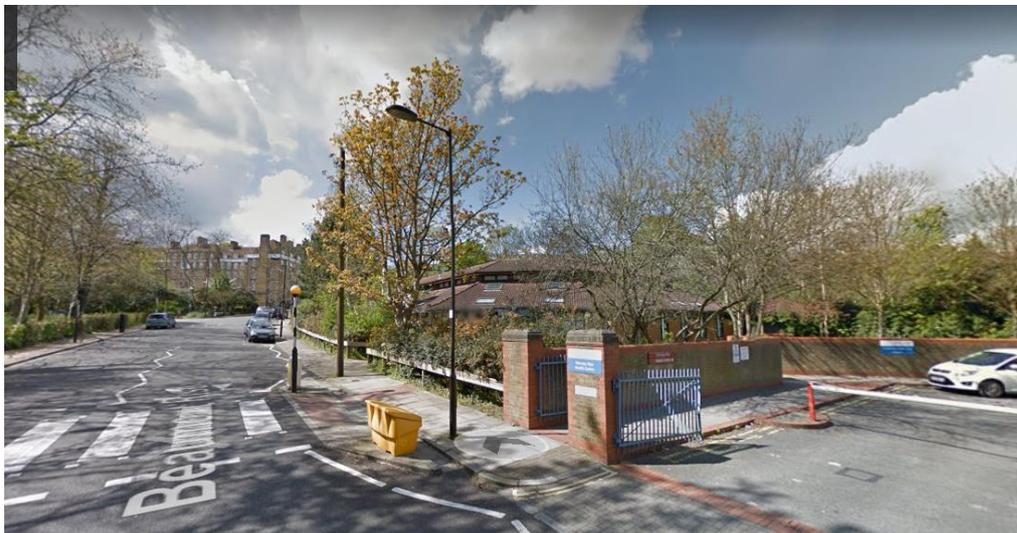
Photograph 5: View of Site looking north-west



Photograph 6: View of site from Health Centre Car Park



Photograph 7: View from Beaumont Rise looking north



4

SUMMARY

- 4.1 The application proposes the demolition of an existing single storey building at 17-23 Beaumont Rise and the erection of two five storey buildings to (C2 Use) provide 10 x 2-bed self-contained dwellings and 17 supported living units, together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and a communal landscaped garden area.
- 4.2 The proposal provides good quality affordable housing, supported accommodation as well as private housing which is considered to contribute towards delivering mixed and balanced communities. The offer of 17No. supported housing units, 2No. social rented, 2No. intermediate units and 6No. private sale units delivers a good mix of tenures and is considered to be acceptable and in accordance with planning policy. In land use terms, the proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policies DM3.8 and 4.12.
- 4.3 The two proposed buildings have well-articulated and composed facades and are considered to work well together as an architectural piece. Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed, incorporating inclusive design principles, in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.
- 4.4 The proposal retains a large amount of green space on site with a significant variety of plant and tree species. It is considered that the proposal would enhance the overall ecological value of the site. The application also includes the provision of good quality amenity space for residents. The proposal is thus considered to be in accordance with Core Strategy Policy CS15 and Development Management Policy DM6.3.
- 4.5 The proposal would not result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety and security. The development would result in the delivery of high quality residential accommodation with well-considered internal layouts, good levels of natural light and a significant amount of private and communal amenity space.
- 4.6 The application proposes a sustainable form of development which would suitably minimise carbon emissions. Furthermore, the proposal's transportation and highways impacts are considered to be acceptable. The proposal is considered to be acceptable and is recommended for approval subject to conditions and the completion of a Directors' Agreement to secure the necessary mitigation measures.

5

SITE AND SURROUNDINGS

- 5.1 The application site is in Hillrise Ward and is located on the north-eastern side of Beaumont Rise. The site is occupied by a two-storey 'neighbourhood centre' building, which was constructed in the 1980s and is currently vacant. The building is not of any architectural value but been designated an asset of community value. The building is set back from the street behind an area of planted landscaping, which includes a mature hedge and trees. The eastern part of the site comprises an open landscaped area with numerous trees and shrubs.

5.2 The site forms part of a group of community buildings and the surrounding area comprises a mix of community and residential properties. Adjacent to the east of the site is the Hornsey Rise Health Centre, while to the northeast of the site is a Children's Daycare Centre. To the north and northwest of the site is Margaret Macmillan Nursery School, the gardens for which are designated as a SINC (Site of Interest for Nature Conservation) – Local level. Directly adjacent to the west of the site is a community allotment garden on land which slopes up from the site. To the south and southwest of the site on the opposite side of Beaumont Rise and Sunnyside Road are Elthorne Park and Sunnyside Gardens which are designated as public open space and a SINC – Borough Grade 2.

5.3 The area is served by several good walking and cycling routes as well as bus stops on Hornsey and Beaumont Rise. A public footpath passes along the south-east side of the site connecting Beaumont Rise with Hornsey Rise. Two rail stations, Archway and Crouch Hill, are within walking distance of the site and the site has a PTAL rating of 4.

6 PROPOSAL (IN DETAIL)

6.1 The application proposes the demolition of an existing low-rise building and the erection of two five storey buildings to provide 10 x 2-bed self-contained units and 17 supported living units (C2 Use), together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and a communal landscaped garden area.



6.2 Block One addresses the street and is a five storey building with self-contained accommodation. The building is set behind an area of defensible green space and is accessed via a timber decked path from Beaumont Rise. The front elevation contains entrances to the two ground floor dwellings and the main entrance which provides access to the lift and stair core. The upper levels each contain two further dwellings.



6.3 Block Two is set back from the street is accessed via a communal landscaped garden. A single-storey structure containing communal living area is positioned in front of the five storey building residential building. A front entrance provides access to a lift and stair core from which ancillary office, meeting room, storage and staff kitchen facilities are accessed. The ground floor also contains a wheelchair accessible studio unit. The upper levels of this building each contain four self-contained studio units for supported living.

6.4 To the rear of the site is a communal garden area with soft landscaping, hardstanding, seating as well as bicycle storage. Each of the two buildings has its own dedicated refuse and recycling storage facilities.

7 RELEVANT HISTORY:

PLANNING APPLICATIONS:

The following previous planning applications relating to the application site are considered relevant to the current pre-application proposal:

- The construction of a 2 storey building to provide a Local Authority Neighbourhood Centre and associated garden yard and parking space was approved on the 11th October 1983. This permission included a condition that restricted the use of the building for the Council only. (App ref. 831632)
- The erection of timber glazed front entrance porch was approved on the 3rd December 1986. (App ref. 861517)
- The erection of single storey annexe building, ground floor extension to existing neighbourhood office and a rear escape stair and minor alterations was approved on the 18th March 1991 (App Ref. 901184)

PRE-APPLICATION ADVICE:

7.1 The proposal has been subject to ongoing pre-application discussions throughout the last 2 years. The points raised at pre-application stage have informed the design of

the scheme being considered here. The following are the most important improvements that have arisen as a result of pre-application discussions:

- The proposal is now mixed tenure incorporating C2 as well as C3 use residential accommodation.
- The wheelchair accessible unit has now been incorporated into Block Two rather than being a stand-alone unit.
- The ground floor of both front elevations has been increased in height and the facades are a more coherent design.
- The quality of accommodation proposed in terms of natural lighting and access to amenity space has been improved.
- There is now greater tree retention on site and an improved tree replacement strategy.

ENFORCEMENT

7.2 None relevant

8 CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 217 properties in the vicinity of the site on Hornsey Rise, Beaumont Rise, Cromartie Road and Sunnyside Road on the 3rd July 2017. A site notice and a press advert were also displayed on 6th July 2017. The public consultation on the application therefore expired on 27th July 2017. However, it is the Council's practice to continue to consider representations made up until the date of a decision.

8.2 At the time of the writing of this report a total of 14 responses had been received from the public with regard to the application. The responses consist of 10 objections, 2 letters of general interest and 2 of support. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets).

8.3 The following objections have been received:

- The building has been designated an asset of community value and alternative uses should be explored before considering demolition [*paragraphs 10.11 – 10.16*];
- The proposed five storey buildings are too tall and would blight the area [*10.35 – 10.45*];
- The proposal does not provide sufficient affordable housing in an area of housing need [*10.19 – 10.28*];
- The proposal would result in overcrowding [*10.46 – 10.49*];
- The proposal would result in a lack of privacy and increased sense of enclosure for neighbouring residential occupiers [*10.68 – 10.79*];

- The proposed development would result in a loss of daylight and sunlight to existing residential properties in the vicinity [10.68 – 10.75];
- The buildings proposed are out of keeping with the character of the surrounding area [10.35 – 10.45];
- The proposal would seriously undermine the cohesion of the local community and lead to an increase in crime and anti-social behaviour [10.13 – 10.16 & 10.76 – 10.77];
- A home for people with mental health needs would overlook a nursery which is unacceptable [10.74 – 10.75];
- The proposal threatens the health and life of existing trees [10.60 – 10.68];
- There are already too many people with mental health needs in the local area [10.13 – 10.16];
- The site should be retained as a community use as many local / community facilities in the area have already been lost in recent year [10.10 – 10.17];
- The proposal will exacerbate existing lack of parking and overcrowding [10.46 – 10.49 & 10.119 – 10.122];
- The proposal will result in unmanageable pressure on existing infrastructure such as health care and education [10.124 – 10.127].

8.4 The following is a list of general comments in response to the proposal:

- The proposal is supported as long as the pedestrian route between Hornsey Rise and Beaumont Rise is maintained [10.117];
- It is not clear how the supported accommodation would be supervised on a 24-hour basis [10.77 – 10.78];
- The comments made at consultation exercises have not been listened to as the proposal remains unchanged [7.1 – 8.27];
- The proposed affordable housing units are just going to be unaffordable buy-to-let-investments [10.19 – 10.28];

8.5 The following is a list of the comments in support of the proposal:

- In general support of the proposal as it would enhance the surrounding area;
- Proposals for supported and social housing should be supported.

Applicant's consultation

8.6 The applicant, Islington Housing Strategy and Regeneration have carried out extensive consultation with members of the local community and have carried out a number of drop-in sessions.

8.7 Some of the residents' input at these meetings has informed the final design of the proposal, however the main objection from residents, that there are already too much 'supported' accommodation in the local area has not been addressed.

External Consultees

- 8.8 **Crime Prevention Officer** – raised no objection as long as the principles of Secured by Design are adhered to.
- 8.9 **UK Power Networks** – raised no objection.
- 8.10 **London Fire & Emergency Planning** - satisfied with the details submitted, subject to compliance with Building Regulations.
- 8.11 **Thames Water** – No objection, subject to conditions and informatives requiring details of sewerage infrastructure, surface water drainage, water infrastructure and impact piling.

Internal Consultees

- 8.12 **Access Officer** - The Access Officer requested full justification for the proposal to secure the perimeter and the removal of public access from the courtyard space. This has now been provided. While the access officer still objects to the principle of securing the perimeter, a full assessment and justification is provided in the body of this report.

The incorporation of a number of inclusive design measures was also requested including the following:

- step-free access to communal landscaped areas,
- the provision of electric scooter storage,
- accessible cycle storage;
- compliance with Category 2 / Lifetime Homes standards;
- fully accessible amenity facilities.

All these measures have been incorporated in the design of the proposal or will be required by condition.

- 8.13 **Planning Policy** – the policy team raised no objection to the proposal at pre-application stage subject to evidence being provided that there was no demand for the existing use. The planning application is supported.
- 8.14 **Design and Conservation Officer** – have been involved in the proposal from the outset and following initial concerns over the use of GRC, are now in a position to support the proposal. Comments from the D&C team at pre-application stage have resulted in significant improvements to the proposal such as more coherent elevations and an improvement to the design of the ground floor.
- 8.15 **Energy Officer** - The Energy Officer initially requested the following additional information:
- Further clarification regarding BREEAM water efficiency standards.
 - Further discussion of and potential improvements to energy efficiency parameters / specifications, and heat charging arrangements.

- Heating and hot water supply to commercial unit;
- Additional details of solar PV system and consideration of increased output;
- Submission of a Draft GPP.

A revised Energy / Sustainability Statement with appended feasibility studies has been submitted. The revised strategy deals with the issues previously raised and conditions are recommended to secure these changes (*conditions 8 and 12*).

- 8.16 **Sustainability Officer** – raised no objections to the proposal subject to appropriate conditions on sustainability (*conditions 9-11*).
- 8.17 **Transport Planning Officer** – no issues were raised.
- 8.18 **Highways** – standard clauses and conditions apply. All highways works to be carried out by the highways team. Demarcations of what is housing and highways land is needed, as well a draft of the Construction Management Plan.
- 8.19 **Parks and Open Spaces** – the overhang needs to be addressed. This is discussed in more detail within the report and officers consider that this has been resolved
- 8.20 **Tree Preservation / Landscape Officer** – no objections were raised subject to appropriate conditions on landscaping and tree protection (*conditions 13-15*).
- 8.21 **Biodiversity and Nature Conservation** – no objections subject to bird boxes being installed and landscaping to maximise biodiversity (*condition 21*).
- 8.22 **Refuse and Recycling** – no objections or issues raised subject to adherence to Islington guidance.
- 8.23 **Public Protection** – No objections raised subject to conditions on air pollution, sound insulation, air quality and construction management (*conditions 16, 17, 19 and 20*).

Other Consultees

- 8.24 **The 20th Century Society** – Support the design of the proposal
- 8.25 **Emily Thornberry MP for Islington and South Finsbury** – raised no objection to the proposal.
- 8.26 **Members' Pre-application Forum** – the proposal was presented and discussed at Members' Forum on the 21st July 2015.
- 8.27 **Design Review Panel** – At application stage the proposal was considered by the Design Review Panel on the 13th September 2017. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The panel's observations are attached at Appendix 3 but the main points raised in the review are summarised below. The following points are split into two categories:

Design and materials

- They considered the massing to be acceptable, although felt that in order to properly assess this, a 3D model showing the relationship of the new blocks with each other and neighbouring buildings would be required before a final assessment can be given.

- They suggested that a subtle differentiation in the colour of the cladding between the two blocks (both tiles and concrete panels) could help make the development feel less monolithic, as they would appear more distinctly as separate buildings.
- Notwithstanding this point, they expressed concerns over the longevity of the proposed cladding materials, pointing out that GRC in certain instances has been known to weather badly and the light shade chosen would likely exacerbate the appearance of any staining or discolouration. Similarly, tiles may break and not be replaced. This could considerably diminish the quality of the design in a relatively short space of time. They suggested that if officers were minded to support the scheme, the detailing should be carefully considered to ensure these concerns were addressed.
- With regards to the treatment of the flank elevation of Block 1, although they did not raise objections to the proposed artwork, they suggested that different articulation strategies, such as expressing the jointing of the concrete panels or a bespoke texture/sculptural mould, might provide a more integrated and successful solution than a mural.
- It was also noted that the large expanses of glazing per unit on the front elevation of Block 2 could result in large expanses of curtains – despite the frontage being recessed, exposure from front on would still be considerable. Therefore, they advised that the design approach needed to take greater account of personal control of privacy and that this should be incorporated within an integrated proposal with the glazing and façade.

Accommodation

- A slight reconfiguration of the ground floor accommodation of Block 1 was felt to be advantageous – if these units were accessed from the lobby rather than externally, larger private terraces could be provided and the floorplans would be more efficient (as they are on the upper floors).
- Similarly, they queried whether flipping the plan of the ground floor studio flat in Block 2 could help to resolve numerous issues. In the current proposals, the living room would be overlooked by the outdoor communal area; particularly the ‘charging point’ which could become an area with a tendency for people to congregate. Locating the toilet here may therefore be better and this would also resolve the need for the unfortunate single storey projection. If ultimately the projection is deemed to be necessary, then with the plan flipped it would be a bay window to the living area and therefore give a better quality outlook onto a more private garden patio at the rear.

8.28 A response to the Design Review Panel is provided in the design and appearance section of this report.

9 RELEVANT POLICIES

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

National Guidance

9.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this

and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals. Since March 2014 planning practice guidance for England has been published online.

Development Plan

- 9.2 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 9.3 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013.
- Major Cycle Routes
 - Within 50m of a Local Site of Importance for Nature Conservation (SINC)

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10 ASSESSMENT

- 10.1 The main issues arising from this proposal relate to:

- Land use
- Affordable housing (and financial viability)
- Design and Appearance
- Density
- Accessibility
- Open Space and Landscaping
- Neighbouring amenity
- Quality of residential accommodation
- Dwelling mix
- Energy conservation and sustainability
- Highways and transportation
- Planning obligations/mitigations

Land Use

- 10.2 The application site is not located in an area of specific policy designation. As such, the following planning policies are of particular importance in assessing the principle of the planning application: London Plan Policy 2.9 (Inner London), Policy 3.3 (Increasing Housing Supply); Policy 3.8 (Housing Choice), Policy 3.9 (Mixed and Balanced Communities), and Policy 3.16 (Protection and Enhancement of Social Infrastructure); Islington Core Strategy Policy CS8 (Enhancing Islington's character), Policy CS12 (Meeting the housing challenge); and Development Management Policy 3.8 (Sheltered housing and care homes) and 4.12 (Social and strategic infrastructure and cultural facilities).

London Plan

- 10.3 London Plan Policy 3.3 states that boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target and to identify and seek to enable development capacity to be brought forward to meet these targets having regard to the other policies of the London Plan and in particular the potential to realise brownfield housing capacity through sensitive renewal of existing residential areas.
- 10.4 In accordance with Policy 2.9, London boroughs and other stakeholders should, work to realise the potential of inner London in ways that sustain and enhance its recent economic and demographic growth while also improving its distinct environment, neighbourhoods and public realm, supporting and sustaining existing and new communities, addressing its unique concentrations of deprivation, ensuring the availability of appropriate workspaces for the area's changing economy and improving quality of life and health for those living, working, studying or visiting there.
- 10.5 Policy 3.9 (Mixed and Balanced Communities) states that communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.
- 10.6 Development proposals which provide high quality social infrastructure will be supported in light of local and strategic social infrastructure needs assessments in accordance with Policy 3.16 of the London Plan. Proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for reprovision should be resisted. The suitability of redundant social infrastructure premises for other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered.

Islington Policies

- 10.7 Policy CS12 of the Core Strategy seeks to meet the housing challenge by identifying sites which can significantly increase the supply of good quality residential accommodation across the borough. At the same time, Policy CS8 seeks to maintain the successful urban fabric of streets while improving on poorer quality of public realm and enhancing open space and the pedestrian environment around them.
- 10.8 In in line with Policy DM4.12, the Council would not permit any loss or reduction in social infrastructure use unless (i) a replacement facility is provided on site which would, in the Council's view, meet the needs of the local population for the specific use; or (ii) the specific use is no longer required on site. In the glossary of the Development Management Policies, the term social infrastructure is defined as facilities provided to serve the need of the community and include C2 use accommodation such as care homes and supported housing.
- 10.9 Finally, Development Management Policy 3.8 states that the Council will support the provision of care homes (including housing designed for older, disabled or vulnerable people) provided the development is suitable for the intended occupiers, accessible to public transport and local services and suitable for the site considering the surrounding neighbourhood and would contribute to mixed and balanced neighbourhoods.

Proposed Development

- 10.10 The application site is currently vacant but the building was last occupied and used by Elthorne Community Care Centre. The service was run by Camden & Islington Foundation Trust as a facility providing support for those with mental health needs. As such, the last permitted use of the building was in D1 use.
- 10.11 The proposal is to demolish the existing building and replace it with two new buildings providing a mix of C2 (supported housing) and C3 (self-contained accommodation) residential floorspace. To satisfy the requirements of Policy DM4.12, the applicant has provided marketing evidence to demonstrate that the specific use is no longer required on site. The application also includes evidence demonstrating that the use would not lead to a shortfall of D1 uses in the local area. Moreover, the proposal includes a significant amount of C2 floorspace, which in itself is considered to be a social infrastructure use in line with Islington Planning Policies. In line with London Plan Policy 3.16, this redundant social infrastructure premises are being considered for an alternative social infrastructure use.
- 10.12 The planning application includes detail and information demonstrating the suitability of the supported accommodation, including a letter of support from the service provider and adult social services. Moreover, the application site is served by several bus routes on Beaumont Rise and Hornsey Rise as well as a local shopping area within walking distance on Hornsey Road and a healthcare centre adjacent to the site. As such, the application site has a good public transport accessibility and good access to local services as required by Policy DM3.8.
- 10.13 In order to fully comply with the requirements of Policy DM3.8 as well as London Plan Policy 3.9, the development proposal would need to also demonstrate how the creation of mixed and balanced communities is being promoted. Indeed, a number of objections have been received from neighbouring residents on the basis that the development would not be supporting or creating a mixed, balanced or even cohesive environment as there is already an overconcentration of supported housing for those with mental health or drug-related problems in the vicinity. In order to get a fuller picture of the nature and mix of uses in the area, a survey has been undertaken of similar facilities in the vicinity.
- 10.14 The survey has shown that there are indeed a number of facilities in the area that provide services for people in need; the most relevant and in closest proximity to the application site being the mental health and rehabilitation services on Cromartie Road / Sunnyside Road and a substance misuse facility on Ashley Road. There are also a number of other mental health services and homeless shelters in this part of London, but these are generally further away around Holloway Road, Fairmead Road, Marlborough Road and Mercers Road.
- 10.15 In order to understand the potential impact of these facilities on the surrounding area, the crime and anti-social behaviour records associated with these addresses have been gathered. While there are a number of crime and anti-social behaviour incidents related to the addresses, they are generally associated with homeless shelters and substance misuse facilities rather than supported housing for those in mental health need. Moreover, rates of crime per head of population have been calculated and assessed for the area surrounding the application site, and it can be confirmed that the crime rate is significantly lower here (within 500m radius of the application site) than the average for Islington per head of population. The Metropolitan Police have been consulted on the application and do not consider the proposal to cause any unacceptable impacts on the local area in terms of crime or anti-social behaviour.

- 10.16 It is also clear from the research and surveys conducted, that the vast majority of housing in the surrounding area is self-contained residential accommodation, with the largest proportion being social rented accommodation. The proposal includes 17No supported housing studio units, 2No. homes for social rent, 2No. shared ownership units and 6No. homes for private sale. This is considered to constitute a good mix and variety of housing types, which has the potential of supporting the creation of mixed, balanced and cohesive communities.
- 10.17 The development proposes a mix of high quality residential accommodation, including affordable housing, homes for private sale and supported housing in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The development delivers a net increase in affordable homes. Whether this is the maximum achievable amount will be subject to financial viability which is considered and assessed in the subsequent sections of this report.
- 10.18 In land use terms, the proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policies DM3.8 and 4.12.

Affordable Housing and Financial Viability

- 10.19 The London Plan, under policy 3.11 identifies that boroughs within their LDF preparation should set an overall target for the amount of affordable housing provision needed over the plan period in their area with separate targets for social rented and intermediate housing that reflect the strategic priority afforded to the provision of affordable family housing. Point f) of this policy identifies that in setting affordable housing targets, the borough should take account of *“the viability of future development taking into account future resources as far as possible.”* At the same time, Policy 3.8 of the London Plan encourages housing choice stating that new developments should offer a range of housing choice in terms of mix of housing size and types taking account of requirements of different groups.
- 10.20 Policy CS12 of the Islington Core Strategy sets out the policy approach to affordable housing. Policy CS12G establishes that *“50% of additional housing to be built in the borough over the plan period should be affordable”* and that provision of affordable housing will be sought through *sources such as 100% affordable housing scheme by Registered Social Landlords and building affordable housing on Council own land.”* With an understanding of the financial matters that in part underpin development, the policy states that the Council will seek the *“maximum reasonable amount of affordable housing, especially social rented housing, taking into account the overall borough wide strategic target. It is expected that many sites will deliver at least 50% of units as affordable subject to a financial viability assessment, the availability of public subsidy and individual circumstances on the site.”*
- 10.21 The Affordable Housing Offer: The proposed development would provide a total of 17No. supported housing units, 2No. social rented units, 2no. shared ownership units and 6No. homes for private sale. The proposal fails to provide the aspiration of 100% affordable housing as sought by policy CS12 for developments on Council’s own land. Neither does the proposal strictly speaking achieve the target of 50% of additional housing being affordable, though this rather depends on whether you include the supported housing units or not. In any case, in accordance with policy requirements, a financial assessment has been submitted with the application to justify the proportion of affordable housing offered. In order to properly and thoroughly assess the financial viability assessment, the documents were passed to an independent assessor to scrutinise and review.

- 10.22 The viability assessment demonstrates that the supported housing, for which the need has been identified both in policy terms and actual demand, itself requires a significant public subsidy. Moreover, the applicant's viability assessment identified that the development as proposed is unviable in a purely commercial sense as it still requires an amount of public subsidy to address the shortfall between the revenues generated by the development and the costs of providing it. The independent assessor has considered the information submitted and has agreed that the scheme would be unviable without such a subsidy. The Council's independent advisor's report is attached at Appendix 4.
- 10.23 Although Core Strategy Policy CS12 seeks 100% affordable housing schemes from development on Council land, it is not considered that a failure to provide 100% affordable housing on Council owned land is contrary to that policy where it is shown that public subsidy is required to support the lower provision as detailed above. It should be noted that in a standard commercial viability appraisal an existing use value of the site and its buildings is included to calculate a scheme's viability. In this instance, no existing use value has been factored in.
- 10.24 It is apparent that in a typical commercial sense, the proposed scheme and level of affordable housing is unviable. However, the applicant LBI Housing is not a commercial developer and in line with Council corporate objectives, is primarily seeking to deliver housing and public realm improvements to meet identified needs. The affordable housing offer on this site in terms of the quantity, quality and mix is considered to make a positive contribution to the housing needs of the borough.
- 10.25 Islington Housing New Build Programme: The proposal forms part of a wider Islington Housing New Build programme to provide affordable housing to meet identified needs within the borough. The current programme includes 33 schemes across the borough at various stages of progress with the aim of delivering 500 new affordable social rented units within the borough by 2019. The programme factors in Right-to-Buy receipts, s106 contributions, some GLA grant and receipts from the sale of private build units. The level of these resources informs the amount of HRA (Housing & Revenue Account) subsidy required to balance the financing of the programme.
- 10.26 One of the key drivers in terms of determining the level of resources generated and hence the level of HRA subsidy required to balance the programme is the ratio of private sale to affordable units. In addition, schemes of less than 10 units do not contribute any private sale receipts as they are built as 100% social rented and as such need to be subsidised wholly by the HRA and excess private sale receipt of larger schemes.
- 10.27 The introduction (as part of the Welfare Reform & Work Bill) of the 1% rent reduction over the next 4 years has severely restricted the capacity within the HRA to subsidise the new-build programme. The overriding strategy is to maximise the number of social rented properties delivered as part of each scheme whilst at the same time ensuring that the subsidy called upon from the HRA to balance the funding of the overall new build programme remains affordable in the context of the financial viability of the wider HRA, i.e. does not jeopardise their ability to continue to provide & resource the functions relating to our existing stock; housing management, repairs and the long-term investment.
- 10.28 The proposal provides good quality affordable housing, supported accommodation as well as private housing, which is considered to contribute towards delivering mixed and balanced communities. The offer of 17No. supported housing units, 2No. social rented, 2No. intermediate units and 6No. private sale units is considered to deliver a good mix of tenures and is considered to be acceptable and in accordance with policy. This provision is secured with a Directors Level Agreement.

Design & Appearance

- 10.29 The National Planning Policy Framework states that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development. All proposals for development in Islington are expected to be of good quality design, respecting their urban context in accordance with planning policy and guidelines.
- 10.30 The London Plan (2016) Policy 7.6 expects architecture to make a positive contribution to a coherent public realm, streetscape and wider cityspace. It should incorporate the highest quality materials and design appropriate to its context. Moreover, buildings and structures should be of the highest architectural quality, be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm and comprise details and materials that complement, not necessarily replicate, the local architecture.
- 10.31 Islington's Core Strategy Policy CS8 states that the scale of new development will reflect the character of a surrounding area. Policy CS9 states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. Moreover, where areas of Islington suffer from poor layout, opportunities will be taken to redesign them by integrating new buildings into surviving fragments of historic fabric. The aim is for new buildings to be sympathetic in scale and appearance and to be complementary to the local identity.
- 10.32 Finally, Islington's Development Management Policy DM2.1 requires all forms of development to be of a high quality, incorporating inclusive design principles while making positive contributions to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. All new developments are required to improve the quality, clarity and sense of space around or between buildings, reinforce and complement local distinctiveness and create a positive sense of place.

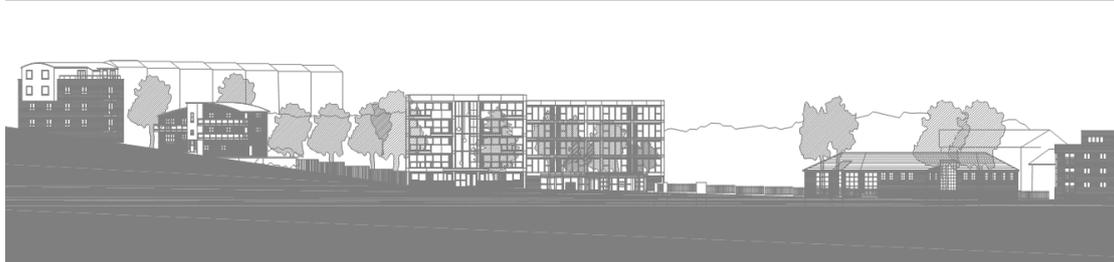
The Application Site

- 10.33 The site is currently occupied by a disused Council 'Neighbourhood Office'. The building is set back from the street and is not of any architectural or historic merit. There are no conservation areas or listed buildings in the immediate vicinity of the site. To the south of the site is Sunnyside Garden Centre and Elthorne Park, while to the north-west of the site is the Margaret McMillan Nursery School nature garden, which is designated at local level as a site of importance to nature conservation (SINC). To the east of the site is the car park serving the Hornsey Rise Health Centre and beyond that the health centre itself.
- 10.34 Any application for development at this location should look to address the street more successfully while also addressing the urban design principles described above. The proposal will need to integrate into the aesthetics and character of the existing urban context and should ensure high quality design and architecture for all new buildings.

Design Review Panel

- 10.35 As described in an earlier section of this report, the proposal was assessed by the Design Review Panel. The panel considered the massing of the proposal to be acceptable and the application is accompanied by a townscape elevation which

shows the proposal in context. The surrounding context is characterised by a variety of 5-storey Council estate buildings, 3-storey Victorian terraced houses and more modern low-rise building. Although the site's immediate neighbours are low-rise, the proposed 5-storey buildings on site are considered appropriate in the surrounding context.



- 10.36 The panel have suggested that a subtle differentiation in the colour of the cladding between the two blocks (both tiles and concrete panels) could help make the development feel less monolithic, as they would appear more distinctly as separate buildings. The applicants have agreed that a differentiation in the colour of the tiles could work and a suitable planning condition would require further details to be agreed prior to construction (*condition 3*)
- 10.37 Concerns were also expressed by DRP over the longevity of the proposed cladding materials, as GRC has been known to weather badly in certain instances and the light shade chosen would likely exacerbate the appearance of any staining or discolouration. Similarly, tiles may break and not be replaced, which could considerably diminish the quality of the design in a relatively short space of time. The applicants have confirmed that they are open to a different shade of GRC and this could be dealt with by condition (*condition 3*). The applicants have submitted detailed sections showing how the amount of rainwater running down the front of the building would be reduced and have also confirmed that they will work closely with the cladding manufacturer and the LPA to utilise details which will alleviate staining (*condition 28*). The ceramic tiles have been removed from the vulnerable ground floor and the detailing and type of tile used will be required by condition to ensure a good finish.
- 10.38 With regards to the treatment of the flank elevation of Block 1, no objections were raised by the DRP to the proposed artwork though different articulation strategies were also suggested. It is considered that the proposed mural together with the greening of the wall through climbers would be an appropriate solution for the flank wall. It was also noted by the panel that the large expanses of glazing per unit on the front elevation of Block 2 could result in large expanses of curtains. Despite the frontage being recessed, exposure from the front on would still be considerable. The south facing glazing has been set behind balconies or brise soleils, and low emissivity glass will be specified to reduce the risk of overheating. Internal blinds will be fitted to the windows, to provide a means for residents to control privacy and sunlight (*condition 26*).

Overall Development

- 10.39 In the built-up borough of Islington, characterised by architecturally and historically significant heritage assets and conservation areas, it is rare to find any development site whose potential is not heavily affected and shaped by the design and character of existing buildings. However, given the subject site's location, the character of the surrounding area and the lack of any heritage assets in the immediate vicinity of the site, proposals for development here will not be quite as influenced by existing architecture as elsewhere in the borough.

- 10.40 The applicant has proposed two new GRC-framed (glass-reinforced concrete) buildings, with Block Two considerably set back from the street and positioned alongside, but behind, Block One. The modernist form of the proposed buildings is square and box-like. However, as a result of the layout and relative position of the proposed buildings, the proposal conveys a composed and calm aesthetic.



- 10.41 As described above, Block One has a more prominent street frontage and is accessed from the street via a small entrance bridge. The ground floor elevations are composed of London stock brick, glazed ceramic tiles, dark grey composite windows and doors and steel balustrades around the ground floor terraces. A powder coated steel canopy is proposed above the entrances to the ground floor flats and the main lift lobby and stair core. The GRC cladding frames the building and separates the ground floor from the upper floors.
- 10.42 The elevations of the upper floors are composed of glazed ceramic tiles, dark grey composite windows/doors and glass balustrades in a powder coated metal framework. The inset balconies include balustrades with both glazed and solid elements, resulting in a checkerboard motif which lends the building a more articulated and animated façade. The central core of the building is glazed and framed in GRC.
- 10.43 The building's side elevations are largely composed of GRC panels, though the side elevation facing the front landscaped garden of Block Two includes a mural of migrating birds cast as a relief into the GRC panels. The building's rear elevation consists of GRC panels and dark grey composite windows and the lift core projection would be built in London stock brick. The building is considered to be well-designed with coherent yet interesting facades. Materials would be reserved by condition and the colour of the glazed tiles will be determined at this stage in order to ensure the proposed buildings convey the right balance and contrast (*condition 3*).
- 10.44 Block Two is considerably set back from the street behind a landscaped garden. A single-storey pavilion building is proposed in the space in front of Block Two. This building would house a common room and is largely glazed with composite framed windows and doors. Block Two itself has a matching form and massing to Block One and comprises London stock brick on the ground floor, GRC cladding, glazed

ceramic tiles and dark grey composite windows and doors. The building has been suitably designed to form a pair with Block One, with subtle differences to the building's elevations.

- 10.45 The two proposed buildings have well-articulated and composed facades and are considered to work well together as an architectural piece. Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed and in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

Density

- 10.46 The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The application proposes 10No. self-contained two bed units and 17No. studio/bedsits in the supported housing block. As such the development would result in 27 dwellings across the site. This is the equivalent of 47 habitable rooms on site.
- 10.47 In assessing the appropriate housing density for the application site and the wider estate it is necessary to consider the London Plan which notes that it would not be appropriate to apply these limits mechanistically. In particular, the local context as well as design considerations should be taken into account when considering the acceptability of a specific proposal.
- 10.48 The site has a public transport accessibility level (PTAL) of 3 and 4 (Good). For urban areas with a PTAL of 3, the London Plan Policy 3.4 (Table 3.2) suggests that a density level of between 200 and 400 habitable rooms per hectare would be most appropriate. This translates to 70-170 units per hectare.
- 10.49 The proposed development would result in a residential density of some 270 habitable rooms per hectare or 155 units per hectare across the site. This level of housing density is considered to be within the suggested range and is considered to be appropriate in this urban context.

Accessibility

- 10.50 As a result of the changes introduced in the Deregulation Bill (Royal Assent 26th March 2015), Islington is no longer able to insist that developers meet its own SPD standards for accessible housing, therefore the Council can no longer apply its flexible housing standards nor local wheelchair housing standards. The new National Standard is broken down into 3 categories; Category 2 is similar but not the same as the Lifetime Homes standard and Category 3 is similar to our present wheelchair accessible housing standard. Planning is required to check compliance with these standards and condition the requirements.
- 10.51 Planners are only permitted to require (by Condition) that housing be built to Category 2 and or 3 if they can evidence a local need for such housing i.e. housing that is accessible and adaptable. London Plan 2016 Policy 3.8 Housing Choice requires that 90% of new housing be built to Category 2 and 10% to Category 3.
- 10.52 Development Management Policy DM3.4 'Housing Standards' provides various standards in housing including for accessibility and inclusive design. The policy states that the overall approach to all entrances should be logical, legible and level or gently sloping; and common entrances should be visible from the public realm,

clearly identified and illuminated and have level access over the threshold. Moreover, the number of dwellings accessed from a single core must not be more than eight and communal circulation corridors should be a minimum of 1200mm wide. Finally, in terms of circulation within new homes, space for turning a wheelchair should be provided in living rooms, dining rooms and in at least one bedroom and dwellings over more than one floor are required to provide space for a stair lift.

- 10.53 It can be confirmed that all new dwellings would meet the criteria within Islington's Inclusive Design SPD. Moreover, one of the dwellings within Block One and one of the dwellings within Block Two would be wheelchair accessible and would thereby meet Category 3 Housing standards. The applicant has submitted a Design and Access Statement and has outlined how inclusive design principles have been considered and addressed. The plans have also been amended since the original permission in order to ensure that the proposal meets inclusive design principles.
- 10.54 It can be confirmed that level access is provided all new dwellings. Moreover, all circulation cores contain lifts which serve all residential floors. Communal stairs have been designed to meet accessibility requirements and there is adequate space in front of lifts, stairwells and entrances to manoeuvre wheelchairs. All new dwellings have been designed to incorporate appropriately sized internal corridors, doors and accommodate wheelchair turning circles and all bathrooms have been designed to allow for future adaption.
- 10.55 Following amendments to the proposal, the application now proposes accessible cycle parking and charging points for mobility scooters that would be available to all residents. The utility room and all other ancillary staff rooms have been revised to ensure that they are fully accessible. All areas would have step-free access and access to amenity facilities such as the bin store would also be fully accessible.
- 10.56 In the event of planning permission being granted, permission would be conditioned (7) to ensure that the proposed development is genuinely accessible and inclusive.

Open Space, Landscaping and Trees

- 10.57 Islington's Core Strategy Policy CS15 on open space and green infrastructure states that the council will provide inclusive spaces for residents and visitors and create a greener borough by protecting all existing local spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens. Policy DM6.5 states that development should protect, contribute to and enhance the landscape, biodiversity and growing conditions of the development site and surrounding areas. Developments are required to maximise provision of soft landscaping, including trees, shrubs and other vegetation. Furthermore, developments are required to minimise any impacts on trees, shrubs and other significant vegetation. At the same time any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits.
- 10.58 Regarding open space, Development Management Policy DM6.3 states that development of semi-private amenity space is not permitted unless the loss is compensated or where the development has over-riding planning benefits. Additionally, greater use as publicly accessible open space, play space or wildlife habitat is encouraged. Because of the previous use of the site as a D1 facility (which is defined as a non-residential institution and includes clinics, health centres, crèches, day nurseries, day centres, schools, museums, libraries, places of worship) it could be argued that the site in its current designation operates as a semi-private space as it is accessible to the public through such uses. If it were to be argued that

it operates as a private space, then part E of DM6.3 applies which states that development is not permitted where there would be a *significant* individual or cumulative loss of open space and/or there would be a *significant* impact on amenity, character and appearance, biodiversity, ecological connectivity, cooling effect and or flood alleviation effect.

- 10.59 DM Policy 6.5 states that developments must protect, contribute to and enhance the landscape, biodiversity value and growing conditions of the development site and surrounding area including protecting connectivity between habitats. In terms of trees, developments are required to minimise impacts on trees, shrubs and other significant vegetation. Any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits, must be agreed with the Council and suitably reprovided.
- 10.60 The grounds of Highbury Nursery School, Sunnyside Gardens and Elthorne Park are all designated as Sites of Importance for Nature Conservation. As such, the land to the north, south and south-west of the application site are considered to be of particular nature importance. Moreover, the application site itself is quite open in nature with a number of trees, bushes and shrubs and as a result has its own biodiversity value that needs to be considered.
- 10.61 The existing building footprint covers some 450sqm. The building is to be demolished and the two new proposed buildings would result in a building footprint of some 550sqm. Moreover, the proposal would result in a loss of 6 existing trees (4No. Category C and 2No. Category B). The loss of 100 sqm of open space needs to be considered in the light of Policy DM6.3D which protects its loss unless it is compensated for and there are over-riding planning benefits.
- 10.62 In this instance, the loss of an additional 100 sqm of space, which occurs due to an increased footprint from an existing building rather than an entirely new development is not considered to have so substantial an impact as to be considered a breach of this policy, particularly given the planning benefits of securing additional affordable and supported housing. Even where part E of DM6.3 on protection of private space be considered to apply, the loss of 100 sqm is not considered to be 'significant', nor to have a 'significant impact on the amenity, character or appearance' given that more than 50% of the site will be retained as open space. For the area that is not built upon, a landscape strategy has been proposed which seeks to mitigate against any loss of open space and trees.
- 10.63 The proposal has been designed so as to maximise tree retention with the majority of trees, in particular those of amenity value, being retained. A generous courtyard garden is proposed to the rear of Block One, with 6No. new trees, mixed planting, a lawn and seating. The trees proposed are appropriate species, including Field Maple and Sweet Gum. Further green space is provided at the front of Block One on either side of the access bridge. Existing trees are to be retained here and 2No. new pine trees are proposed. At the front of Block Two is a generous area of green with retained trees, 5No. new trees including Birch, Austrian Pine and Mountain Ash, mixed planting, a lawn and new seating. A further area of landscaping is proposed at the rear of Block Two involving new tree planting, lawn, mixed planting and hardstanding.
- 10.64 A total of 18No. new trees are proposed resulting in an overall increase in canopy cover. Green roofs are proposed on all available roof space and permeable concrete slabs are proposed as hardstanding to improve on water run-off rates. The proposal also includes climbing plants to help green the flank elevation of Block One as well as semi-native hedges to provide a green buffer and boundary treatment.

- 10.65 It is considered that the proposal has the potential of enhancing the overall ecological value of the site. The application also includes the provision of good quality amenity space for residents.

Biodiversity

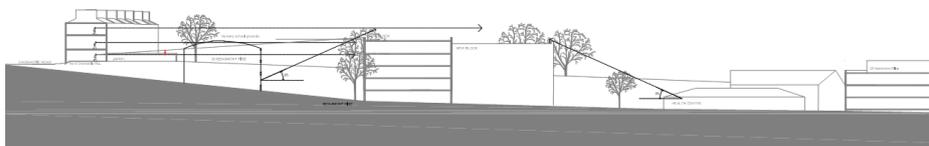
- 10.66 Because of the site's proximity to Sites of Nature Importance, the proposal's potential impact on biodiversity is more carefully considered and a Habitat Survey has been submitted with the application. The existing site is comprised of a relatively large building and a significant amount of hardstanding; as such, the site provides a negligible potential for protected species. That being said, the site also has scattered trees, scrubs, amenity grassland and ornamental planting. The building itself and the onsite habitats have the potential to support foraging and roosting bats.
- 10.67 The proposal retains a large amount of green space on site and proposes a significant amount variety of plant and tree species. To maintain and enhance habitats and biodiversity it is proposed to increase the number and species of trees on site and to provide and bird and bat boxes on site (*condition 21*). It is also proposed that any soft landscaping should aim to enhance the ecological value of the site (*condition 13*).
- 10.68 To ensure the protection of the trees to be retained at the site and secure a high quality landscape scheme, conditions are recommended which require the submission of and compliance with an agreed Landscape Management Plan (13), an Arboricultural Method Statement (14) and a Scheme of Site Supervision (15). Subject to these conditions, the proposal is considered to be in accordance with the Core Strategy Policy CS15 and Development Management Policy DM6.3.

Neighbouring Amenity

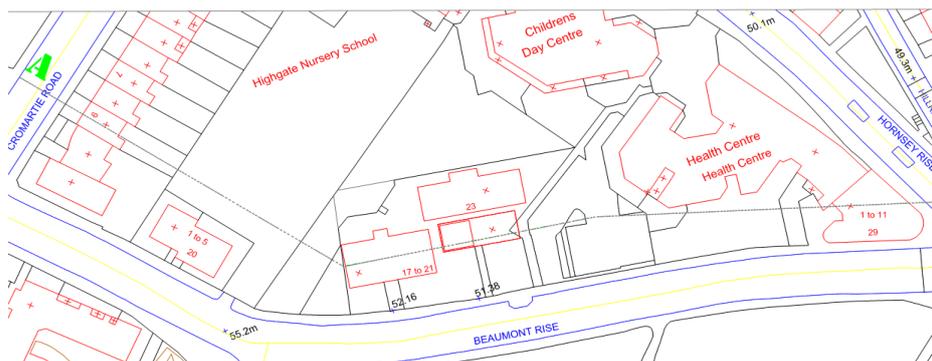
- 10.69 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality.
- 10.70 Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing. In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 10.71 Daylight / Sunlight The loss of daylight can be assessed by calculating the Vertical Sky Component (VSC) which measures the daylight at the external face of the building. Access to daylight is considered to be acceptable when windows receive at least 27% of their VSC value or retain at least 80% of their former value following the implementation of a development. Daylight is also measured by the no sky-line or daylight distribution contour which shows the extent of light penetration into a room at working plane level, 850mm above floor level. If a substantial part of the room falls behind the no sky-line contour, the distribution of light within the room may be considered to be poor.

10.72 In terms of sunlight, a window may be adversely affected by a new development if a point at the centre of the window receives in the year less than 25% of the annual probable sunlight hours including at least 5% of annual probable sunlight hours during the winter months and less than 0.8 times its former sunlight hours during either period. It should be noted that BRE guidance advises that sunlight to a neighbouring property is only considered where the new development is located within 90 degrees of due south.

10.73 The proposed buildings are located in a relatively isolated position and is a considerable distance from the nearest residential property. The nearest residential property is No. 20 Sunnyside Road/Beaumont Rise, however the distance between this building and the proposed development is almost 30 metres. The rule of thumb test has been applied to the development which shows that the proposed buildings would be below the 25 degree line drawn from the horizontal taken from the bottom of the lowest habitable room window.



SECTION A A Showing 25 degree test on neighbouring windows.



PLAN THROUGH SECTION LINE

10.74 Nevertheless, the VSC has also been assessed for the nearest surrounding residential properties. The results demonstrate there would not be any noticeable impact in terms of loss of daylight or sunlight to the nearest residential windows. The largest loss of daylight to a residential window as measured by VSC is 8%. Sunlight losses have also been assessed which show that the largest loss of annual probable sunlight hours would be 10% and the largest loss of winter sunlight hours would be 15%. For all these measurements a loss of greater than 20% is considered to be noticeable.

10.75 Overlooking / Privacy: Development Management Policy 2.1 identifies that ‘to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’. In the application of this policy, consideration has to be given also to the nature of views between habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.

10.76 None of the windows in the proposed buildings are within 18 metres of any surrounding residential windows and the proposal is not considered to result in any loss of residential amenity in terms of loss of privacy. However, the rear elevation of

Block Two has a series of windows that overlook the grounds of the Children's Day Care Centre. These are all secondary windows, windows to hallways/corridors or bathroom windows which could be obscured to protect privacy (*condition 5*).

- 10.77 Safety / Security: Development Management Policy DM2.1 requires for developments to be safe and inclusive, enhance legibility with a clear distinction between public and private space and to include safety in design, such as access, materials and site management strategies. On all developments, whether for supported housing or self-contained housing, it is vital to build safety and security into the design.
- 10.78 The proposed supported housing building will have on-site support and care with staff facilities provided on the ground floor of Block Two (*condition 16*). The proposed development would have security lighting, CCTV and fob controlled access to ensure safety and security (*condition 18*). The Metropolitan Police Designing out Crime Officers have been consulted on the proposal. They have confirmed that they have no objection to the proposal from a crime and anti-social point of view and recommended a condition to ensure that the proposal achieved Secured by Design accreditation (*condition 20*).
- 10.79 Views / Outlook: Proposal for development are considered against their visual context, such as location and scale of landmarks, strategic and local and other site specific views, skylines and silhouettes. DM2.4 requires local and strategic views to be protected.
- 10.80 The proposal would not affect any strategic or local protected views. However, some residents of surrounding properties have objected to the proposal on the basis of the affect the development would have on their views from within their properties. While loss of view per se is not a planning consideration, the proposal has been considered in terms of its increased sense of enclosure and outlook. Given the proposal's considerable distance from any neighbouring residential properties, it is not considered that the proposed development would result in any unacceptable sense of enclosure or loss of outlook.
- 10.81 Noise and Disturbance: A management plan would be required by condition (16) to ensure the supported living block is suitably managed to minimise impacts on surrounding residential occupiers. Moreover, details of construction will need to be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site to minimise disruption from the construction process (*condition 4*).
- 10.82 In summary, the proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety and security.

Quality of Resulting Residential Accommodation

- 10.83 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life, residential space and design standards will be significantly increased and enhanced from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards. In accordance with this policy, all new housing is required to provide functional and useable spaces with good quality amenity space, sufficient space for storage and flexible internal living arrangements.

- 10.84 Unit Sizes: All of the proposed self-contained dwellings are 2-bed flats and have an internal floorspace of 70sqm or more. As such, all of the proposed self-contained residential units comply with the minimum unit sizes as expressed within this policy.
- 10.85 The supported housing units range from 31sqm to 39sqm and thus do not all meet the minimum requirement for studio units, which is 39sqm. However, it should be stressed that the housing is intended as temporary accommodation for those making the transition to fully self-contained accommodation and thus residents are not expected to be living in the dwellings for an extended period of time. Moreover, the residents are also provided with a communal room, a communal terrace and a generous garden space.
- 10.86 All residential accommodation achieves a minimum 2.6m floor-to-ceiling height required by policy.
- 10.87 Aspect/Daylight Provision: Policy DM3.4 (part D) sets out that 'new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated'.
- 10.88 All of the self-contained dwellings proposed in Block One would provide dual aspect accommodation. The majority of the dwellings in Block Two would be dual aspect, however there are a number of dwellings here which would only have one, southerly aspect. All of these dwellings would meet the minimum requirements for Average Daylight Factor. The windows have been set back and a brise soleil has been designed into the proposal to minimise overheating in the summer months.
- 10.89 Amenity Space: Policy DM3.5 of the Development Management Policies Document 2013 within part A identifies that 'all new residential development will be required to provide good quality private outdoor space in the form of gardens, balconies, roof terraces and/or glazed ventilated winter gardens'. The policy in part C then goes on to state that the minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on ground floor for 1-2 person dwellings. For each additional occupant, an extra 1 square metre is required on upper floors and 5 square metres on ground floor level with a minimum of 30 square metres for family housing (defined as 3-bed units and above).
- 10.90 The private amenity space proposed for almost all of the proposed units would exceed minimum requirements. The ground floor units in Block One would have some 12sqm of private amenity space, which is short of the 15sqm required. However, a generous communal garden space is provided to the rear of the building. This is considered to provide for the needs of future residents.
- 10.91 Noise: The development is sufficiently removed from any traffic noise from, for example Hornsey Road/Rise, and as such no specific sound insulation condition is proposed as this is dealt with by Building Regulations. A condition (17) is recommended requiring details of noise from roof plant to be submitted.
- 10.92 Refuse: Dedicated refuse and recycling facilities are provided for the residential properties. The location and capacity, and management of these facilities have been developed in consultation with the Council Street Environment Department and are acceptable (*condition 23*).
- 10.93 Playspace: The development includes sufficient space for informal play space within the landscaped courtyard. There is also playspace and ball courts directly opposite the site in Elthorne Park. Details of any playspace provided within the landscaped courtyard would be required by condition (13).

Dwelling Mix

- 10.94 Part E of policy CS12 of the Islington Core Strategy requires a range of unit sizes within each housing proposal to meet the needs in the borough, including maximising the proportion of family accommodation in both affordable and market housing. In the consideration of housing mix, regard has to be given to the constraints and locality of the site and the characteristics of the development as identified in policy DM3.1 of the Development Management Policies. The policy also requires for provision to be made for intermediate or shared ownership housing.
- 10.95 The scheme proposes a total of 10 self-contained residential units in Block One, comprising of solely 2-bed accommodation. Block Two proposes 17No. supported housing studio units. The dwelling mix proposed for the self-contained accommodation is not strictly speaking in accordance with dwelling mix suggested by policy which requires a large proportion of large family-sized affordable housing units. However, the social rented mix has been based on actual current demand rather than long-term Council aspirations and the application has been accompanied by information which shows that two-bed dwellings are a more sought-after housing type. Moreover, they provide for flexibility as they are suitable for single occupiers, couples, small families and allow residents to down-size from larger units.
- 10.96 Changes in housing legislation to address the under occupation of social housing have created a greater demand for smaller social housing units, as reflected by the high proportion of 2-bedroom units proposed. The supporting text of policy DM3.1 within Development Management Policies relates to this objective stating 'There may be proposals for affordable housing schemes that are being developed to address short term changes in need/demand as a result of specific interventions (for example, efforts to reduce under-occupation). In these situations, deviation from the required policy housing size mix may be acceptable.
- 10.97 In this case, the proposed housing mix is considered acceptable as it will address a specific affordable housing need/demand and result in an overall improvement in the utilisation of affordable housing units in Islington. Given this, a deviation from the policy is considered reasonable and the housing mix can be accepted. Moreover, the proposal complies with policy relating to the dwelling mix for private housing as the policy supports the provision of 2-bed dwellings for private sale.

Sustainability, Energy Efficiency and Renewable Energy

- 10.98 The London Plan (2016) Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through energy efficient design, the use of less energy and the incorporation of renewable energy. London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 10.99 All development is required to demonstrate that it has minimised onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation (CS10). Developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network in possible). Typically, all

remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock (CS10).

- 10.100 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport, sustainable construction and the enhancement of biodiversity. Development Management Policy DM7.1 requires for development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details and specifics are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG. Major developments are also required to comply with Islington's Code of Practice for Construction Sites and to achieve relevant water efficiency targets as set out in the BREEAM standards.

Carbon Emissions

- 10.101 The applicant proposes a reduction in overall emissions of 33.6%, compared to a 2013 Building Regulations baseline, secured by condition (12). This exceeds Islington's policy requirements for a building that is not connecting to a District Energy Network. The development is not within 500m metres of any existing or planned District Heat Network but will be future-proofed to connect in the event that a network is created.
- 10.102 The development also exceeds the London policy requirement of 35% reduction on regulated emissions as the development is predicted to achieve a 56.1% reduction in regulated carbon emission. In order to mitigate against the remaining carbon emissions generated by the development a financial contribution of £29,507 will be sought by way of Director's Letter (pursuant to section 106).

Sustainable Design Standards

- 10.103 Council policy DM 7.4 A states "Major non-residential developments are required to achieve Excellent under the relevant BREEAM or equivalent scheme and make reasonable endeavours to achieve Outstanding". The council's Environmental Design Guide states "Schemes are required to demonstrate that they will achieve the required level of the CSH/BREEAM via a pre-assessment as part of any application and subsequently via certification.
- 10.104 A BREEAM UK New Construction 2014 Pre-assessment for Multi-Residential Accommodation has been submitted, showing the supported housing building, Block Two, to achieve a score of 74.1%, and therefore a rating of Excellent. This is in line with the Council's guidance and is therefore supported. All reasonable measures should be taken to ensure the development as built achieves this level (*condition 27*).

Heating and CHP

- 10.105 London Plan Policy 5.6B states that Major development proposals should select energy systems in accordance with the following hierarchy:
1. Connection to existing heating or cooling networks;
 2. Site wide CHP network
 3. Communal heating and cooling

- 10.106 The applicant does not propose to connect to a District Heat Network as there is no planned and committed network within 500m of the application site. Notwithstanding this, suitable wording would be included in the application's section 106 agreement (Director's Letter) to ensure potential future connection in the event that a DEN is established in the future.
- 10.107 The applicant investigated the use of a CHP system for the proposal. However, residential developments of this scale have relatively low heat demand for the summer periods as well as minimal domestic hot water demand which restrict the feasibility of using a CHP system for the development. Instead, the installation of a communal high efficient condensing boiler system has been considered suitable for the site, with the boiler room / energy centre being future proofed for potential future connection to an expanded District Heat Network.

Renewables

- 10.108 The Mayor's SD&C SPD states that major developments should make a further reduction in their carbon dioxide emissions through the incorporation of renewable energy technologies to minimise overall carbon dioxide emissions, where feasible. The Council's Environmental Design SPD (page 12) states "use of renewable energy should be maximised to enable achievement of relevant CO₂ reduction targets."
- 10.109 The renewables analysis recommends solar PV as the most suitable technology for the development, and this is supported. The proposed PV would be located on both roof spaces and would have an output of 18.8kWp and anticipated annual savings of 12.4 tCO₂. This would be secured by condition (8). The solar PVs will be optimally angled to maximise output.
- 10.110 As the development meets the carbon reduction requirement through the use of renewable energy, energy efficiency measures and clean energy, the proposal is considered acceptable.

Sustainable Urban Drainage System

- 10.111 A drainage and SUDS strategy has been submitted with the application. The details indicate a site-wide reduction in surface water run-off to 5l/s through attenuation storage and green roofs. The resulting maximum discharge in the 1/1 year event (+30% C.C.) is 1.9 l/s. This represents a reduction in the storm water discharge from 7.3 l/s to 4.4 l/s (or a 40% reduction in storm water discharge rate).
- 10.112 The resulting maximum discharge rate in the 1/100 year event (+30% C.C.) is 5.0 l/s. This represents a reduction in the storm water discharge from 23.3 l/s to 4.9l/s (or a 79% reduction in storm water discharge). The drainage and SUDS strategy will be secured by condition (11) and the responsibility of maintenance placed on the applicant, in this case Islington Housing.

Green Performance Plan

- 10.113 A draft Green Performance Plan has now been submitted as an acceptable draft. A final version would be required through the Director's Letter (section 106).
- 10.114 The energy and sustainability measures proposed are in accordance with policy and would ensure a sustainable and green development that would minimise carbon emissions in the future.

Highways and Transportation

- 10.115 The site is PTAL 4 and is thus considered to have a good level of public transport accessibility. The site is within walking distance to Crouch Hill Railway station and Archway Underground station to several London Underground stations and there are a number of bus routes in close proximity to the site. There are also several walking routes and a major cycle route near the site.

Pedestrian / Cycle Improvements

- 10.116 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. Cycle parking requirements apply for any new residential/commercial units, and extensions of 100 square metres or more.
- 10.117 Development Management Policy DM8.4 (Walking and cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. For residential land use, Appendix 6 of the Development Management Policies requires cycle parking to be provided at a rate of 1 space per 1 bedroom.
- 10.118 In terms of walking, the surrounding area is served by convenient and well-lit walking routes, including a link between Beaumont Rise and Hornsey Rise running alongside the site which will be retained. In terms of cycle parking, a total of 20 cycle spaces will be provided in the rear garden of Block One, which equates to one per bedroom (*condition 24*). Sufficient space has been provided for 10 cycle parking spaces at the rear of Block Two for staff and residents.

Servicing, deliveries and refuse collection

- 10.119 Refuse and recycling facilities would be provided for new residents within the boundaries of the site in line with Islington's refuse and recycling storage requirements. Refuse and servicing / delivery would be from Beaumont Rise as is the case for the existing and surrounding buildings. Further details will be required by condition (23).

Vehicle parking

- 10.120 Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. Development Management Policy DM8.5 (Vehicle parking), Part A (Residential parking) requires new homes to be car free, including the removal of rights for residents to apply for on-street car parking permits.
- 10.121 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking).
- 10.122 There is currently a crossover providing vehicular access to the site and space for one car to park on site. The crossover would be removed as part of the proposal and the parking removed in accordance with Islington's Development Management Policies.
- 10.123 A parking stress survey has been submitted with the application, which demonstrates that the wheelchair accessible parking bay could be provided on street without exceeding the recommended maximum on-street parking capacity. This will be secured through the legal agreement.

Construction Traffic

10.124 In the event that planning permission is granted, the permission would be subject to a condition requiring the details of construction management to be submitted and approved in writing to the local planning authority in the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development (*condition 4*).

Fire Safety and Emergency Access

10.125 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire.

10.126 The details of the development's Fire Strategy are ultimately controlled through Building Regulations and not dealt with via the planning process. However, planning impacts may arise as a consequence of the fire strategy and it is therefore prudent to consider this at planning application stage.

10.127 In order to comply with the building regulations, a Fire Strategy needs to be approved by the approved inspector, and if the distance from the street is considered to result in increased risks, this can be mitigated by sprinkler systems.

10.128 An informative (13) has also been included in the recommendation to remind the applicant of the need to consider a detailed fire strategy at an early stage, and recommending the incorporation of sprinkler systems to mitigate any delays caused by the restricted access.

10.129 The London Fire and Emergency Planning Authority was consulted on the proposed development, and responded raising no objection. In line with the London Plan the proposal is not considered to introduce any significant risks or obstacles to Building Regulations compliance (including those which may have consequences relating to planning issues) and the application is considered acceptable in this respect.

Planning Obligations, Community Infrastructure Levy and local finance considerations

10.130 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they be (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

10.131 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014. As the development would be phased and the affordable housing is exempt from CIL payments, the payments would be chargeable on implementation of the private housing.

10.132 This is an application by the Council and the Council is the determining local planning authority on the application. It is not possible legally to bind the applicant via a S106 legal agreement. It has been agreed that as an alternative to this a letter and memorandum of understanding between the proper officer representing the applicant

LBI Housing and the proper officer as the Local Planning Authority will be agreed subject to any approval.

- 10.133 A number of site-specific contributions will be sought, which are not covered by CIL. None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.
- 10.134 The letter and memorandum of understanding (pursuant to section 106) will include the contributions listed in Appendix 1 of this report.

National Planning Policy Framework

- 10.135 The scheme is considered to accord with the aims of the NPPF and to promote sustainable growth that balances the priorities of economic, social and environmental growth. The NPPF requires local planning authorities to boost significantly the supply of housing and require good design from new development to achieve successful planning and desirable outcomes.

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The application proposes the demolition of an existing single storey building at 17-23 Beaumont Rise and the erection of two five storey buildings to provide 10 x 2-bed self-contained units and 17 supported living units, together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and communal landscaped garden areas.
- 11.2 The proposal provides good quality affordable housing, supported accommodation as well as private housing, which is considered to contribute towards delivering mixed and balanced communities. The offer of 17No. supported housing units, 2No. social rented, 2No. intermediate units and 6No. private sale units is considered to deliver a good mix of tenures and is considered to be acceptable and in accordance with policy. In land use terms, the proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policies DM3.8 and 4.12.
- 11.3 The two proposed buildings have well-articulated and composed facades and are considered to work well together as an architectural piece. Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed, incorporating inclusive design principles, and is in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.
- 11.4 The proposal retains a large amount of green space on site with a significant variety of plant and tree species. It is considered that the proposal would enhance the overall ecological value of the site. The application also includes the provision of good quality amenity space for residents. The proposal is thus considered to be in

accordance with the Core Strategy Policy CS15 and Development Management Policy DM6.3.

- 11.5 The proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety and security. The development would result in the delivery of high quality residential accommodation with well-considered internal layouts, good levels of natural light and a significant amount of private and communal amenity space
- 11.6 The application proposes a sustainable form of development which would suitably minimise carbon emissions. Furthermore, the proposal's transportation and highways impacts are considered to be acceptable. The proposal is considered to be in accordance with policy and is recommended for approval subject to conditions and the completion of a Directors' Agreement to secure the necessary mitigation measures.

Conclusion

- 11.7 It is recommended that planning permission be granted subject to conditions and director level agreement securing the heads of terms for the reasons and details as set out in Appendix 1 – RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to a Directors' Agreement between Housing and Adult Social Services and Environment and Regeneration or Planning and Development in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management:

- The on-site provision of 17 supported housing units to be retained as housing in C2 Use Class.
- On-site provision of affordable housing in line with submitted documents including a provision of 2No. social rented units and 2No. shared ownership units.
- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation, during the construction phase of the development, of 1 work placements with each placement lasting a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer/ contractor to pay wages (must meet London Living Wage).
- Compliance with the Code of Construction Practice, including a monitoring fee (£2,700) and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). The figure is £29,507.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- The provision of 1 accessible on-street parking bays or contribution of £2,000 towards its provision.
- Removal of eligibility for residents' on-street parking permits for future residents.

- Submission of a draft framework Travel Plan with the planning application, of a draft Travel Plan for Council approval prior to occupation, and of a Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- Council’s legal fees in preparing the Directors Agreement and officer’s fees for the preparation, monitoring and implementation of the Directors Agreement.

That, should the Director Level Agreement not be completed prior to the expiry of the planning performance agreement the Service Director, Planning and Development / Head of Service – Development Management may refuse the application on the grounds that the proposed development, in the absence of a Directors’ Level Agreement is not acceptable in planning terms.

RECOMMENDATION B

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

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and Samples (Details)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work of the relevant phase commencing on site. The details and samples shall include:</p> <p>a) Facing Brickwork(s); Sample panels of proposed brickwork to be used showing the colour, texture, pointing and perforated brickwork including the glazed brick and boundary walls shall be provided;</p> <p>b) Window (Velfac composite) details and balconies / balustrades;</p> <p>c) Glass Reinforced Concrete cladding showing the method used to prevent staining;</p> <p>d) Glazed ceramic tiles;</p> <p>e) GRC frame;</p> <p>f) Brise soleil;</p> <p>g) Doors and access points;</p> <p>h) Steel columns and balustrade;</p> <p>i) Canopies;</p>

	<p>j) Mural design details; k) Concrete planters l) Green procurement plan; and m) Any other materials to be used.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Construction Environmental Management Plan
	<p>CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) highways impacts, noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
5	Obscure Glazing and Privacy Screens
	<p>CONDITION: Notwithstanding the plans hereby approved, further details of obscured glazing and privacy screens to prevent overlooking from Block Two to the adjoining Daycare Centre shall be submitted and approved in writing by the Local Planning Authority prior to any superstructure work of the relevant phase commencing on site.</p> <p>The obscure glazing and privacy screens shall be installed prior to the occupation of the relevant units and retained as such permanently thereafter.</p> <p>REASON: In the interest of preventing undue overlooking between habitable rooms within the development itself, to protect the future amenity and privacy of residents.</p>
6	Piling Method Statement (Details)
	<p>CONDITION: No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and methodology by which such piling will be carried out, including measures to minimise potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water.</p> <p>Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure.</p>
7	Accessible Homes (Compliance)
	<p>ACCESSIBLE HOUSING – MAJOR SCHEMES (DETAILS): Notwithstanding the Design and Access Statement and plans hereby approved, 9 of the new residential units in Block One and 16 of the supported housing units shall be constructed to meet</p>

	<p>the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2). One 2-bed dwelling and one supported housing unit shall be constructed to meet the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Wheelchair user dwellings' M4 (3).</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON – To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs.</p>
8	Solar Photovoltaic Panels
	<p>CONDITION: The Solar Photovoltaic Panels shown on the approved plans and detailed within the approved Energy Strategy shall be installed and operational prior to the occupation of the development hereby approved.</p> <p>The solar photovoltaic panels as approved shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
9	Water Use (Compliance)
	<p>CONDITION: The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.</p> <p>REASON: To ensure the sustainable use of water.</p>
10	Green/Brown Biodiversity Roofs (Details)
	<p>CONDITION: Prior to any superstructure work commencing on the development details of the biodiversity (green/brown) roofs shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The green/brown roof shall:</p> <ol style="list-style-type: none"> a) Be biodiversity based with extensive substrate base (depth 80 -150mm); b) cover at least all of the areas shown in the drawings hereby approved, confirmed by a location plan; and c) Be planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roofs should be maximised across the site and shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be carried out strictly in accordance with the details as approved, shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats, valuable areas for biodiversity and minimise run-off.</p>

11	Drainage and SUDS
	<p>CONDITION: No development shall take place unless and until a detailed Sustainable Urban Drainage System (SUDS) scheme inclusive of detailed implementation and a maintenance and management plan of the SUDS scheme has been submitted to and approved in writing by the Local Planning Authority. Those details shall include:</p> <p>II. a timetable for its implementation, and</p> <p>II. a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.</p> <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed/completed strictly in accordance with the approved details. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a 50% water run off rate reduction.</p> <p>The scheme shall thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
12	Energy Efficiency – CO2 Reduction (Compliance/Details)
	<p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy (by Calford Seaden dated October 2017) which shall provide for no less than a 33.6% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following should be submitted and approved:</p> <p>A revised Energy Strategy, which shall provide for no less than a 33.6% onsite total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013.</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the relevant phase.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
13	Landscaping (Details)
	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:</p> <p>a) existing and proposed underground services and their relationship to both hard and soft landscaping;</p>

	<ul style="list-style-type: none"> b) proposed trees: their location, species, size and section showing rooting area; c) soft plantings: including grass and turf areas, shrub and herbaceous areas; d) rain garden with wall climbers; e) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; f) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; g) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; h) inclusive design principles adopted in the landscaped features; i) phasing of landscaping and planting; j) all playspace equipment and structures; and k) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, playspace and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
14	<p>Arboricultural Method Statement (Details)</p>
	<p>CONDITION: Notwithstanding the plans hereby approved, no site clearance, preparatory work or development shall take place until an updated scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboricultural method statement, AMS) in accordance with Clause 7 of British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction has been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.</p> <p>Specific issues to be dealt with in the TPP and AMS:</p> <ul style="list-style-type: none"> a. Location and installation of services/ utilities/ drainage b. Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees c. Details of construction within the RPA or that may impact on the retained trees d. Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area. e. The pavement is not to be obstructed during demolition or construction and the RPA of retained trees not to be used for storage, welfare units or the mixing of materials.

	<p>f. The location of a cross over or method of delivery for materials onto site g. The method of protection for the retained trees</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
15	<p>Site Supervision (Details)</p>
	<p>Condition: No works or development shall take place until a scheme of supervision and monitoring for the arboricultural protection measures in accordance with para. 6.3 of British Standard BS5837: 2012 – Trees in Relation to design, demolition and construction – recommendations has been approved in writing by the local planning authority. The scheme of supervision shall be carried out as approved and will be administered by a qualified arboriculturist instructed by the applicant. This scheme will be appropriate to the scale and duration of the works and will include details of:</p> <p>a. Induction and personnel awareness of arboricultural matters; b. Identification of individual responsibilities and key personnel; c. Statement of delegated powers; d. Timing and methods of site visiting and record keeping, including updates e. Procedures for dealing with variations and incidents.</p> <p>This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of contemporaneous monitoring and compliance by the pre-appointed tree specialist during construction.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
16	<p>Site Management (Details and Compliance)</p>
	<p>CONDITION: A management plan detailing the future operation of the Supported Living Block Two, to include:</p> <p>(i) management of access to the building; (ii) safety and security measures; (iii) management of the outdoor amenity space; (iv) other suitable measures to manage and mitigate the impact on neighbouring residential amenity;</p> <p>shall be submitted to and agreed by the Local Planning Authority prior to the occupation of the development hereby approved.</p> <p>REASON: In the interests of protecting neighbouring residential amenity and in accordance with Development Management Policy DM2.1 and policy CS12F of the Islington Core Strategy 2011.</p>
17	<p>Noise of Fixed Plant</p>
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq, Tr}$ arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90, Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>

18	Secured by Design Standards
	<p>CONDITION: Prior to superstructure works commencing of the development hereby approved, details of how the development achieves Secured by Design accreditation shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
19	Roof-Level Structures (Details)
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts and plant room) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that roof-level structures do not have a harmful impact on the surrounding streetscene or the character & appearance of the area in accordance with policies 3.5, 7.6 and 7.8 of the London Plan 2016, policies CS8 & CS9 of Islington's Core Strategy 2011, and DM2.1 and DM2.3 of Islington's DM Policies 2013.</p>
20	Lighting Plan (Details)
	<p>CONDITION: Full details of the lighting across the site shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the relevant phase of the development hereby approved.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
21	Nesting Boxes (Compliance)
	<p>CONDITIONS: Details of bird and/or bat nesting boxes/bricks shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The nesting boxes/bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>

22	No Plumbing or Pipes (Compliance/Details)
	<p>CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p>
23	Refuse/Recycling Provided (Compliance)
	<p>CONDITION: Details of the dedicated refuse / recycling enclosure(s) shown on the approved plans shall be submitted to and approved in writing by Local Planning Authority prior to superstructure works commencing on site.</p> <p>The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details so approved</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
24	Cycle Parking (Details)
	<p>CONDITION: Details of the bicycle storage areas shown on the approved plans shall be submitted to and approved in writing by the Local Planning Authority. The approved bicycle stores shall be provided prior to the first occupation of the relevant phase of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site, to promote sustainable modes of transport and to secure the high quality design of the structures proposed.</p>
25	Lifts (Compliance)
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site.</p>
26	Internal blinds (Compliance)
	<p>CONDITION: Notwithstanding the plans hereby approved, the development shall be designed with suitable internal blinds to protect privacy and minimise overheating. The blinds shall be installed and operational prior to the occupation of the development hereby approved.</p> <p>REASON: The protect privacy and to reduce the risk of overheating.</p>
27	BREEAM UK
	<p>CONDITION: The development shall achieve a BREEAM [Multi-Residential Accommodation (2014)] Rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>

28	GRC MATERIAL
	<p>CONDITION: Prior to commencement of the development hereby approved, details of how the GRC facades will be prevented from staining over time will be submitted to and approved in writing by the Local Planning Authority.</p> <p>The details submitted shall include manufacturer's product information, details of drainage and building sections. The details approved shall be installed prior to occupation and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard</p>

List of Informatives:

1	<p>Planning Obligations Agreement</p>
	<p>You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.</p>
2	<p>Superstructure</p>
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p>
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
4	<p>Car-Free Development</p>
	<p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	<p>Groundwater</p>
	<p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer.</p> <p>Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwqriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.</p>
6	<p>Surface Water Drainage</p>
	<p>With regard to surface water drainage, it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant ensures that storm flows are attenuated or regulated into the receiving public network through on and off site storage.</p>

7	<p>Working in a Positive and Proactive Way</p> <p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>
8	<p>Materials</p> <p>INFORMATIVE: In addition to compliance with condition 4 materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.</p>
9	<p>Construction Management</p> <p>INFORMATIVE: You are advised that condition 4 covers transport and environmental health issues and should include the following information:</p> <ol style="list-style-type: none"> 1. identification of construction vehicle routes; 2. how construction related traffic would turn into and exit the site; 3. details of banksmen to be used during construction works; 4. the method of demolition and removal of material from the site; 5. the parking of vehicles of site operatives and visitors; 6. loading and unloading of plant and materials; 7. storage of plant and materials used in constructing the development; 8. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; 9. wheel washing facilities; 10. measures to control the emission of dust and dirt during construction; 11. a scheme for recycling/disposing of waste resulting from demolition and construction works; 12. noise; 12. air quality including dust, smoke and odour; 13. vibration; and 14. TV reception.

APPENDIX 2: RELEVANT POLICIES

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

National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 as amended - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.18 Green infrastructure: the network of open and green spaces

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.11 Affordable housing targets

Policy 3.16 Social Infrastructure

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy

Policy 5.7 Renewable energy

Policy 5.11 Green roofs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.13 Safety, security and resilience to emergency

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Policy CS15 (Open Space and Green Infrastructure)

Policy CS16 (Play Space)

Strategic Policies

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

Policy CS10 (Sustainable Design)

Policy CS12 (Housing)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

Housing

DM3.1 Mix of housing sizes

DM3.4 Housing standards

DM3.5 Private outdoor space

DM3.6 Play space

DM3.8 Sheltered housing and care homes

Shops, cultures and services

DM4.12 Social and strategic infrastructure and cultural facilities

Health and open space

DM6.1 Healthy development

DM6.3 Protecting open space

DM6.5 Landscaping, trees and biodiversity

DM6.6 Flood prevention

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.6 Delivery and servicing for new developments

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013:

- Within 50m of a Major Cycle Route
- Adjacent to a Site of Nature Importance (SINC)

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design
- Accessible Housing in Islington
- Inclusive Landscape Design
- Planning Obligations and S106
- Urban Design Guide

London Plan

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

APPENDIX 3: Design Review Panel



CONFIDENTIAL

ATT: Roger Stong
Islington Architects
Technical and Design Group
Northway House.
257 Upper Street.
London N1 1RU

Planning Service
Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA
T 020 7527 2389
F 020 7527 2731
E Luciana.grave@islington.gov.uk
W www.islington.gov.uk

Our ref: DRP/138

Date: 29 September 2017

Dear Roger Stong,

ISLINGTON DESIGN REVIEW PANEL

RE: Elthorne Community Care Centre, 17-23 Beaumont Rise

Thank you for attending Islington's Design Review Panel meeting on 13 September 2017 for a first review of the above scheme. The proposed scheme under consideration is for the demolition of an existing two storey building and the erection of two five storey buildings to provide 10 x 2-bed self-contained units and 17 supported living units, together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and a communal landscaped garden area (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by both DRP Chairs (Dominic Papa and Richard Portchmouth) on 13 September 2017. They were provided with the presentation document submitted by your design team and met at Islington Town Hall to review the proposals and to discuss their views on the design development of the scheme. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

The Chairs welcomed the opportunity to comment on the scheme but highlighted it would have been desirable to have been consulted earlier on in the design development (as part of the pre-application process). Discussions centred on the overall design and materials in addition to the quality of accommodation provided. The following comments were made:

Design & materials

- They considered the massing to be acceptable, although felt that in order to properly assess this, a 3D model showing the relationship of the new blocks with each other and neighbouring buildings would be required before a final assessment can be given.
- They suggested that a subtle differentiation in the colour of the cladding between the two blocks (both tiles and concrete panels) could help make the development feel less monolithic, as they would appear more distinctly as separate buildings.
- Notwithstanding this point, they expressed concerns over the longevity of the proposed cladding materials, pointing out that GRC in certain instances has been known to weather badly and the light shade chosen would likely exacerbate the appearance of

any staining or discolouration. Similarly, tiles may break and not be replaced. This could considerably diminish the quality of the design in a relatively short space of time. They suggested that if officers were minded to support the scheme, the detailing should be carefully considered to ensure these concerns were addressed.

- With regards to the treatment of the flank elevation of Block 1, although they did not raise objections to the proposed artwork, they suggested that different articulation strategies, such as expressing the jointing of the concrete panels or a bespoke texture/sculptural mould, might provide a more integrated and successful solution than a mural.
- It was also noted that the large expanses of glazing per unit on the front elevation of Block 2 could result in large expanses of curtains – despite the frontage being recessed, exposure from front on would still be considerable. Therefore, they advised that the design approach needed to take greater account of personal control of privacy and that this should be incorporated within an integrated proposal with the glazing and façade.

Accommodation

- A slight reconfiguration of the ground floor accommodation of Block 1 was felt to be advantageous – if these units were accessed from the lobby rather than externally, larger private terraces could be provided and the floorplans would be more efficient (as they are on the upper floors).
- Similarly, they queried whether flipping the plan of the ground floor studio flat in Block 2 could help to resolve numerous issues. In the current proposals, the living room would be overlooked by the outdoor communal area; particularly the 'charging point' which could become an area with a tendency for people to congregate. Locating the toilet here may therefore be better and this would also resolve the need for the unfortunate single storey projection. If ultimately the projection is deemed to be necessary, then with the plan flipped it would be a bay window to the living area and therefore give a better quality outlook onto a more private garden patio at the rear.

Conclusion

The Panel recommended that these issues are addressed with Council officers prior to being presented to the Planning Committee.

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

Confidentiality

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

Yours sincerely,



Luciana Grave
Design Review Panel Coordinator
Design & Conservation Team Manager

APPENDIX 4: Independent Viability Appraisal

1.0 INTRODUCTION

- 1.1 We have been instructed by the Local Planning Authority of the London Borough of Islington ('Islington LPA') to undertake a viability review in respect of a scheme proposed at 17-23 Beaumont Rise, which has been submitted under planning application reference P2017/2330/FUL and entails:

"The demolition of an existing single storey building and the erection of two five storey buildings to provide 10 x 2-bed self-contained units and 17 supported living units, together with communal rooms, staff/meeting facilities, cycle parking, private amenity space, refuse storage and a communal landscaped garden area."

- 1.2 The applicant in this case is the London Borough of Islington itself. The property is within an established residential area. It is a three-storey community care centre which is no longer operational. The building will be demolished.
- 1.3 Block 1 will include 2 social rented units, 2 shared ownership units and 6 open market sales units, while Block 2 will include 17 'supported living' units for people with mental health problems. The ground floor of Block 2 accommodates communal facilities serving the residents of the supported living units.
- 1.4 We have received a report from the Council which details the financial performance the scheme. On request, we have then been provided with the detailed Excel appraisals which show how viability has been calculated using a 30-year cashflow model.
- 1.5 We have undertaken a review of the cost and value inputs into the appraisal, in order to establish whether the current level of affordable housing delivery proposed by the applicant is the maximum that can reasonably be delivered.
- 1.6 The advice set out in this report is provided in the context of negotiating planning obligations and therefore in accordance with PS1 of the RICS Valuation - Professional Standards (January 2014) (Red Book), the provisions of VPS1 - 4 are not of mandatory application and accordingly this report should not be relied upon as a Red Book Valuation. The Valuation Date for this Viability Review is the date of this report, as stated on the title page. This Viability Review has been undertaken in accordance with the Terms & Conditions provided to the Council and with any associated Letters of Engagement, and should only be viewed by those parties that have been authorised to do so by the Council.

2.0 CONCLUSIONS & RECOMMENDATIONS

- 2.1 A 30 year cashflow model has been created by the Council. This includes all the rental income from the social rent units and shared ownership units, together with the ongoing costs associated with these units. This is a discounted cashflow which adopts a reasonable discount rate of 3%, and generates a positive Net Present Value of £1,329,000. The calculation incorporates the following source of 'cross-subsidy':
- a) Retained Right-to-buy 1-4-1 receipts totalling £1.12m
 - b) Other HRA resources - £1.15m
- 2.2 Removing these sources of cross-subsidy from the appraisal reduces the Net Present Value from £1,329,000 to a negative figure of -£941,000. This represents the residual land value of the scheme, from which in typical viability assessments a benchmark land value would then be deducted in order to determine the overall surplus (or deficit) that the scheme generates. This indicates that the scheme on a stand-alone basis (i.e. without subsidy) is in a deficit position, and therefore no additional social housing provision can be made, over and above that already being proposed. Conversely the level of market housing cannot realistically be reduced as this is required in order to help fund delivery of the supported living units. The results of the 30-year cashflow model are detailed below:

Table One - results of applicant's cashflow model

CUMULATIVE 30 YR Cash Flows (EXCLUDING INFLATION)	Discounted CashFlows at 3% (Based on Long Term cost of Borrowing)
	TODAYS PRICE Base £000's
Net Capital Investment (after "free" receipts 141/GLA and OMS Receipts)	£1,149.2
Estimated Future RTB Sales Receipts	-£246.2
SO Staircasing receipts (assumed 100% disposal by year 11)	-£775.0
Rental Income (Net of BDP & Voids)	-£2,103.4
Shared Equity Rent	-£139.8
Income from Commercial Rent	£0.0
Estimated Savings re Temp. Accom.	-£254.2
Rent Loss re Demolitions	£0.0
Management Costs	£301.4
Repair&Maint. Costs	£331.6
Major Repairs (Capital Costs)	£406.9
Project specific - Other Costs	£0.0
NEGATIVE NPV	-£1,329.5

- 2.3 The 30-year cashflow model above details the 'Net Capital Investment' i.e. net capital costs of the scheme. This is the development costs net of all cross-subsidies and other forms of subsidy. Our Cost Consultant has undertaken a review of the build costs that are included in this appraisal, and they have noted in their report that the costs are higher than expected, based on comparison with BCIS tender prices. The above cashflow results take into account the annual revenues that will be provided from the rented units, net of management costs.

- 2.4 The total difference between Baily Garner and the BCIS-derived figure adopted by GBA is £1,651,980. This does not take into account external works, design fees (i.e. professional fees), and contingency, but does include OHP and preliminaries. With adjustments made to the contingency and professional fees to reflect the reduced base build, the overall difference is £1.93m. Reducing the build cost leads to the NPV (without subsidy) increasing from -£0.94m to £1.0m. Adding in a minor profit on Cost of 12.5% would reduce this to £0.32m. It is also the case that the cashflow model has, as mentioned above, a very low discount rate of 3% and that if a more commercially-driven rate were to be adopted this would reduce the Net Present Value considerably. Therefore even assuming benchmark land value of nil, it cannot realistically be concluded that the scheme can generate a surplus from which additional affordable housing contributions can be made.
- 2.5 In this case, the applicant has not included the land value as a cost in their appraisal, and has accordingly not compared the residual value against a viability benchmark. This is because the proposed scheme will be a not-for-profit development, and the freehold of the site will remain in the Council's ownership. The Council's key objective is to ensure that the scheme is partly self-funding by using capital receipts from sale of the private flats to fund the development of the supported living facilities. This objective is clearly different to the primary objective of the traditional private developer which is to maximise profit. We accordingly accept that in this case it is appropriate not to assess viability on the same basis as for a private development.
- 2.6 Whilst it is standard practice to include such a benchmark land value in appraisals for planning purposes - even in circumstances where the landowner retains the site post-development and has owned the site long-term - given that the Council's primary objective is estate regeneration rather than generating a land receipt, it is appropriate to include nil land value in the appraisal.
- 2.7 For the same reason, no developer's profit has been included in the original submission appraisal. This has had the effect of improving the net present value of the scheme. In our experience of Council-led schemes, it is common for some degree of Developer's Return to be included to compensate for exposure to risk, and whilst a profit as high as those required by private developers is not considered necessary, it is common for a profit in the region of 6-10% on Cost to be accepted.
- 2.8 It is standard practice, endorsed by RICS Guidance, that when determining planning applications, the aim should be to reflect industry benchmarks. LPAs should therefore disregard who is the applicant, except in exceptional circumstances (such as personal planning permissions, as planning permissions run with the land). In formulating information and inputs into viability appraisals, these should accordingly disregard either benefits or disbenefits that are unique to the applicant, whether landowner, developer or both. This is the principle (stated in RICS Guidance) that viability assessments for planning purposes should consider the approach of a 'typical', rational landowner, rather than be specific to the applicant in question. It would therefore arguably legitimate for the Council to include those appraisal inputs that would be included by 'typical' developers - i.e. adding profit and benchmark land value, and *omitting* cross-subsidies.
- 2.9 With respect to the values attributed to the open market sales units, these have been estimated by Copping Joyce, and they have fully supported these values with highly suitable comparable sales evidence.
- 2.10 In conclusion, we accept that no additional affordable housing can be viably delivered by the scheme, and note that the currently proposed level of delivery would not be deliverable without the substantial level of subsidy that is being provided.

3.0 FURTHER DISCUSSION OF DEVELOPMENT APPRAISAL

Development costs

- 3.1 The build cost for the residential is £282,000 average per unit. Our Cost Consultant, Geoffrey Barnett Associates, has undertaken a review of the Cost Plan that has been created by Baily Garner.

The overall scheme is approximately 44% over the BCIS Upper Quartile all-in rate. This may be due to a number of design factors. The roof has a green roof content and the external walls have a bespoke GRC cladding hence both are higher than the BCIS rate. Furthermore possibly due to the inclusion of accommodation for mental health tenants the Fittings and Furnishings are considerably higher than the BCIS Upper Quartile rates.

The Applicant has suggested a number of reasons why this cost per square metre is high in the Cost Plan as a result of design choices. These include high wall to floor rates, small size of flats, the GRP cladding and extensive glazing.

- 3.2 A contingency that is equal to 7% of the base build cost. Professional Fees of £657,000, which is 10%. This is a reasonable allowance and is lower than the GLA Toolkit's default. All other input shown in the cost summaries that we have viewed are in line with typical benchmark rates.
- 3.3 The total difference between Baily Garner and the BCIS-derived figure adopted by GBA is £1,651,980. This does not take into account external works, design fees (i.e. professional fees), and contingency, but does include OHP and preliminaries. With adjustments made to the contingency and professional fees to reflect the reduced base build, the overall difference is £1.93m.

Benchmark Land Value

- 3.4 The appraisal does not include any site acquisition costs, as we have discussed above. The property is a three-storey community care centre which is no longer operational, and the building will be demolished. Therefore whilst it does not likely have a substantial existing use value, a typical private landowner would still require a land receipt in order to incentivise them to release the site for redevelopment. However, given that the Council is not motivated by maximising land value, but rather by securing regeneration and other social objectives, it is legitimate for no land value to be adopted in the appraisal.

Private housing

- 3.5 The total capital receipt from the Open Market Sale units and the Shared Ownership units. All the flats benefit from private open space. The 8th December 2016 valuation report by Copping Joyce includes details of comparable sales evidence from the local area, including among other the Beaux Arts Building.
- 3.6 The total is £5,750,000 for the 10 flats in Block 1, if all were private. For the units on the 2nd, 3rd and 4th floor which are all earmarked to be private by the applicant, this total is £3.48m in Copping Joyce's valuation, and this is the figure adopted in the applicant's appraisal. This is an average of £770 per sq ft, which is

broadly in line with the values per sq ft of nearby comparable sales that we have analysed, including among others those cited in Copping Joyce's valuation.

Shared ownership values

- 3.7 It is assumed that there is 25% initial equity share and that all the remaining equity is 'staircased' (i.e. purchased by the occupants) by year 11. In our experience, this is an optimistic level of staircasing. The rent on unsold equity is included in the cashflow model, but it is unclear how this has been calculated.

Social Rent values

- 3.8 We understand that the units will be held by the Council and thus will not be sold to an RP, thus it is appropriate that no upfront capital receipt is included in the appraisal. There is rental income input into the 30 year cashflow, together with management and maintenance costs, and we do not dispute these levels of rents and costs, which have been provided by the Council's Housing Strategy & Development Team. These units will be at Target Rent levels. There are Right to Buy receipts of £246,200 (Net Present Value) in the cashflow.

C2 Residential

- 3.9 The Block 2 residential is comprised of 17 supported living units. We understand that these will be managed by the Council. There is no upfront capital value for these units, which is reasonable as these units will not be sold. But rental income has been factored into the 30-year cashflow model for these units, and we can confirm that this has been undertaken in a suitable way, with suitable levels of deductions such as for management costs.

Other revenues

- 3.10 There are a number of other revenue sources some of which can be categorised as funding and/or subsidy for this scheme. These are detailed below:

OTHER RESOURCES

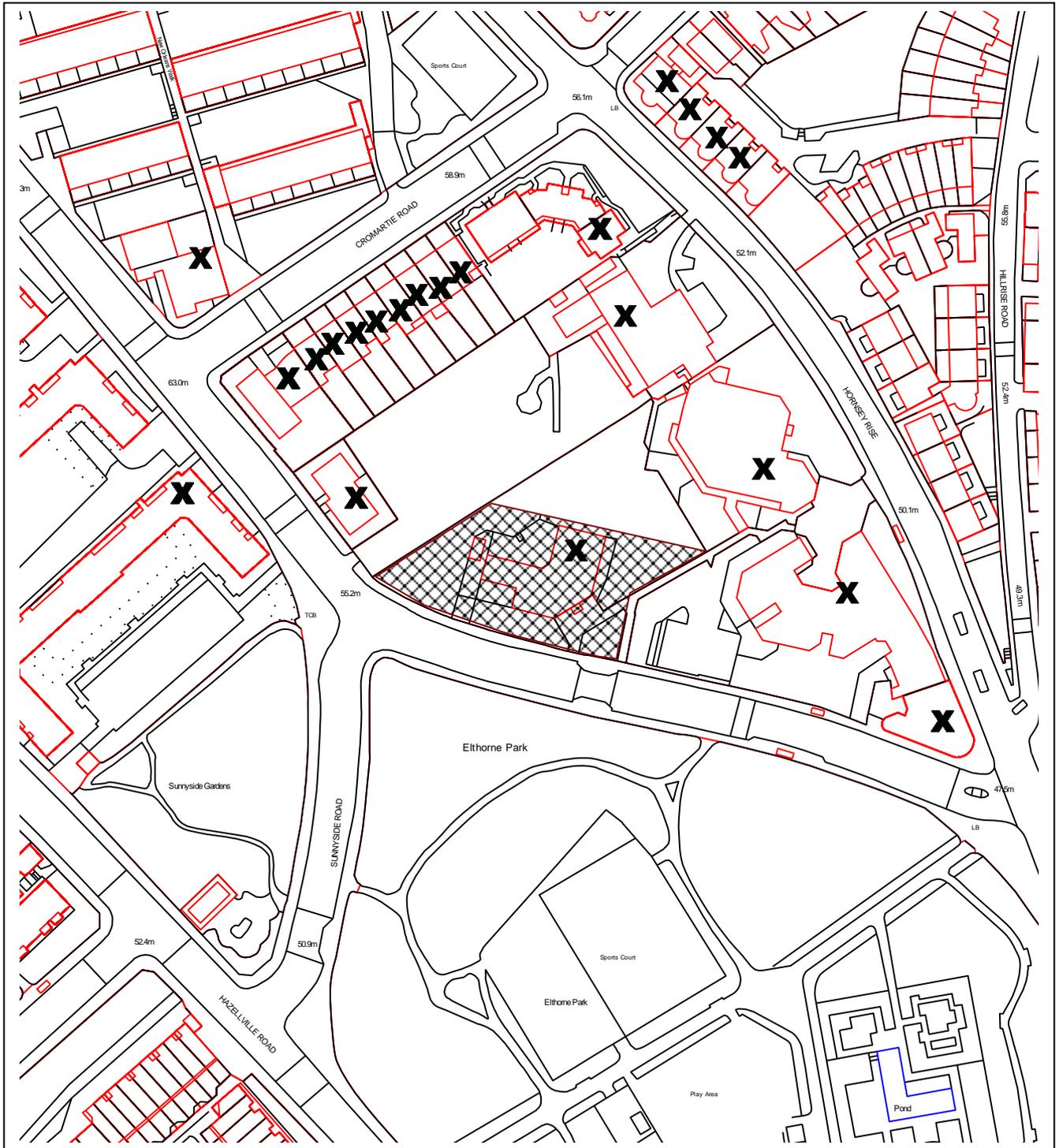
<i>Other HRA resources - retained rtb receipts, s106/HRA subsidy</i>	1,149,000
<i>Other resources</i>	1,200,000
<i>revenue savings</i>	380,000
<i>shared ownership staircasing (100% by year 11)</i>	775,000
<i>Resale of Turle Rd ADSS property</i>	1,580,000

- 3.11 These represent sources of cross-funding for the proposed scheme. The Turle Road property is assumed to be sold for £1.2m, and to this is added the savings made from the Borough no longer spending money on out-of-Borough placements of people with mental health problems.

BPS Chartered Surveyors

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Islington SE GIS Print Template



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P2017/2330/FUL

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PLANNING COMMITTEE REPORT

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

PLANNING COMMITTEE		AGENDA ITEM NO: B2
Date:	7th November 2017	

Application number	P2017/2065/FUL
Application type	Hybrid Planning Application (outline and part full)
Ward	Finsbury Park Ward
Listed building	N/A
Conservation area	None.
Development Plan Context	Alexandra Palace Strategic Viewing Corridor (SV3) Finsbury Park Special Policy Area Local and Major Cycle routes Adjacent to Protected Local Shopping Centre (S15) Adjacent to Nags Head and Finsbury Park Town Centre Adjacent to Employment Growth Area Adjacent to Archaeological Priority Area (Tollington Settlement) Adjacent to Site Allocation Holloway Fire Station and Holloway Police Station Within 100m of TLRN Road Within 50m of Tollington Park Conservation Area
Licensing Implications	None
Site Address	Andover Estate bounded by Durham Road, Moray Road, Andover Road, Hornsey Road, Newington Barrow Way and Seven Sisters Road, London N7
Proposal	Hybrid planning application involving Outline consent (scale, access and layout) for the phased redevelopment of the Andover Estate allowing for the

	<p>erection of buildings up to 6 storeys to provide a gross total of 199 new dwellings (comprising 22 x 1 bedroom dwelling; 133 x 2 bedroom dwelling; 43 x 3 bedroom dwellings; 1 x 4 bedroom dwelling); up to 5159 sqm of affordable workspace (Use Class B1), 87sqm of flexible use space (Class A1/A3/B1/D1), estate-wide public realm and landscape improvements, including new children's play space; reconfiguration of existing estate-wide car parking; and provision of up to 763 cycle parking spaces.</p> <p>Full detailed consent for part of the proposal described above involving 64 residential units (comprised of 19 x 1 bedroom flats, 31 x 2 bedroom flats and 14 x 3 bedroom houses) across 6 infill sites and reconfiguration of existing dwellings and garages); public realm improvements including new landscaping and play facilities, 87sqm of flexible use space (Class A1/A3/B1/D1); 618 sqm affordable workspace (Use Class B1) and associated hard & soft landscaping, reconfiguration of existing estate-wide car parking; and provision of a minimum of 162 cycle parking spaces.</p>
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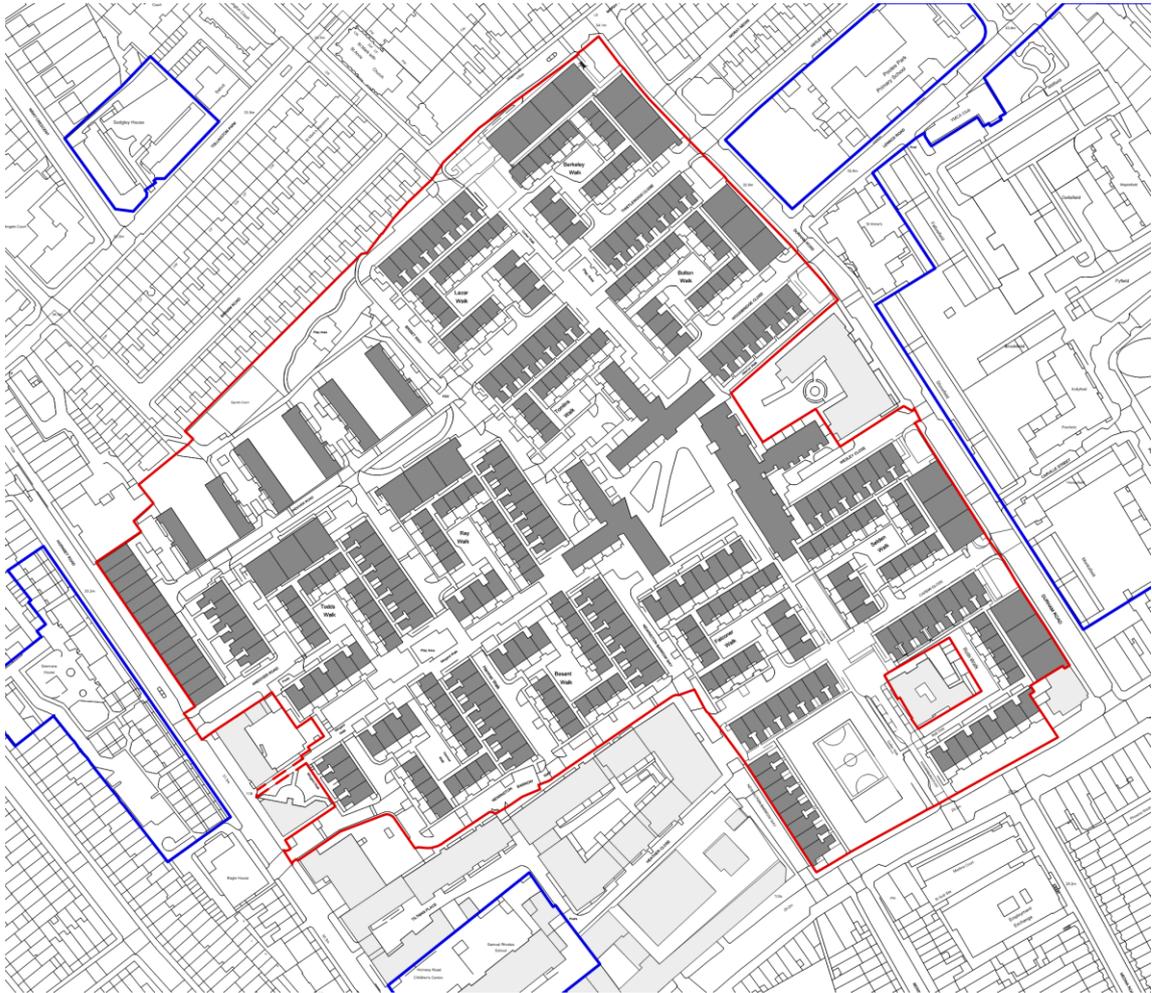
Case Officer	Stefan Sanctuary
Applicant	Rosemarie Jenkins - New Build and Regeneration Team, London Borough of Islington.
Agent	Natalya Palit - HTA Design LLP

1 RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a Directors' Agreement securing the heads of terms as set out in Appendix 1.
3. where applicable, subject to any direction by the Mayor of London to refuse the application or for it to be called in for the determination by the Mayor of London.

2 SITE PLAN (OUTLINE IN RED)



3 PHOTOS OF SITE/STREET

Photograph 1: Aerial View of Site looking north



Photograph 2: View of Central Square



Photograph 3: View from Corker Walk looking east



Photograph 4: View of Corker Walk ball court looking north



Photograph 5: Tomlins Walk/Andover Road - typical undercroft garages



Photograph 6: View from Briset Way looking north



Photograph 7: Looking down the central north/south spine



Photograph 8: Looking along Andover Road



Photograph 9: View of green and play area (northern edge of the Andover)



Photograph 9: View of Old Andover and Former Sue Davis Pitch



Photograph 10: View of 1-24 Andover, Hornsey Road



4

SUMMARY

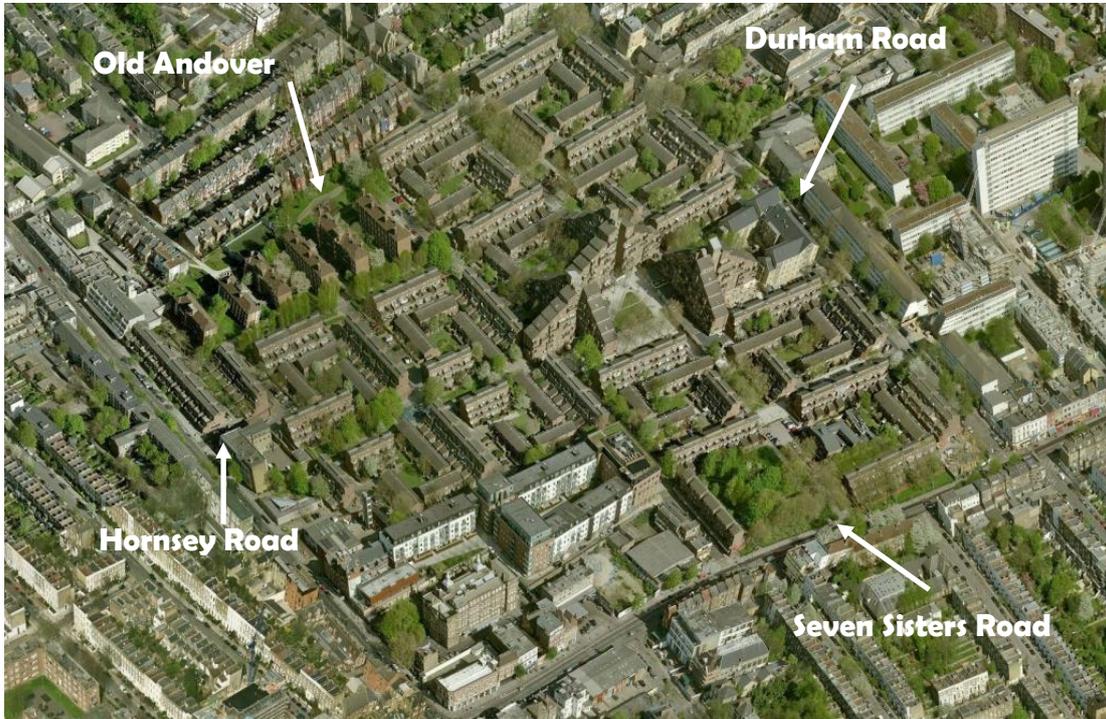
- 4.1 The proposal is a hybrid planning application involving outline consent (scale, access and layout) for the phased redevelopment of the Andover Estate allowing for the erection of buildings up to 6 storeys in height to provide a gross total of 199 new dwellings (comprising 22 x 1 bedroom dwelling; 133 x 2 bedroom dwelling; 43 x 3 bedroom dwellings; 1 x 4 bedroom dwelling); up to 5159 sqm of affordable workspace (Use Class B1), 87sqm of flexible use space (Class A1/A3/B1/D1), estate-wide public realm and landscape improvements, including new children's play space; reconfiguration of existing estate-wide car parking; and provision of up to 763 cycle parking spaces.
- 4.2 Notwithstanding the outline consent, detailed consent is also being considered for part of the development described above involving 64 residential units (comprised of 19 x 1 bedroom flats, 31 x 2 bedroom flats and 14 x 3 bedroom houses) across 6 infill sites and the reconfiguration of existing dwellings and garages; public realm improvements including new landscaping and play facilities, 87sqm of flexible use space (Class A1/A3/B1/D1); 618 sqm affordable workspace (Use Class B1) and associated hard & soft landscaping, and reconfiguration of existing estate-wide car parking. Overall, the proposal results in a net increase in 69 residential dwellings.
- 4.3 The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of infill housing and development on underused spaces and garage conversions in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The proposed tenure mix is supported and the financial viability has been independently assessed, concluding that the proposal includes the maximum achievable amount of affordable housing without rendering the proposal unviable.
- 4.4 The planning application (outline and detailed consent) results in a loss of 1,408sqm of existing green open space across the estate. In order to compensate for the loss of open space, the application proposes to convert some 12,500sqm of existing car parking and vehicular access into 'Home Zones' designed to create a more pedestrian friendly environment and to meet the amenity needs of a growing

population across the estate. The application also proposes to enhance existing areas of open space, improve permeability, legibility and access and significantly reduce vehicular traffic on the Andover, through removing car parking, narrowing vehicular access points and creating raised tables and shared surfaces. It is considered that this approach is justified on the basis of the quality of re-provision and the over-riding planning benefits of the proposal, in particular the provision of high quality and well-designed affordable housing, in accordance with Core Strategy Policy CS12 and Development Management Policy DM6.3.

- 4.5 Overall, the proposal for Phase 1 is considered to deliver an appropriate balance between providing a consistent architectural language across all new proposed buildings while at the same time responding to their individual site contexts. The proposal has been designed to be distinct and stand out from the existing estate while not being overbearing and respecting the integrity of the estate. The proposal is considered to maintain the character and appearance of the adjacent Tollington Park Conservation Area. The scale and massing of the buildings proposed in the later phases is considered acceptable, with their detailed design and appearance reserved for later consideration. Overall, the proposal is considered to be well-designed and in accordance with Policy 7.6 of the London Plan, Policy CS7 and CS9 of Islington's Core Strategy, the aims and objectives of Development Management Policy DM2.1 and DM2.3 and the guidance within Islington's Urban Design Guide.
- 4.6 The development would result in an improved pedestrian environment, facilitating walking routes through the estate. As the quality of existing routes is poor with blind spots and pinch points that discourage people from using the estate as a through route, the proposed active frontages and passive surveillance is considered to result in a safer and more inclusive environment. The landscape strategy adopted is based on an analysis and understanding of existing open spaces. The application proposes to connect and improve the quality of open space networks by creating green walks between existing high quality open spaces; developing a 'Home Zone' typology around the existing 'Walks' on the estate; providing landscape interventions and narrowing of thresholds to create a more pedestrian friendly environment; improving the access and quality of existing courtyard spaces; and enhancing streets across the estate.
- 4.7 The proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or air quality and is considered to result in a marked improvement in terms of safety and security. The application proposes good quality dual aspect accommodation that meets internal space standards and provides the required quantity of private and communal amenity space. The living environment and amenities of future residents would be to a good standard incorporating the required amount of refuse and cycle storage as well as access to child playspace.
- 4.8 The proposal results in a housing density that is appropriate for its urban location and the estate's public transport accessibility. The application also includes inclusive design measures that result in a development that is accessible to all members of society. Furthermore, the application proposes a sustainable form of development which would suitably minimise carbon emissions. Finally, the proposal's transportation and highways impacts are considered to be acceptable, subject to conditions and the planning obligations.
- 4.9 The proposal is considered to be acceptable and is recommended for approval subject to conditions and the completion of a Directors' Agreement to secure the necessary mitigation measures.

5 SITE AND SURROUNDING

- 5.1 The Andover Estate is in Finsbury Park Ward, in the north-east part of the borough. The estate is a large and expansive housing estate and is flanked by Hornsey Road to the west, Seven Sisters Road to the south, Durham Road to the east and Birnam Road to the north. The north-western edge of the estate borders the Tollington Park Conservation Area.



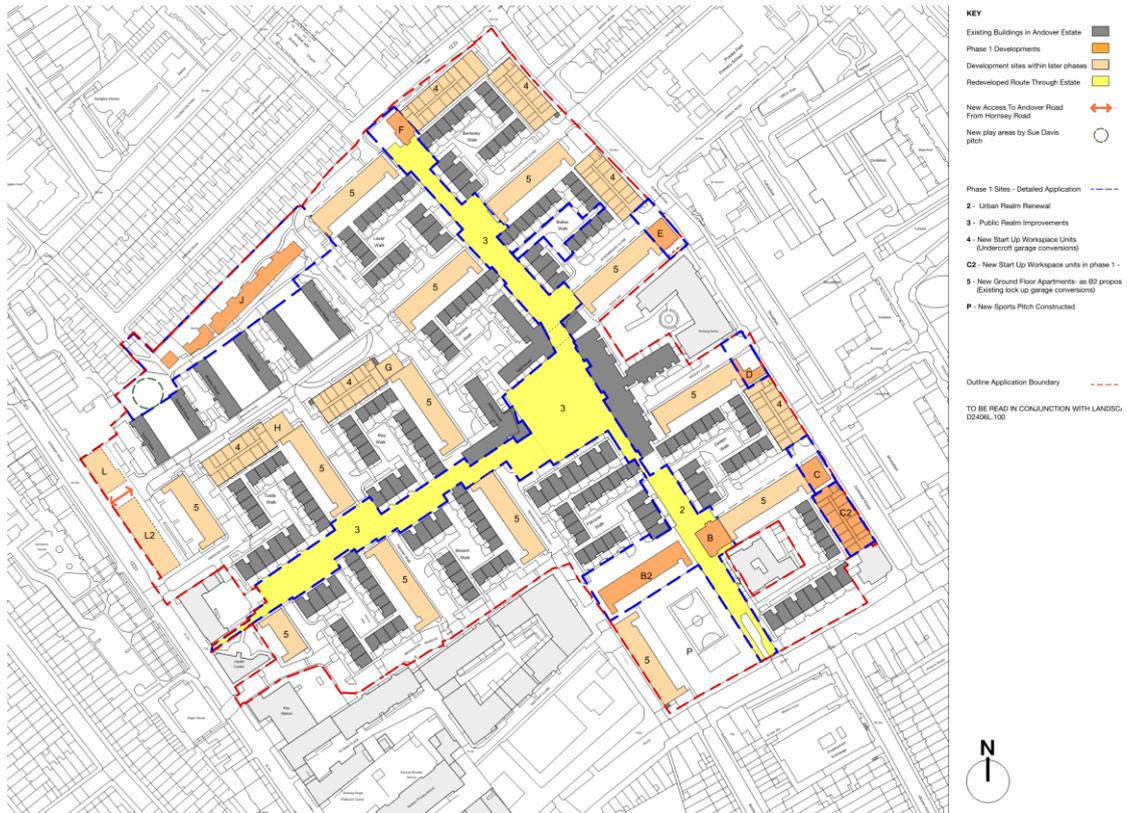
Birdseye View

- 5.2 The older part of the estate along Andover Road was built in the 1950s and is known as the Old Andover Estate. These buildings are generally five stories in height, red-brick and with pitched roofs. The newer buildings, which make up the majority of the estate, were built in the late 1960s and 1970s and are generally lower rise, though there are three larger pyramid-shaped buildings in the centre of the estate. In the middle of the estate is a recently renovated Central Square with an established row of shops and community centre.
- 5.3 The Andover is characterised by a myriad of somewhat incoherent pedestrian routes, dead frontages and poorly defined or underused public spaces. The majority of the estate consists of 4-storey buildings with undercroft garages and elevated walkways and two-storey terraced houses around semi-private courtyard gardens. A meandering north-south pedestrian route runs from Sevens Sisters Road through the Central Square to Moray Road and a further east-west route leads from Hornsey Road through an undercroft to the Central Square, though both routes remain awkward to navigate.
- 5.4 The estate is located within the Finsbury Park Special Policy Area. Though the application site is adjacent to numerous designated area, such as the Nags Head and Finsbury Park Town Centres, Seven Sisters Employment Growth Area, Local Shopping Centres and an Archaeological Priority Area, there are no other site-specific policy designations. Finally, while the estate does itself not have a site allocation, the site does adjoin the Site Allocations of Holloway Police and Fire Stations.

6 PROPOSAL (IN DETAIL)

Outline Application

- 6.1 The application is in hybrid form with combined outline and full planning applications. The outline application (with landscaping and appearance reserved) covers the full extent of the estate and involves the creation of a gross total of 199 new residential units (net increase of 69 residential units) through infill development, the redevelopment of blocks along Hornsey Road and Durham Road and the amalgamation of single aspect dwellings with adjoining garages across the estate.



Phasing Site Plan

- 6.2 The new dwellings are proposed as follows:
- A gross total of 64 new dwellings (net increase of 56 dwellings) across sites B-F and J to be delivered as part of Phase 1 (full detailed planning application described below);
 - A total of 15 new dwellings proposed across Sites G & H;
 - Creation of a gross total of 46 new dwellings through the development of existing buildings on two adjacent sites along Hornsey Road (net increase of 22 dwellings across L and L2);
 - A gross total of 74 new dwellings through garage conversions across the estate (resulting in larger dwellings with more bedspaces but a net decrease in dwellings).
- 6.3 A breakdown of the residential accommodation proposed is provided below:

	TOTAL	PERCENTAGE
1 BEDROOM	22	11%
2 BEDROOM	133	66.8%
3 BEDROOM	43	21.6%
4 BEDROOM	1	0.5%
TOTAL	199	100%

- 6.4 As well as the residential components of the outline application, the proposal also includes 5,159sqm of affordable workspace (B1 use) through the conversion of existing garages (618sqm of this to be delivered as part of Phase 1 described in the full planning application below) as well as the delivery of 87sqm of flexible use floorspace (community / commercial / retail).
- 6.5 As part of the outline application, a landscape masterplan has been developed which sets out the strategy for landscaping and public realm across the whole estate. The strategy proposes to connect and enhance existing open spaces across the estate through improvements to existing pedestrian routes, the creation of home zones and pedestrian priority streets, an enhanced streetscape across the estate and improvements to the quality and accessibility of existing courtyards.

Full Application

- 6.6 Phase 1 of the proposal is subject to a full detailed application. This phase proposes a gross total of 64 new dwellings which equates to a net increase of 56 dwellings. This phase also includes 87sqm of flexible use space and 618 sqm of affordable workspace. Significant landscaping and public realm improvements are also proposed as part of this phase.
- 6.7 The new residential accommodation is proposed as follows. Site B2 (shown on the Phasing Site Plan above) involves the conversion of existing garages and the reconfiguration of 8 existing single-aspect 1 bedroom dwellings into 6 new dual aspect 2- and 3-bedroom dwellings, including 2No wheelchair accessible units. The rear gardens of each new home would be landscaped as part of the proposal and new secure bicycle storage will be provided. Site B proposes the erection of a new part 6-, part 7-storey building on the site of an existing car parking court. The block would provide 6 x 2-bed and 5 x 1-bed flats as well as 87sqm of flexible use space on the ground floor and ancillary bike and refuse storage.
- 6.8 On Durham Road, Site C proposes the erection of a new 6-storey building incorporating 10 new homes (2 x 1-bed and 8 x 2-bed dwellings), including one wheelchair accessible dwelling. Site C2 proposes the conversion of existing undercroft garages to provide a total of 618sqm of affordable workspace. Site D proposes the erection of a new 4-storey building providing a total of 4 x 1-bed dwellings. Site E proposes a new 6-storey building providing 10 new dwellings, including a 8 x 2-bed and 2 x 1- bed dwellings. Site F proposes a new 5-storey building incorporating a total of 8 x 1-bed dwellings. Finally, Site J proposes the erection of 3-storey townhouses, providing 12 x 3-bed houses and 3 x 2-bed houses with private gardens.

6.9 The housing mix in each block is shown below, with the number of wheelchair accessible dwelling shown in brackets

SITES	NO. OF 1-BEDS	NO. OF 2-BEDS	NO. OF 3-BEDS	TOTAL
BLOCK B	5	6	-	11
BLOCK B2	-	4	2 (2)*	6 (2)
BLOCK C	2 (1)	8	-	10 (1)
BLOCK D	4	-	-	4
BLOCK E	2 (1)	8	-	10 (1)
BLOCK F	8 (1)	-	-	8 (1)
BLOCK J	-	3 (1)	12	15 (1)
TOTAL	21 (3)	29 (1)	14 (2)	64 (6)

**number of wheelchair dwellings shown in brackets*

7

RELEVANT HISTORY:

PLANNING APPLICATIONS:

7.1 The following is the most recent and relevant planning history for the site:

- An application (**P060519**) for the demolition of link bridges, stairs and ramps; construction of new stairs and a stepped ramp; new security screen and gates with entry-phone and realignment of car parking on Carew Close at 1-64 Selden Walk was **refused** on the **16th May 2006**.
- An application (**P070670**) for the demolition of stores, link bridges between blocks, installation of stairs and ramps as well as the construction of new stairs, ramps and refuse stores, new security screen and gates with entry phone and alterations to car parking and pavements was **approved** on the **21st September 2007**.
- An application (**P111198**) for the replacement of timber sliding sash windows to all buildings within the old Andover Estate with UPVC framed windows was **approved** on the **23rd September 2011**.
- Temporary change of use (**P2014/4873/FUL**) of the Multi Use Games Area to a Community Plant Nursery for 2 years with the erection of poly-tunnels, seating areas, hardstanding and raised planting beds was **approved** on the **20th March 2015**.
- An application for the installation of an artificial grass football pitch & a permeable tarmac ball court, with associated fencing, lighting, paving, seating and landscaping, to replace existing ball court at Corker Walk was **approved** on the **21st October 2015**.

PRE-APPLICATION ADVICE:

7.2 The proposal has been subject to ongoing pre-application discussions throughout the last 3 years. The proposal was also presented and discussed at the Council's Streetbook Surgery, which aims to improve on development schemes' inclusivity, design quality, safety, security and environmental sustainability. The points raised at pre-application stage have informed the design of the scheme being considered here. The following are the most important improvements that have arisen as a result of pre-application discussions:

- A comprehensive approach has now been adopted through the outline planning application with the applicant looking at the whole of the estate, rather than piecemeal development.
- Considerable landscape and public realm improvements have now been incorporated into the proposal to mitigate against the loss of the former Sue Davis pitch currently being used as a growing garden.
- Significant improvements to child playspace have now been included into the planning application to address the existing lack of playspace and to deal with the increased population brought about by this proposal.
- Loss of existing trees has been minimised as far as possible following reconsideration of sites to be developed and changes to the design and layout.
- The proposal now includes comprehensive development of undercroft garages to provide good quality dual aspect residential accommodation and new affordable workspace.
- Car parking on the estate has been significantly reduced since previous iterations of the proposal to create a more pedestrian-friendly environment across the estate.
- The design and architecture of the proposed buildings has gone through considerable improvements since previous versions of the proposal.
- The planning application now includes improvements to the Hornsey Road frontage, in particular the proposal would involve creating a better connection between the estate and Hornsey Road as well as an improved east-west route through the estate.

ENFORCEMENT

7.3 None relevant

8 CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 2673 adjoining and nearby properties across the Andover Estate (all addresses on the estate) as well as on Hornsey Road, Birnam road, Tollington Park, Andover Road, Wesley Close, Titman Place, Seven Sisters Road, Sussex Way, Berriman Road, Tollington Way, Sonderburg Road, Newington Barrow Way, Heather Close, Pooles Park, Moray Mews, Durham Road, Moray Road, Carville Street, Medina Road, Yonge Park, Thane Villas, on the 20th June 2017. A

number of site notices and a press advert were also displayed on 22nd June 2017. The public consultation on the application therefore expired on 13th July 2017. However, it is the Council's practice to continue to consider representations made up until the date of a decision.

8.2 At the time of the writing of this report a total of 20 responses had been received from the public with regard to the application. The responses consist of 16 objections, 2 general comments and 4 of support. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets).

8.3 The following are the general comments and comments in support received:

- The proposal is supported in principle, though more should be done to enhance safety and security [*paragraphs 10.154 – 10.156*];
- The design of the proposal is welcomed [*10.34 – 10.44*];
- The principle of creating more affordable housing is supported [*10.20 – 10.32*];
- Improvements to the Andover Estate are supported in principle;
- The application is of high quality and will help to improve the Andover Estate;
- There should be assurances that new residents would not be granted parking permits [*10.211*];
- Assurance is requested that the increase in residents on the estate will also result in an increase in safety and security as well as maintenance capacity;
- The design quality is commendable [*10.34 – 10.44*];

Objections:

8.4 The following is a list of the objections received in response to the proposal:

- The proposal would result in a loss of public spaces, which are already in scarce supply [*paragraphs 10.11 – 10.14*];
- The proposal would result in a loss in green spaces and mature trees [*10.84 – 10.114*];
- The proposed buildings would result in a loss of daylight and sunlight [*10.114 – 10.140*];
- Proposed bin stores are too close to existing residential properties and the refuse strategy is unrealistic [*10.164 & 10.212*];
- Proposed window-to-window distances may result in a loss of privacy [*10.145 – 10.156*];
- Population density as a result of the proposal and nearby developments is excessive [*10.170 – 10.174*];
- The height of the proposed buildings would be out of keeping with the existing character and height of buildings [*10.34 – 10.54*];

- Block F would result in a loss of privacy and increased overlooking to existing residents of Tollington Park and Moray Mews as well as increased noise and disturbance [10.112 – 10.162];
- The height of Block F is excessive, not in keeping with the surroundings and would set a precedent for increases in height elsewhere [10.35 – 10.50];
- The loss of green space, public realm and trees as a result of the proposal is unacceptable [10.80 – 10.110];
- Parking loss is unacceptable [10.211 – 10.214];
- Proposed Block F would have a potentially unacceptable impact on the Tollington Park Conservation Area [10.59 – 10.61];
- The new buildings are taller than the existing estate buildings and would dominate the existing buildings [10.38 – 10.51];
- Loss of green space would lead to a loss in biodiversity [10.102 – 10.107];
- The proposal would result in a density that the local infrastructure will not be able to deal with [10.215 – 10.218];
- Opposition to the proposed cycle parking storage as this would increase crime [10.204 – 10.206];
- There has been a lack of consultation on the outline proposal [8.1 – 8.22];
- The removal of the ramp between Blocks B and C would reduce access to those with mobility impairments [10.74 – 10.79];
- Block J would result in a loss of daylight, sunlight and privacy to properties on Birnam Road [10.145 – 10.153 & 10.138 – 10.139];
- The views of residents in surrounding streets have not been properly taken into account [8.1 – 8.22];
- Building Blocks B and C would result in incongruous buildings that would overshadow and overlook other buildings along Roth Walk [10.145 – 10.153];
- The proposal builds on existing green spaces, while keeping other existing space locked up from the majority of the rest of the estate [10.97 – 10.98];
- The development will alter the overall character of the Andover Estate [10.38 – 10.111];
- The development proposals poses a serious fire safety risk [8.40 – 8.44];
- The proposal may increase anti-social behaviour, particularly in the pathways between Moray Road and Corker Walk [10.154 – 10.156];
- The proposal would impact water pressure on the Andover Estate (*condition 12*);
- The planning application will affect the quality of life of existing residents on the estate [10.38 – 10.111];

8.5 And a number of non-planning related comments were made. These can be summarised as follows:

- The construction process will restrict access for elderly and disabled residents;
- The construction would result in excessive noise and disturbance;
- The proposed buildings may have structural implications for surrounding properties.
- The proposal would result in the loss of green space on the junction of Thistlewood Close and Durham Road (no buildings are proposed here);
- Elements of the proposal will not result in any economic gain for the Council;
- The proposals would affect the views afforded to existing residents;
- The proposals may affect the value of existing surrounding properties.

Applicant's consultation

8.6 The applicant, Islington Housing New Build have carried out extensive consultation with local residents and have carried out a number of drop-in sessions.

8.7 Some of the residents' input at these meetings has informed the final design of the proposal. The final proposal is considered to be a balance between residents' aspirations for a safe and secure environment which reduces anti-social behaviour on the estate on the one hand and the applicant's objective to deliver affordable housing for Islington residents in an accessible, well designed manner on the other.

External Consultees

GLA Stage 1 Response

8.8 Principle of development: The large-scale retention and refurbishment of existing housing blocks, in conjunction with targeted residential infilling and the provision of affordable workspace, is strongly supported.

8.9 Housing: The proposed provision of affordable housing is strongly supported, and contributes to a net gain in affordable housing (including a gain in social rented units) as part of this estate regeneration. Notwithstanding this, the scheme will be subject to a rigorous independent viability review, as well as early and late stage review mechanism, to ensure that the maximum reasonable amount of affordable housing is delivered over the lifetime of the renewal programme in line with London Plan Policies.

8.10 Urban design: The masterplan for estate intensification through a strategy of sustainable refurbishment, conversion and infill is supported and the scheme would deliver considerable enhancements to the quality of public realm. The application accords with London Plan Policy 7.1.

8.11 Inclusive Design: The approach to access and inclusive design is supported in line with London Plan Policy 7.2.

8.12 Sustainable development: Following the conclusion of discussions on the energy strategy, the proposed climate change mitigation and adaptation measures will be

secured by way of planning condition / obligation in line with London Plan policies 5.2, 5.10, 5.11, 5.12, 5.13 and 7.19.

- 8.13 *The points raised regarding energy and sustainability have now been addressed and this is considered in more detail in the subsequent sections of this report.*
- 8.14 **Transport:** Whilst the proposed development is broadly acceptable in strategic transport terms, matters with respect to: car parking; walking and cycling; cycle hire; servicing and deliveries, and travel plan needs to be addressed to ensure accordance with London Plan Policies 6.3, 6.9, 6.10, 6.13 and 6.14.
- 8.15 *The points raised regarding transport, in particular car parking, cycling and servicing, have now been addressed and this is considered in more detail in the subsequent sections of this report.*
- 8.16 **Crime Prevention Officer** – confirmed that all Phases of the Andover Estate development proposal should meet Secured by Design standards as set out in the New Homes Guide 2016 and that permissions should be conditioned as such.
- 8.17 **UK Power Networks** – raised no objection.
- 8.18 **London Fire & Emergency Planning** – The London Fire Brigade were consulted on the planning application. No objections were raised and they were satisfied with the details submitted, subject to sprinkler systems being installed within the buildings and subject to fire safety measures within Building Regulations being adhered to.
- 8.19 **Thames Water** – No objection, subject to conditions and informatives requiring details of sewerage infrastructure, surface water drainage, water infrastructure and impact piling.
- 8.20 **Historic England** – no objections to the proposals as they are unlikely to affect the nearby Archaeological Priority Area.
- 8.21 **The Environment Agency** – no comments received
- 8.22 **The Health & Safety Executive** – raised no objection to the proposal.

Internal Consultees

- 8.23 **Access Officer** – The Access Officer requested a justification for keeping courtyard spaces gated and questioned the logic behind the Home Zones. The following specific points were made:
- The blanket use of ‘Home Zones’ was questioned. Instead, the applicant is advised to undertake place-route analyses of the open spaces within and routes running through the estate as the basis of a contextual enhancement.
Officer comment: The submitted Design & Access Statement is accompanied by an analysis of routes through the estate which has informed the overall strategy.
 - There has not yet been effective rationalisation of parking provision with the result that vehicular turning, including that required by servicing / delivery vehicles will be compromised.
Officer comment: further details of servicing and delivery management will be required by condition (34).

- In a borough and a part of the borough where there is so little space for residents and visitors to dwell and for communities to grow, it is the council's position that in order to promote positive behaviours more and more diverse users should be encouraged to make use of inclusive open spaces.
Officer comment: The GLA have confirmed that the proposal meets inclusive design standards. Further details will however be required by condition (16) to ensure that the public realm is designed in a way that is inclusive to diverse users.
- It is not clear whether the development of clearer W/E pedestrian routes has been achieved; signage and wayfinding strategies do not appear to clarify or promote these routes. A clear N/S route has been proposed as a play on the way space; there does not appear to have been any consideration of how children, vulnerable pedestrians and cyclists will all be accommodated safely and how motorcycles will be excluded from the route.
Officer comments: a clear east-west route and clearer north-south route has been achieved without demolishing buildings. Further details will be required by condition to ensure suitable wayfinding, signage and inclusivity (condition 16).
- There are regular references to the array of open spaces within the estate but the majority of those green spaces are gated residential courtyards that provide no benefit to any other resident or visitor. We would welcome further investigation into opening up of the remaining courtyards that are currently gated off.
Officer comments: there is a balance to be achieved between protecting residents existing open space provision, safety and security, the provision of open space for new residents and urban design ideals. It is considered that this balance has been achieved with this proposal and details of access arrangements will be required by condition (17) on order to achieve the most favourable outcome.
- Concerns are raised regarding the calculation of effective play space; it seems to be that the 'enhanced/increased' playable areas across the estate have been assumed to meet the needs of the child yield from the new housing but what of the existing (reportedly overcrowded) child population for whom there is a significant under provision (e.g. 50m² at present for the under 5's).
Officer comments: The proposal does not propose to fully redress the existing shortfall in child playspace on the estate, however it provides a significant increase in child play space over and above what would be expected of a new development.
- Street furniture selections, to date, take no account of the objectives set out in the Streetbook SPD; benches have no back or armrests and there is an overdependence on bollards that are not tonally contrasted with their surroundings.
Officer comments: Further details of street furniture will be required by condition and the access officer will be consulted on the details submitted (condition 16)
- There are lifts at either end of B2, however the arrangement does not provide for a clear landing at the head and foot of each flight (1200mm deep) clear of any door swing.
Officer comment: this has now been amended accordingly.
- Rather than a platform lift to serve the upper floors a cabin style lift that has automatic controls is recommended.
Officer comment: this has now been amended accordingly.
- The community space should be provided with an accessible WC.
Officer comment: the commercial / community space will be provided shell and core with space for an accessible WC

- The applicant is reminded that accessible parking should be provided for adapted bikes, trikes and trailers, Ambulant disabled cyclists using regular bikes and charging facility for a mobility scooter, allowing for manoeuvring in and out of the space independently and transferring laterally to and from the vehicle.
Officer comment: further details will be required by condition (35)
- In the WAU of Block E, the WC should be located with its centre line no more than 500mm from the flanking wall. Clarification is requested that the lobby to the WAU is wheelchair accessible.
Officer comment: this issue has been addressed and amended plans have been submitted.
- In Block F, the WC in the WAU should be located with its centre line no more than 500mm from the flanking wall.
Officer comment: this issue has been addressed and amended plans have been submitted.
- For Block J, the applicant is reminded
 - i. that a through the floor lift can only link the entrance floor with the floor above or alternatively the floor below.
 - ii. In the WAU, there should be a 1500x1500mm manoeuvring square (rather than just a circle) clear of any fixtures or fittings. There should also be a 1200mm clear space on one side of the double bed and 1000mm on the far side.
 - iii. The duplexes above the WAU are not lift accessible and do not meet M4(2) standards – the proposal fails to meet the requirements of LPP 3.8.
Officer comment: these issues has been addressed and amended plans have been submitted.

8.24 **Planning Policy** – As stated in the council’s pre-application letter, the proposal to provide new-build affordable housing on site is supported in principle, but there are a number of policy issues that need to be considered. The proposal to build new housing blocks on housing amenity space is an area of concern. The following detailed comments are provided:

- **Affordable housing:** the applicant is proposing 60% affordable housing across the outline application, 10% of which will be shared ownership. In Phase 1 63.6% will be affordable, of which 7.6% is shared ownership. The introduction of more market housing to the estate may help to create a more mixed and balanced community in accordance with London Plan policy 3.9, though it should be stressed it is a policy requirement to achieve the maximum reasonable amount of affordable housing on a site. The viability of the proposal will need to be fully considered.
- **Unit uplift:** The net increase in units will be lower at 69 units, due to the proposal involving the reconfiguration of some existing garages and 1 bedroom units to provide larger, family-sized units. Of the 64 residential units delivered as part of Phase 1, the uplift will be 56 units. Policy DM3.2 states that the loss of existing self-contained housing, including affordable housing, will be resisted unless the housing is replaced with at least equivalent floorspace. In this case residential units lost as a result of the proposal will be replaced with larger units, in compliance with the policy.
- **Space standards:** The planning statement suggests the proposed residential units will have lower ceiling heights than is recommended in Development Management policy DM3.4. Part C (ii) of the policy suggests that in the case of residential conversion lower ceiling heights may be acceptable where it can be demonstrated that a good standard of daylight, ventilation and useable

floorspace can be provided overall. The lower ceiling heights proposed for some of the units are the result of converting garages to residential and the constraints placed on the applicant by the space available. However, the units will be dual aspect and it is considered they will provide a good level of residential amenity to future occupants.

- Outdoor amenity space: As set out in policy DM3.5 and paragraph 3.59 of the DM policies, given the high density built form and low level of open space in Islington, private outdoor space is an important factor in providing good quality housing within the borough. The minimum requirement for private outdoor space is 5m² on upper floors and 15m² on ground floors for 1-2 person dwellings. For each additional occupant, an extra 1m² is required on upper floors and an extra 5m² on ground floors up to a minimum of 30m² for family housing (three bedroom residential units and above). The applicant's D&A statement suggests this has been achieved for Phase 1 of the development.
- Housing Mix: The planning statement says the proposed housing mix for the outline application is roughly 30% 1 bedroom units, 48% 2 bedroom units and 22% 3 bedroom units. As this provision has not been broken down by tenure it is difficult to comment on how appropriate the overall housing mix is in relation to planning policy. The proposal must be seen in the light of an up-to-date assessment of need. Paragraph 3.16 of the DM policies acknowledges that deviation from the required policy housing size mix may be acceptable where a specific affordable housing need or demand is being addressed. In this case, given the knowledge that the council's new build team have about the demand for smaller social rented units, the overall increase in demand for housing in the borough and the site specific constraints on delivering larger units detailed in their planning statement, we are satisfied that the size mix can be justified in accordance with paragraphs 3.14 and 3.16 of the DM policies.
- Permeability and legibility: The site is within the Finsbury Park key area, which is covered by Core Strategy policy CS2. Part D of the policy seeks to improve the permeability and legibility of the wider area, including areas within housing estates, through a combination of site redevelopments and small scale interventions. In addition, DM policy 2.1 states that for a development proposal to be acceptable it is required to improve the quality, clarity and sense of space around of between buildings; enhance legibility and have clear distinction between public and private spaces; and improve movement through areas, and repair fragmented urban form. One of the aims of the development is to facilitate walking routes through the estate, as the quality of existing routes is poor with blind spots and pinch points that discourage people from using the estate as a through route. Improved pedestrian routes leading to greater foot fall should increase natural surveillance, thereby improving security for residents.
- Open Space: As the applicant notes in their planning statement, Core Strategy policy CS15 protects all existing local open spaces and seeks to improve access to open space and maximise opportunities for further provision across the borough, particularly in areas that currently have little or no open space locally. In addition, the policy looks to make better use of housing amenity spaces so that they can provide an open space function. Map 3.10 of the Core Strategy shows that Finsbury Park ward is deficient in public open space and is an area of priority for increasing the provision of public open space, especially small local parks and gardens. Map 3.11 suggests that Andover Estate has underused spaces on housing land which could be explored for further open space provision. The applicant's proposals show the loss of 1,551sqm of publicly accessible open space with an uplift in areas of public realm as a result of streets converted to Home Zones.

- Courtyard Spaces: The proposal to open the semi-private courtyard at Bolton Walk to the public as a pilot for possible roll-out across the estate is supported. As discussed at the Streetbook surgery this would benefit future residents as well as the residents who currently have access to these spaces. It is felt that making the courtyards publicly accessible may support community cohesion as new residents move in as a result of the development, and removing locks/gates could remove the 'challenge' felt by some who have previously scaled the gates to access the space.
- Play provision: The applicant's D&A statement indicates that additional play space that generally exceeds the space standards required in DM policy 3.5 is being incorporated into the scheme, and will largely be delivered within Phase 1. The applicant states that as some of the new dwellings will have private gardens they have been excluded from the child yield calculations. The planning statement also says that the tenure mix of later phases has not yet been determined. The council should be satisfied that sufficient playspace will be provided on the site to meet the requirements set out in DM3.5. Whilst the DM policies note that streets, pavements, walkways and various forms of public open space have the potential to be treated as incidental spaces for play, it is important that appropriate inclusive play provision is available for different age groups on the site. It is not clear from the application documents how the home zones and playable routes will function, and if consideration has been given to potential conflicts between children playing on the routes and others using them to travel through the estate on bikes or motorcycles.
- Employment space: Policy DM5.1 discusses new business floorspace and DM5.4 relates to the affordability of workspace. The applicant is proposing to provide 5,159sqm of affordable workspace and has prepared an economic regeneration statement as part of their application. The statement sets out that the workspace will support small and micro businesses and will be leased to an affordable workspace provider from the council's approved provider list, in accordance with policy DM5.4. As set out in paragraph 5.27 of the DM policies, small and micro workspace will be considered to be workspace in the B Use Classes managed in 'units' of around 90m² or less, or shop (A use) units of 80m² or less (gross). Generally, the council will consider affordable workspace to be B1, B2 or B8 workspace. The Phase 1 plans provided by the applicant for the Durham Road affordable workspace suggest that the units will range from 20sqm to 68sqm in size, so are suitable for small and micro businesses. Paragraph 5.28 of the DM policies provides guidance on fitting out workspace for small or micro enterprises. A planning obligation should be used to secure it as affordable workspace and ensure it is fitted out to the required specification.
- Design and heritage: The site is adjacent to the Tollington Park conservation area, as well as in close proximity to a number of Grade II listed buildings. Part of the site also falls within a protected vista (Alexandra Palace viewing terrace to St Paul's cathedral). Colleagues in Design and Conservation will be able to provide more detailed comments on the design of the buildings and discuss any heritage impacts that the proposals may have.

Officer comments: *The points raised have been addressed and considered in detail in the main body of this report.*

8.25 **Design and Conservation Officer** – have been involved in the proposal from the outset and support the design being proposed. The following specific comments have been made:

- The planning application aims to address some of the failings of post-war housing estate design while also providing a significant increase in dwellings, hence delivering substantial levels of public benefit.
- The proposals have been developed following a high level of pre-application advice. The scheme was also considered by the Design Review Panel on the 10th May 2016 and 2nd November 2016. The DRP broadly supported the proposals but raised a number of issues which have been addressed within the application. These include enhancing the east-west route running from Hornsey Road to the Central Square, revising the balconies and providing further information on materials and details.
- Buildings B to J are proposed as part of Phase 1 for which detailed planning permission is sought. Both B2 and C2 are also proposed as part of this phase but are undercroft garage conversions rather than new buildings. Buildings G, H, L and L2 are proposed as part of later phases and are part of the outline application but not part of the detailed planning application. Buildings shown as 4 and 5 are also garage conversions providing affordable workspace and residential accommodation rather than new buildings.
- Proposed Building B is part 6-, part 7-storeys in height and located on an existing car park and area of hardstanding. It would include community / commercial space on the ground floor, below residential, reinforcing its role as a marker or entrance to the estate. Proposed building C is 6-storey, Building D is 5 storeys, Building E is part 5 and part 6 storeys and Building F is part 4 and part 5 storeys. Site J is a proposal for a terrace of 3 storey houses. The material palette is an attractive red brick, gold finish zinc sheets and glass-reinforced concrete panels.
- The proposed buildings are all considered examples of high quality contextual urban design. They are all acceptable in terms of proportion, height, massing, bulk, use of materials, definition of spaces, alignment, active frontages and permeability. Building F has a neutral impact on the setting of the Tollington Park Conservation Area as the building has been designed to step down towards the conservation area. The conversion of undercroft garages are welcomed as are the public realm and landscape improvements.
- Overall the proposal represents a substantial public benefit. Consequently, the proposals are considered to be good design which complies with the requires of national and local policy and guidance. The scale and massing of the later phases (sites G, H, L and L2) is considered acceptable and their appearance should be reserved for later consideration.

8.26 **Energy Officer** – The Council's and GLA's Energy Officers made the following comments and observations

- The proposals are broadly acceptable;
- A range of passive design and features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. These will improve the building's performance beyond Building regulations standards;
- The demand for cooling will be minimised through natural ventilation, mechanical ventilation cooling and dual aspect accommodation;
- An Overheating Analysis using thermal dynamic modelling has been undertaken to assess the overheating risk within the conditioned areas of the building. The applicant should model the additional proposed measures at this stage and ensure that all passive measures have been considered, in line with the Cooling Hierarchy (*Officer comment: this has now been carried out*);

- The development is estimated to achieve a reduction of 84 tonnes per annum (14%) in regulated CO2 emissions compared to a 2013 Building Regulations compliant development for the site-wide development.
- The non-domestic units do not seem to comply with Part L through passive design and energy efficiency measures only. The applicant should outline the reasoning behind this non-compliance and should aim to incorporate further passive measures in order to exceed the Part L baseline; (*Officer comment: the non-compliance has now been justified*)
- The applicant has carried out an investigation and there are no existing or planned district heating networks within the vicinity of the proposed development. The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available by providing additional area for heat exchangers within the main plant rooms and a single point of connection for each block.
- The applicant is not proposing a site heat network. Larger blocks (sites B, C, E, F, G, H, L and L2) will be introduced with communal boiler plant rooms. Smaller blocks, standalone houses and the converted flats will be provided with individual boilers.
- Due to the development being located on the border of a district heating opportunity area the applicant must provide a whole life cost (WLC) analysis comparing the communal and individual systems.
The applicant has investigated the feasibility of CHP. However, due the limited heat load, CHP is not proposed. This is accepted in this instance
- A reduction in regulated CO2 emissions of 87 tonnes per annum (15%) will be achieved through this third element of the energy hierarchy.
- The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 52.47kWp of Photovoltaic (PV) panels for the detailed application and 153.70kWp for the outline application.

8.27 **Sustainability Officer** – raised no objections to the proposal subject to appropriate conditions on sustainability (*conditions 11-14*).

8.28 **Transport Planning Officer** – no issues were raised.

8.29 **Highways** – standard clauses and conditions apply. All highways works to be carried out in consultation with highways team.

8.30 **Tree Preservation / Landscape Officer** – no objections were raised subject to appropriate conditions on landscaping and tree protection (*conditions 16-19*).

8.31 **Biodiversity and Nature Conservation** – no objections subject to bird boxes being installed and landscaping to maximise biodiversity (*condition 24*).

8.32 **Refuse and Recycling** – no objections or issues raised subject to adherence to Islington guidance.

8.33 **Public Protection** – No objections raised subject to conditions on sound insulation, roof top plant and construction management (*conditions 6, 20, 21 and 23*).

8.34 **Child Playspace** – The Commissioning Manager for Play & Youth raised the following points:

- loss of open space needs to be considered
- the need for an attitudinal change which demonises youth

- involvement in young people in the consultation process
- quality and quantity of child playspace on an estate with playspace deficiency
- improved wayfinding and signposting

Officer comments: Any permission will be subject to clauses in the Director's Agreement requiring further consultations to be carried out in the design and implementation of child playspace. Landscaping, play space and wayfinding details will be required by condition.

Other Consultees

- 8.35 **The 20th Century Society** – No objection
- 8.36 **Members' Pre-application Forum** – the proposal was presented and discussed at a Members' Panel in June 2016.
- 8.37 **Design Review Panel** – At pre-application stage the proposal was considered by the Design Review Panel on two separate occasions, once on the 10th May 2016 and a second time on the 2nd November 2016. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The panel's observations are attached at Appendix 3 but a summary of the most recent review is as follows.
- 8.38 At the most recent Panel meeting of November 2016, the Panel welcomed the improvements made to the proposals, but felt that further work should be carried out on the landscaping proposals. Panel members considered that the scheme was undermined by the lack of east – west improvements and encouraged detailed consideration of how this issue could be addressed as part of this scheme. The Panel welcomed the use of brick but raised concerns over the future availability of the Kempey Antique brick proposed. Panel members were not convinced by the proposed glazed balconies and recommended alternative designs/materials are investigated. The Panel considered it is important that design quality is 'locked' into a planning approval by providing details of materials and of the buildings as part of the planning application and through conditions.
- 8.39 The application has since addressed the comments made by the Design Review Panel in the following way:
- The landscaping proposals, in particular the east-west route running from Hornsey Road to the Central Square, has been developed and enhanced as discussed in detail in this report;
 - The proposed brick would be secured by condition with the potential of agreeing suitable alternatives;
 - The previously-proposed glazed balconies have been removed from the design;
 - Materials and landscaping details have been provided within the submitted Design & Access Statement. Further details of landscaping, design and final appearance of the proposal would be secured through the permission and by suitably worded conditions.

RELEVANT POLICIES

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

National Guidance

- 9.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals. Since March 2014 planning practice guidance for England has been published online.
- 9.2 Under the Ministerial Statement of 18 December 2014, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).
- 9.3 On 1 October 2015 a new National Standard for Housing Design was introduced, as an enhancement of Part M of the Building Regulations, which will be enforced by Building Control or an Approved Inspector. This was brought in via:
- Written Ministerial Statement issued 25th March 2015
 - Deregulation Bill (amendments to Building Act 1984) – to enable 'optional requirements'
 - Deregulation Bill received Royal Assent 26th March 2015 cohesion

Development Plan

- 9.4 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 9.5 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013.
- Alexandra Palace Strategic Viewing Corridor (SV3)
 - Finsbury Park Special Policy Area
 - Local and Major Cycle routes
 - Adjacent to Protected Local Shopping Centre (S15)
 - Adjacent to Nags Head and Finsbury Park Town Centre
 - Adjacent to Employment Growth Area
 - Adjacent to Archaeological Priority Area (Tollington Settlement)
 - Adjacent to Site Allocation Holloway Fire Station and Holloway Police Station
 - Within 100m of TLRN Road
 - Within 50m of Tollington Park Conservation Area

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10 ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Land use
- Affordable housing (and financial viability)
- Design and Appearance
- Density
- Accessibility
- Open Space and Landscaping
- Neighbouring amenity
- Quality of residential accommodation
- Dwelling mix
- Energy conservation and sustainability
- Highways and transportation
- Planning obligations/mitigations

Land Use

10.2 The application site is the Andover Estate which is located within the Finsbury Park Special Policy Area. Given its location and nature of the proposal, the following planning policies are of particular importance in assessing the principle of the planning application: London Plan Policy 2.14 (Areas for Regeneration), Policy 3.3 (Increasing Housing Supply), Policy 3.9 (Mixed & Balanced Communities); Islington Core Strategy Policy CS2 (Finsbury Park) and Policy CS12 (Meeting the housing challenge).

London Plan

10.3 The London Plan identifies the need for regeneration in areas of deprivation and confirms the Mayor will work with strategic and local partners to co-ordinate their sustained renewal by prioritising them for neighbourhood-based action and investment. The Andover Estate is identified as being in an area of deprivation in the London Plan; as such Policy 2.14 (Areas for Regeneration) requires proposals and policies to be developed that bring together regeneration, development and transport proposals with improvements in learning and skills, health, safety, access, employment, environment and housing.

10.4 Policy 3.3 (Increasing Housing Supply) states that boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target and to identify and seek to enable development capacity to be brought forward to meet these targets having regard to the other policies of the London Plan and in particular the potential to realise brownfield housing capacity through sensitive renewal of existing residential areas. Policy 3.9 (Mixed and Balanced Communities) states that communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their

neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.

Islington Core Strategy (ICS)

- 10.5 Policy CS12 of the Core Strategy seeks to meet the housing challenge by identifying sites which can significantly increase the supply of good quality residential accommodation across the borough. Policy CS2 seeks to secure housing growth in the Finsbury Park area to provide a wide range housing to meet the needs of the current population and to cater for increased demand. Furthermore, permeability and legibility of the wider area, including areas within housing estates, will be improved through a combination of site redevelopments and small scale interventions linked to a public realm strategy. These interventions will focus on creating an environment which increases people's sense of personal safety.
- 10.6 The Core Strategy (Policy CS12), which sets out the council's approach to affordable housing, states that development should provide the maximum reasonable amount of affordable housing, especially social rented housing, subject to financial viability, the availability of public subsidy and individual site circumstances. The council's target is that 50% of additional housing should be affordable, which means that some schemes will deliver more than 50% affordable housing. CS12 states that the council will seek to increase the delivery of affordable housing from sources such as building on its own land.

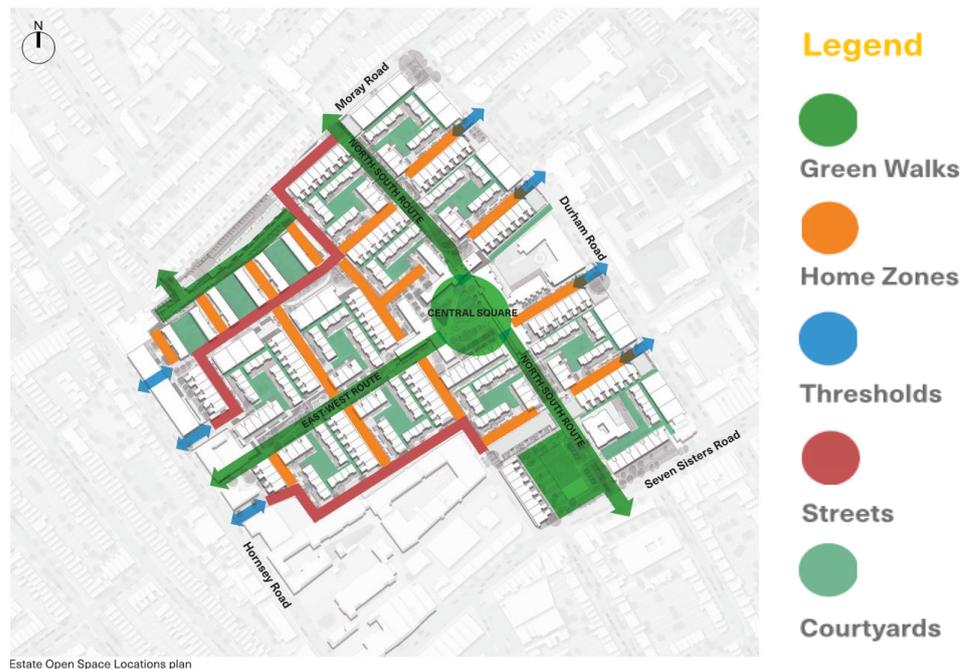
Housing

- 10.7 The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of infill housing and development on underused spaces and garage conversions in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies.
- 10.8 The application proposes 60% affordable housing across the outline application, though is still subject to a thorough viability assessment for the later phases. As part of Phase 1, the full detailed application proposes 63.6% (measured by habitable rooms) to be affordable housing, of which 7.5% would be shared ownership. Finsbury Park Ward is the most deprived ward in Islington and the proportion of social housing is approximately 50%. Within the Andover Estate, the percentage of social housing is even greater and thus there is policy support for introducing private housing into the estate in order to provide more mixed and balanced communities in accordance with Policy 3.9 of the London Plan. Moreover, there is further policy support for the provision of shared ownership / intermediate housing.
- 10.9 Notwithstanding the objectives of supporting the creation of mixed and balanced communities, it is a policy requirement to achieve the maximum reasonable amount of affordable housing on a site. The overall proportion of affordable housing is subject to a financial viability assessment which is considered in detail in subsequent sections of this report.
- 10.10 Although the outline application is for the delivery of 199 units, the net increase in units will be only 69 units, due to the proposal involving the reconfiguration of existing garages and 1 bedroom units to provide larger, family-sized units. Of the 64 residential units delivered as part of Phase 1, the uplift will be 56 units. Development Management Policy DM3.2 states that the loss of existing self-contained housing, including affordable housing, will be resisted unless the housing is replaced with at least equivalent floorspace. In this case residential units lost as a result of the proposal will be replaced with larger units, in compliance with the policy. In terms of

space standards and housing mix, this will be addressed in subsequent sections of the report.

Open Space

- 10.11 Core Strategy policy CS15 protects all existing local open spaces and seeks to improve access to open space and maximise opportunities for further provision across the borough, particularly in areas that currently have little or no open space locally. In addition, the policy looks to make better use of housing amenity spaces so that they can provide an open space function. Map 3.10 of the Core Strategy shows that Finsbury Park ward is deficient in public open space and Map 3.11 suggests that Andover Estate has underused spaces on housing land which could be explored for further open space provision.



- 10.12 DM Policy DM6.3 supports CS15 and states that development is not permitted on any public open space or on semi-private amenity spaces, including open space within housing estates, unless the loss of amenity space is compensated for and the development has over-riding planning benefits. The estate currently benefits from 20,715sqm of publicly accessible open space. The proposal put forward by the outline application would result in a loss of 1,408sqm of open green space on the estate, essentially by building on Sites C, D, E, F and J. On top of that, the proposal would result in 374sqm of allotments / community garden space and private shared communal gardens.
- 10.13 In order to compensate for the loss of some of the existing green spaces, the outline application proposes to convert some 12,500sqm of existing car parking and vehicular access into 'Home Zones' designed to create a more pedestrian friendly environment and meet the amenity needs of a growing population across the estate. The application also significantly increases the amount of child playspace on the estate and proposes to enhance existing areas of open space, improve permeability, legibility and access and significantly reduce vehicular traffic on the Andover, by removing car parking, narrowing vehicular access points and creating raised tables and shared surfaces.

- 10.14 As such, the proposal involves a loss in open green space but a significant increase in landscaped amenity space. Whether a policy argument can be made to justify this change, depends largely on the quality of re-provision, the amenity value of the 'Home Zones', the biodiversity value and the quality of SUDS of the proposed landscaping across the estate. This will be discussed and assessed in the subsequent sections of this report.
- 10.15 In addition, and in accordance with Policy DM6.3, an assessment of the over-riding planning benefits will need to be made in order to justify any loss of existing green space. The provision of good quality affordable housing is considered to be a significant planning benefit, though good quality design and a proposal that addresses the employment, housing, regeneration and environmental needs of an area of deprivation by redressing social exclusion and strengthening a community's identity will also be important. This will be considered in subsequent sections of the report.

Employment space

- 10.16 Policy DM5.1 considers new business floorspace and DM5.4 relates to the affordability of workspace. The applicant is proposing to provide 5,159sqm of affordable workspace and has prepared an economic regeneration statement as part of their application. The statement sets out that the workspace will support small and micro businesses and will be leased to an affordable workspace provider from the council's approved provider list, in accordance with policy DM5.4.
- 10.17 The affordable workspace will be largely delivered through the conversion of existing undercroft garage spaces, which in policy terms are considered ancillary residential accommodation. While there is essentially a loss of residential floorspace here, this is more than compensated by the increase in residential floorspace elsewhere through new build residential accommodation.
- 10.18 As set out in paragraph 5.27 of the DM policies, small and micro workspace will be considered to be workspace in the B Use Classes managed in 'units' of around 90m² or less, or shop (A use) units of 80m² or less (gross). Generally, the council will consider affordable workspace to be B1, B2 or B8 workspace. The Phase 1 plans provided by the applicant for the Durham Road affordable workspace suggest that the units will range from 20sqm to 68sqm in size, so are suitable for small and micro businesses. Paragraph 5.28 of the DM policies provides guidance on fitting out workspace for small or micro enterprises. A planning obligation would be used to secure it as affordable workspace and ensure it is fitted out to the required specification.
- 10.19 The economic regeneration statement says that some of the workspace will be reserved for local residents. The space could serve an important purpose in incubating new business in Islington that in turn will provide employment opportunities to residents, so if it is not possible to fill a space with a local business there should be the opportunity to let it to an appropriate organisation from outside the area. The provision of affordable workspace, subject to suitable conditions and planning obligations, is considered to be in accordance with planning policy.
- 10.20 Finally, the proposal also provides new retail / commercial / community floorspace (A1 / A3 / B1 / D1) on the ground floor of Building B. Policy DM4.4 protects Town Centres and recommends that applications for more than 80sqm of retail floorspace outside of designated areas should demonstrate that alternative sites within town Centres have been thoroughly investigated and that the proposal would not individually or cumulatively with other development affect the vitality and viability of Town Centres of other Shopping Areas. Moreover, it needs to be demonstrated that

the development would be accessible to all and would not prejudice the overall aim of reducing the need to travel.

- 10.21 It is considered that this relatively small unit, if ever taken up by a retail operator, would not challenge the vitality of any local shopping area. The unit is proposed to provide a community use with some flexibility to provide retail/commercial floorspace in the event that a suitable community use cannot be found. In any case, given its location within a housing estate, the unit is intended to provide a service for the local community rather than compete with local town centres. As such, the proposal would reduce the need to travel rather than increase the need to travel, and thus is in accordance with the objectives of the policy. In land use terms, the proposal is considered to meet the objectives of adopted planning policy as described in detail above.

Affordable Housing and Financial Viability

- 10.22 The London Plan, under policy 3.11 identifies that boroughs within their LDF preparation should set an overall target for the amount of affordable housing provision needed over the plan period in their area with separate targets for social rented and intermediate housing that reflect the strategic priority afforded to the provision of affordable family housing. Point f) of this policy identifies that in setting affordable housing targets, the borough should take account of “*the viability of future development taking into account future resources as far as possible.*”
- 10.23 Policy CS12 of the Islington Core Strategy sets out the policy approach to affordable housing. Policy CS12G establishes that “*50% of additional housing to be built in the borough over the plan period should be affordable*” and that provision of affordable housing will be sought through *sources such as 100% affordable housing scheme by Registered Social Landlords and building affordable housing on Council own land.*” With an understanding of the financial matters that in part underpin development, the policy states that the Council will seek the “*maximum reasonable amount of affordable housing, especially social rented housing, taking into account the overall borough wide strategic target. It is expected that many sites will deliver at least 50% of units as affordable subject to a financial viability assessment, the availability of public subsidy and individual circumstances on the site.*”
- 10.24 Only the tenure for Phase 1 (full application) has been determined by this application. The tenure for the later phases of the development are subject to further financial appraisals to determine what the maximum amount of affordable housing could be.

Full Application (Phase 1)

- 10.25 The proposed development would provide a total of 64 residential units (both for private sale and affordable housing). The planning application originally submitted showed that of the 64 units (187 habitable rooms) proposed, 32 of these units (105 hr) would comprise housing for social rent, 6 units (14 hr) for shared ownership and 26 units (68 hr) would be for private sale. An updated viability assessment has since been submitted which shows an increase in the number of social rented units to 34 (111 habitable rooms). Affordable housing provision is typically calculated with reference to the number of habitable rooms provided and in this instance the scheme would provide 63.6% affordable housing.
- 10.26 Within the affordable housing provision there is a policy requirement for 70% of the provision to be social rent and 30% as intermediate/shared ownership. Whilst intermediate housing products are ‘unaffordable’ in many parts of the borough, it is considered that intermediate housing could be affordable in this part of Islington. As

such, Phase 1 of the proposal includes an element of shared ownership housing, as discussed in the land use section of this report.

- 10.27 The proposal does not provide the aspiration of 100% affordable housing as sought by policy CS12 for developments on Council's own land. And so, in accordance with policy requirements, a financial assessment has been submitted with the application to justify the proportion of affordable housing offered. In order to properly and thoroughly assess the financial viability assessment, the documents were passed to an independent assessor to scrutinise and review.
- 10.28 The applicant's Viability Assessment identified that the development as proposed is unviable in a purely commercial sense as it still requires an amount of public subsidy to address the shortfall between the revenues generated by the development and the costs of providing it. The independent assessor has considered the information submitted and has agreed that the scheme would be unviable without such a subsidy. The Council's independent advisor's report is appended to this report at Appendix 4.
- 10.29 It is apparent that in a typical commercial sense, the proposed scheme and level of affordable housing is unviable. However, the applicant LBI Housing is not a commercial developer and in line with Council corporate objectives, is primarily seeking to deliver housing and public realm improvements to meet identified needs. The affordable housing offer on this site in terms of the quantity, quality and mix is considered to make a positive contribution to the housing needs of the borough.
- 10.30 Although Core Strategy Policy CS12 seeks 100% affordable housing schemes from development on Council land, it is not considered that a failure to provide 100% affordable housing on Council owned land is contrary to that policy where it is shown that public subsidy is required to support the lower provision as detailed above. It should be noted that in a standard commercial viability appraisal an existing use value of the site and its buildings is included to calculate a scheme's viability. In this instance, no existing use value has been factored in with the result that affordable housing provision has been maximised.

New Build Programme

- 10.31 The proposal forms part of a wider Islington Housing New Build programme to provide affordable housing to meet identified needs within the borough. The current programme includes 33 schemes across the borough at various stages of progress with the aim of delivering 500 new affordable social rented units within the borough by 2019. The programme factors in Right-to-Buy receipts, s106 contributions, some GLA grant and receipts from the sale of private build units. The level of these resources informs the amount of HRA (Housing & Revenue Account) subsidy required to balance the financing of the programme.
- 10.32 One of the key drivers in terms of determining the level of resources generated and hence the level of HRA subsidy required to balance the programme is the ratio of private sale to affordable units. In addition, schemes of less than 10 units do not contribute any private sale receipts as they are built as 100% social rented and as such need to be subsidised wholly by the HRA and excess private sale receipt of larger schemes.
- 10.33 The introduction (as part of the Welfare Reform & Work Bill) of the 1% rent reduction over the next 4 years has severely restricted the capacity within the HRA to subsidise the new-build programme. The overriding strategy is to maximise the number of social rented properties delivered as part of each scheme whilst at the same time ensuring that the subsidy called upon from the HRA to balance the funding of the

overall new build programme remains affordable in the context of the financial viability of the wider HRA, i.e. does not jeopardise their ability to continue to provide & resource the functions relating to our existing stock; housing management, repairs and the long-term investment.

- 10.34 The proposal is considered to provide a good mix of affordable housing, estate-wide improvements and is considered to contribute towards delivering mixed and balanced communities. The proposal also delivers new affordable workspace and new flexible use floorspace and would contribute towards the regeneration of the area. In this context, the offer of 63.6% affordable housing is considered to deliver a good mix of tenures and is considered to be acceptable and in accordance with policy. This provision is secured with a Directors Level Agreement.

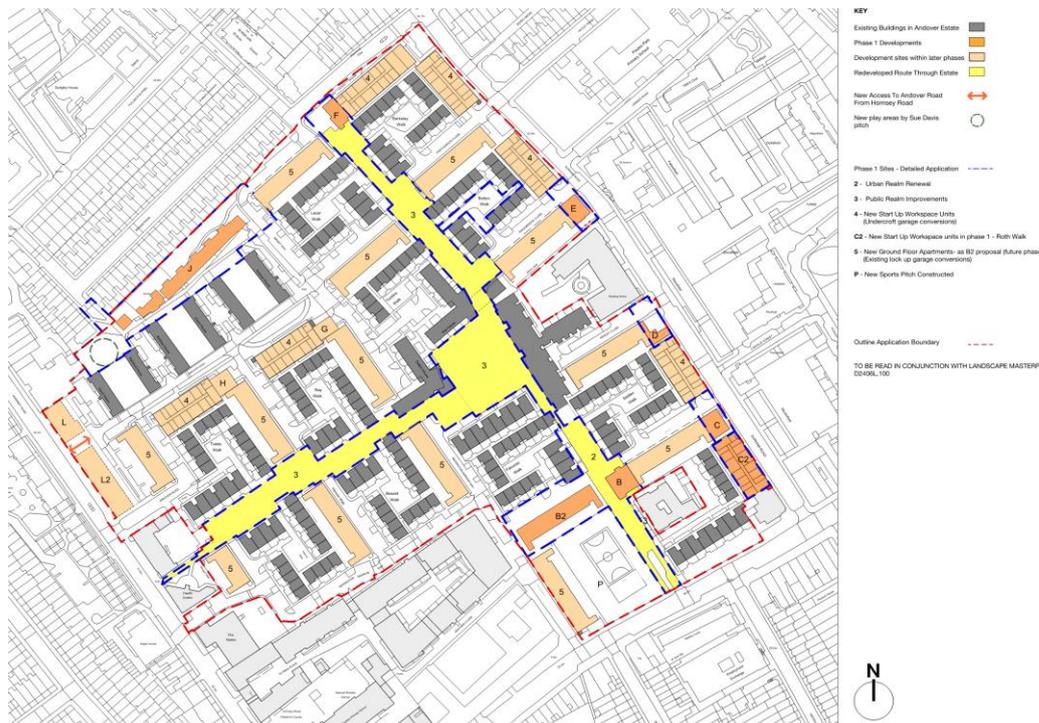
Design & Appearance

- 10.35 The National Planning Policy Framework states that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development. All proposals for development in Islington are expected to be of good quality design, respecting their urban context in accordance with planning policy and guidelines.
- 10.36 The London Plan (2016) Policy 7.6 expects architecture to make a positive contribution to a coherent public realm, streetscape and wider cityspace. It should incorporate the highest quality of materials and design appropriate to its context. Moreover, buildings and structures should be of the highest architectural quality, be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm and comprise details and materials that complement, not necessarily replicate, the local architecture.
- 10.37 Islington's Core Strategy Policy CS8 states that the scale and character of new development in Islington will reflect existing surroundings. Moreover, public realm improvements will enhance pedestrian and cycle routes and infrastructure and create a more pedestrian-friendly environment. This policy expectation is reinforced by the Spatial Strategy for Finsbury Park (Policy CS2) which stresses that permeability and legibility of the area, including housing estates, will be enhanced through site redevelopment by creating an environment which increases peoples' sense of personal safety.
- 10.38 Finally, Islington's Development Management Policy DM2.1 requires all forms of development to be of a high quality, incorporating inclusive design principles while making positive contributions to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. All new developments are required to improve the quality, clarity and sense of space around or between buildings, reinforce and complement local distinctiveness and create a positive sense of place.
- 10.39 The Andover Estate is formed of two parts. The older part of the estate along Andover Road, which occupies the north-western part of the estate and was built in the 1950s, is known as the Old Andover Estate. These buildings are generally five stories in height, red-brick and with pitched roofs. The newer buildings, which make up the majority of the estate, were built in the late 1960s and 1970s and are generally lower rise, though there are three larger pyramid-shaped buildings in the centre of the estate, which go up to 9 storeys in height.
- 10.40 Apart from some later additions on the perimeter of the estate, notably the Lennox House Care Home on Durham Road and more recently the Council offices on

Newington Barrow Way, the Andover largely has its original form and aesthetic. The estate is characterised by a myriad of somewhat incoherent pedestrian routes, undercroft garages, dead frontages and poorly defined or underused public spaces. It is considered that any proposal for development would need to suitably address these characteristics of the estate in order to be successful.

Scale and Layout

10.41 While landscaping and appearance for the outline application has been reserved for later consideration, layout, scale and means of access of all proposed development would be secured through this application. As such, an assessment of scale and layout as well as the resulting massing of all buildings proposed by the outline application is required.



Proposed Layout

10.42 The above plan shows the layout and location of the proposed buildings across the estate. The buildings B to J are proposed as part of Phase 1 for which detailed planning permission is sought. Both B2 and C2 are also proposed as part of this phase but are undercroft garage conversions rather than new buildings. Buildings G, H, L and L2 are proposed as part of later phases and are part of the outline application but not part of the detailed planning application. Buildings shown as 4 and 5 are also garage conversions providing affordable workspace and residential accommodation rather than new buildings.



Proposed Massing

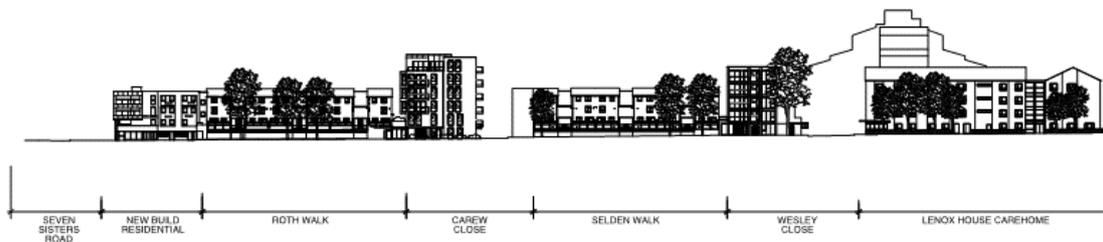
10.43 Proposed Building B is part 6-, part 7-storeys in height and located on an existing car park and area of hardstanding at the intersection of Sonderburg Road and Corker Walk. As a consequence of its proposed location alongside one of the main pedestrian entrances to the estate, it is considered that the building would function as a gateway to the Andover from Seven Sisters Road. The community / commercial space on the ground floor would reinforce its role as a marker or entrance to the estate.



Indicative Aerial View of Site B Proposal

10.44 At 6/7-storeys in height, the building's scale is in excess of its immediate surroundings, as Roth Walk and Corker Walk are both 4 storeys in height. At the same time, the proposed building is also significantly smaller in scale than other buildings on the estate, notably the 9-storey pyramid-shaped buildings in the centre of the estate, which are located a short distance away. Moreover, Building B is designed so that it steps down towards the 4 storeys of Roth Walk, thereby creating a more comfortable relationship with its immediate neighbour. Nevertheless, its height would need to be justified by high quality contextual design, which is considered and assessed in the following section of this report. The site known as B2 essentially involves the conversion of existing undercroft garages and thus there are no scale or massing issues to be considered.

10.45 The planning application proposes a 6-storey residential building at Site C on the junction of Roth Walk and Durham Road. Its height also exceeds the height of its immediate neighbours, which are the 4-storey pitched buildings with undercroft garage that are typical of the Andover Estate. There is a design logic behind locating taller building on corner sites, which form junctions or represent gateways or entrances to an area. And though Durham Road is largely characterised by 4-storey buildings, the scale and massing of the proposed building C, is considered to fit relatively comfortably within its surroundings as seen on the below townscape section.



10.46 Similarly, the building proposed for Site D, on the junction of Wesley Close and Durham Road, is 5 storeys in height and exceeds the height of its immediate neighbours. Positioned at a corner location in close proximity to Lennox House, which itself rises to 5 storeys in height, its scale and massing is considered acceptable. The building has an L-shaped design in order to protect a large, mature tree.

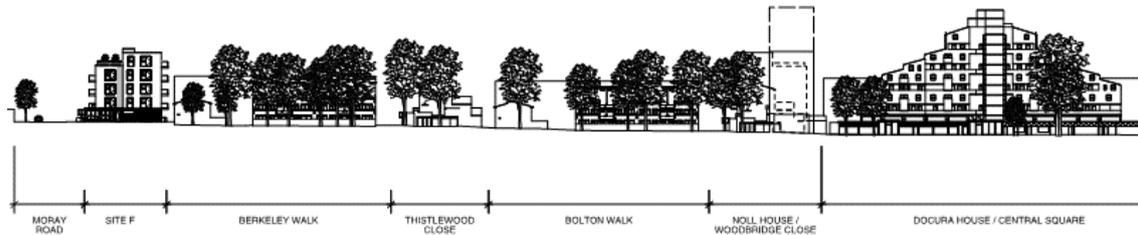


Indicative Aerial View of Site D Proposal

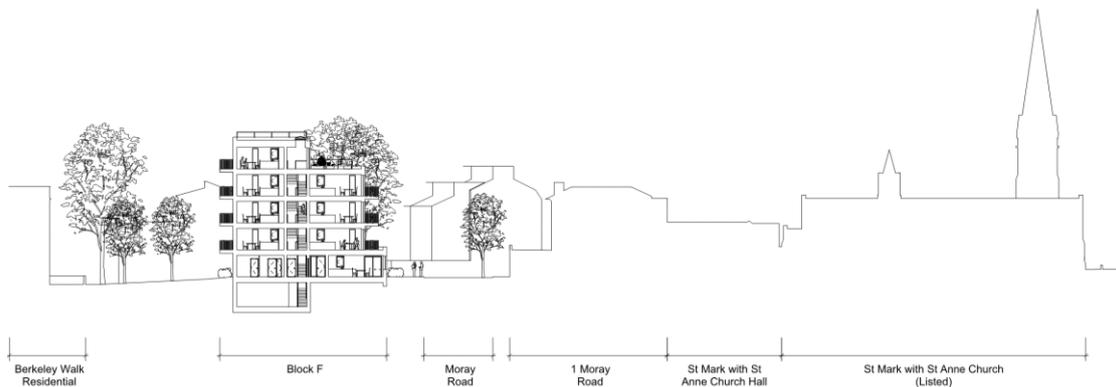
10.47 Site E also forms a junction on Durham Road and the proposed building would be part 5-, part 6-storeys in height. While its height and scale would exceed its immediate neighbours, its scale and massing is considerably below that of the pyramid-shaped buildings in the centre of the estate. Its position on the corner of Woodbridge Close and Durham Road as well as its location adjacent to Lennox House is considered to justify additional height and the building is thus considered to sit comfortably in its surroundings in terms of scale and massing.



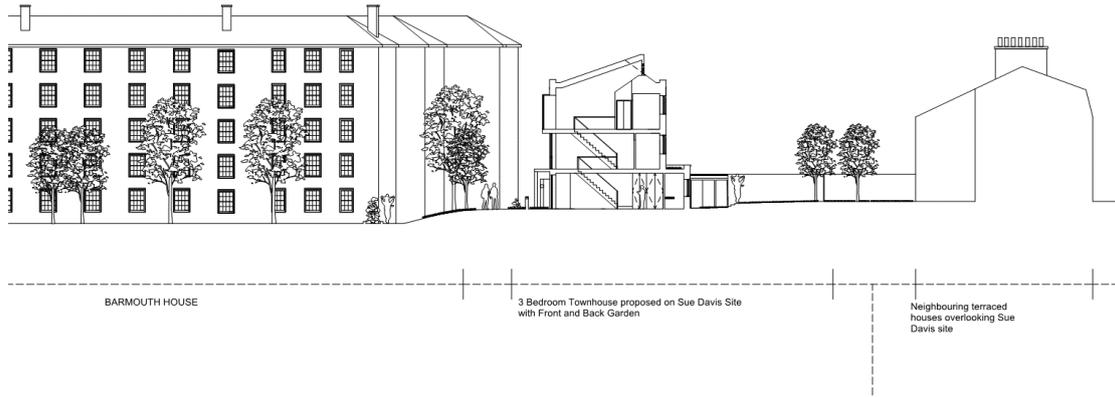
10.48 Site F is at the top end of the Andover Estate, on the junction of Moray Road and Berkeley Walk / Corker Walk. The proposed part 4-, part 5-storeys in height is considered to respond well to its surroundings. The immediate context is a more varied townscape, with Victorian terraces, church buildings and estate housing making up the immediate surroundings. While the proposed building exceeds the height of its immediate neighbours, the additional height is considered justified given its location in the gateway to the estate.



10.49 The site is also located in close proximity to the Tollington Park Conservation Area and thus its height and massing needs to be considered in this context too. The building has been designed to step down towards the predominant height of the conservation area, with the building stepping up as you move into the estate and away from the conservation area as shown below. An assessment of the building's architecture is provided in subsequent sections of this report.



10.50 Site J is also located at the northern section of the estate, partly occupying the site of the former Sue Davis pitch. The proposal is for a terrace of 3 storey houses here, which would be considerably lower in height than the existing Old Andover buildings while sitting comfortably alongside the nearby terraced houses on Birnam Road, as shown on the following townscape section.

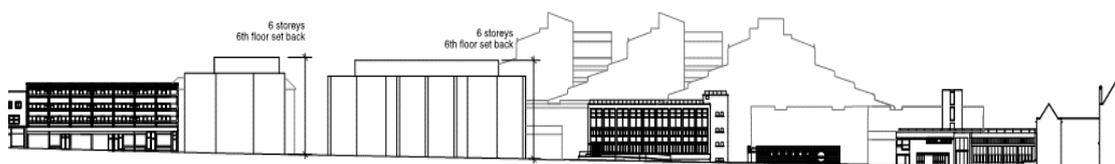


10.51 In terms of the later phases, massing diagrams have been submitted for Sites G, H, L and L2. Sites G and H are corner plots with proposals not dissimilar to those proposed on Durham Road. The building proposed for Site G is L-shaped in order to retain existing trees and is located on the corner of Andover Road and Briset Way. At 6-storeys in height, the scale of Buildings G and H is considered appropriate given their corner location and their position adjacent to Old Andover, which is of a similar height.



Proposed Block H

10.52 In terms of the massing for Site L, this has been scaled down since previous iterations of the proposal. Two buildings are proposed here, on the Hornsey Road frontage, which would both be 6 storeys in height with the top floor set back. The elevation is shown here in context.



- 10.53 Most significantly, the layout and position of the two L Blocks allow for a new access into the estate from Hornsey Road. While there is currently a vehicular access point from Hornsey Road, this dog-legs around existing frontage buildings and is neither particularly legible nor inviting. The new proposed link into the estate provides a more legible and overlooked access point and links directly onto Andover Road and is considered to significantly improve the public realm.
- 10.54 The detailed design and appearance of buildings G, H and L is reserved for later consideration along with landscaping. The detailed design of the future garage conversions of the later phases is also reserved for later consideration and is thus not considered here. The next section of the report, considers the detailed design of all proposed buildings in Phase 1.

Detailed Design

- 10.55 Site B: The new part 6-, part 7-storey building would accommodate flexible community / commercial / retail floorspace on the ground floor and 11 new dwellings on the floors above. The building is split into sections to break down the massing, with the lower section of the building adjoining the lower rise buildings of Roth Walk to create a more comfortable relationship. The building's southern elevation, which faces the entrance to the estate from Sonderburg Road, has a strong vertical emphasis with two columns of overhanging balconies and an in-set section serving the lift and stair core. The elevation is considered to be a well-designed composition which demonstrates an elegant symmetry resulting in a building that stands out yet is not overbearing in its relationship to the rest of the estate.



View of Proposal from Seven Sisters Road

- 10.56 The building's western elevation has been designed to protect privacy of Corker Walk residents, while at the same maintaining an active and open appearance and creating surveillance over the public realm. The feature of this elevation is the overhanging bay windows which face south to maximise light and reduce overlooking over private gardens. The remaining windows are either narrow or obscured. Nevertheless, the elevation avoids being monotonous and demonstrates an interesting rhythm to its fenestration. The northern and eastern elevations of the building look onto the estate and have been design to provide architectural interest

while at the same time responding to its immediate context and protecting residential amenity.

10.57 The proposed materials for Block B are the Kemply Antique brick (or similar), glass reinforced concrete panels and gold finish zinc sheets. The ground floor community / commercial unit would be fully glazed to create activity at ground floor. The building has been designed to create a bold visual marker which differentiates it from the rest of the estate while using sympathetic red-brick materials. The building is also considered to articulate the start of a renewed north-south route with the consequence of attracting outsiders into the estate rather than creating a visual barrier. In the event of planning permission being granted, details of materials will be subject to condition (5).

10.58 Site B2: The proposals for Site B2 involve converting 20 lock-up undercroft garages between Newington Barrow Way and Corker Walk into 6No. new 2- and 3-bed dwellings by amalgamating them with existing ground floor 1-bed units. The proposal would turn an existing dead frontage of lock-up garages into an active residential frontage with new brick and zinc facades matching the materials used on the new buildings across the estate.



View of existing garages



View of proposed garage conversion

10.59 A green area of defensible space would be provided to protect residential amenity and a new 'Home Zone' would be created to provide a more pedestrian-friendly environment. The street design will be discussed in more detail in the open space and landscaping sections of the report.

10.60 Site C and C2: The 6-storey building at Site C would be built in materials to match Building B, with the matching red brick, gold finish zinc sheets and glass-reinforced concrete panels. The building would be stepped with a roof terrace on the 5th floor,

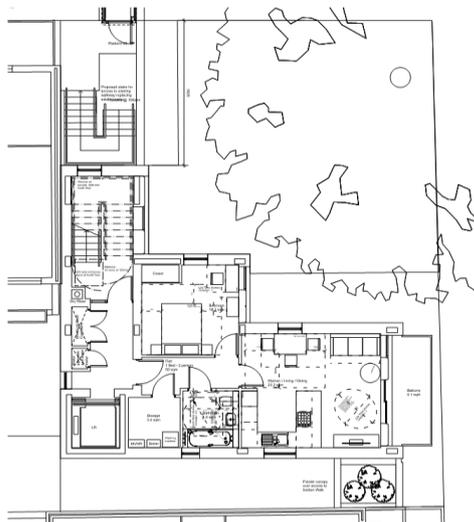
which would, as a consequence, break down the mass of the building. The building would provide glazed sections along Durham Road to provide activity and surveillance onto the public realm. The facades of the building provide an interesting composition, which is considered to be currently lacking from this section of Durham Road. Moreover, the treatment of the ground floor which includes recessed brick, windows and front doors, conveys an appearance that is both solid and at the same time open and transparent.



View of converted workspaces from Durham Road

10.61 It is also proposed to convert the existing undercroft garages along this stretch of Durham Road to create new affordable workspace units. The glazed facades would open up the frontages to create activity that is currently lacking with the lock-up garages. The same palette of materials is proposed in the form of the red brick, gold finish zinc sheets and gold window frames and doors to provide a consistent language across the new proposed developments. Planning permission would be subject to a conditions (5 and 34) requiring detailed shopfront elevations of the affordable workspace to be submitted and approved prior to implementation.

10.62 Site D: The building proposed for Site D is a little different from the other buildings proposed along Durham Road as it has been designed to retain the existing mature tree, thus resulting in an L-shaped building. The building's elevations however bring the same design quality to Durham Road, with a coherent rhythm to the fenestration, overhanging balconies, zinc cladding and good quality red brick making up the facades. Further details will be required by condition 5.



Typical Block D Floor Layout



10.63 Site E: Given the similarity of the context and setting on Durham Road, the building proposed here is quite similar to that proposed for Site C. The building has a set-back roof-top and its elevations are characterised by overhanging balconies, a coherent façade composition with a well-considered rhythm to the fenestration. The materials proposed are also from the same limited palette largely consisting of red brick, gold finish zinc sheets and glass-reinforced concrete panels (*condition 5*).



Site F: The building proposed for Site F responds to its immediate context while retaining the same consistent design language as proposed on the previously-discussed buildings on the estate. Responding to the context of the Tollington Park Conservation Area, which adjoins the application site on the other side of Moray Road, the front section of the building is four storeys in height. The building then rises to five storeys in height towards the rear of the building. The ground floor consists of the same recessed brickwork, front doors and windows as proposed elsewhere.



Indicative View of Proposal

10.64 The site is seen as a gateway into the estate from the north so there is a delicate balance between creating a marker building which attracts attention to the estate while at the same respecting the character of the Tollington Park Conservation Area. The simple palette of materials and the carefully considered massing of the building is considered to achieve that balance.

10.65 Site J:



10.66 The proposal for Site J is slightly different to that proposed elsewhere given its location between the Old Andover Estate buildings and the Victorian terrace on Birnam Road. The site also has no immediate street frontage and so the design of the building also takes this context into account. As such, the building(s) proposed here consist of 3-storey townhouses with protruding glazed bay windows and pitched roofs. The ground floors consist of recessed brick and protruding entrance porches. The site's location allows for living accommodation to be provided at ground floor level and defensible space is provided between the buildings and the pedestrian routes on the estate. There are also two stand-alone buildings which have been designed and oriented to minimise impact on surrounding properties. However, the design and architecture proposed is similar and they sit comfortably alongside the terrace and would read as part of the same family.

10.41 The facades consist of a coherent rhythm to the fenestration and materials proposed are of the same limited palette with red brick, gold finish panels and window frames (*condition 5*). The rear elevations of the proposed terrace also provide consistent and coherent facades, with ground floor back additions and a dormer roof addition providing additional ventilation. The end of terrace buildings are designed to respond to their corner context. The proposed building on the north-eastern end of the terrace is slightly wider with a side entrance and significant amounts of recessed brickwork. On the south-western end of the terrace are two detached buildings, with distinct ground floor treatment and significant amounts of recessed brickwork.

Overall Development

10.67 Overall, the proposal is considered to deliver an appropriate balance between providing a consistent architectural language across all new proposed buildings while at the same time responding to their individual site contexts. The proposal has been designed to be distinct and stand out from the existing estate while not being overbearing and respecting the integrity of the estate. The proposal is considered to

maintain the character and appearance of the adjacent Tollington Park Conservation Area.

- 10.68 Building B has been designed to create a bold visual marker and to act as a focal point when viewed from Seven Sisters Road. The undercroft garage conversions are considered to be well-designed, resulting in active frontages and additional surveillance over the public realm. The additions to Durham Road (Buildings C-E), while standing out from the existing Andover Estate buildings, are considered to be appropriate additions with a consistent architectural language. Building F, has been sympathetically designed in respect of the Tollington Park Conservation Area while displaying good quality modern architecture. Building J is a well-considered row of townhouses that respond well to its context and display good quality architecture.
- 10.69 The scale and massing of the later phases is considered acceptable, with their appearance reserved for later consideration. Samples of materials for the buildings proposed in the full detailed application would be required by condition (3) in order to ensure that the development is built out to the highest quality. Overall, the proposal is considered to be well-designed and in accordance with Policy 7.6 of the London Plan, Policy CS7 and CS9 of Islington's Core Strategy, the aims and objectives of Development Management Policy DM2.1 and DM2.3 and guidance within Islington's Urban Design Guide.

Density

- 10.70 The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The existing Andover Estate comprises a total of 1064 homes across a site of 10.6 hectares. The development scheme proposes a net increase of 69 new residential dwellings, leaving a total of 1133 dwellings on the estate.
- 10.71 In assessing the appropriate housing density for the application site and the wider estate it is necessary to consider the London Plan which notes that it would not be appropriate to apply these limits mechanistically. In particular, the local context as well as design considerations should be taken into account when considering the acceptability of a specific proposal.
- 10.72 The majority of the Andover Estate has a public transport accessibility level (PTAL) of 6a / 6b, though there are some areas of the estate which have a PTAL of 2-3. For those areas with a lower PTAL, the proximity of Finsbury Park Underground station has not been considered. In fact there are a number of pedestrian routes within the estate that enable access by foot to the underground station within 960m and to bus routes within 640m. These have not been taken into consideration when calculating the PTAL rating of the site.
- 10.73 In any case, the appropriate housing density has been considered for both the higher and lower PTAL ratings on the estate. For urban areas with such a high PTAL, the London Plan Policy 3.4 (Table 3.2) suggests that a density level of between 55-225 units per hectare would be most appropriate. For urban areas with a lower PTAL rating, a more appropriate density would be between 55-145 units per hectare.
- 10.74 The proposed development would result in a residential density of some 106 dwellings per hectare across the estate. This level of housing density is considered to be within the suggested range; and therefore the housing density is considered to be appropriate in this urban context.

Accessibility

- 10.75 As a result of the changes introduced in the Deregulation Bill (Royal Assent 26th March 2015), Islington is no longer able to insist that developers meet its own SPD standards for accessible housing, therefore the Council can no longer apply its flexible housing standards nor local wheelchair housing standards.
- 10.76 The new National Standard is broken down into 3 categories; Category 2 is similar but not the same as the Lifetime Homes standard and Category 3 is similar to our present wheelchair accessible housing standard. Planning is required to check compliance with these standards and condition the requirements. If they are not conditioned, Building Control will only enforce Category 1 standards which are far inferior to anything applied in Islington for 25 years.
- 10.77 Planners are only permitted to require (by Condition) that housing be built to Category 2 and or 3 if they can evidence a local need for such housing i.e. housing that is accessible and adaptable. The GLA by way of Minor Alterations to the London Plan 2015, has reframed LPP 3.8 Housing Choice to require that 90% of new housing be built to Category 2 and 10% to Category 3 and has produced evidence of that need across London. In this regard, as part of this assessment, the London Plan policy is given weight and informs the approach below. Moreover, all residential developments are required to achieve the standards of the Islington Inclusive Design SPD and provide 10% (by habitable room) of residential units as wheelchair accessible units, in accordance with Islington's Development Management Policy DM2.1 and DM2.2.
- 10.78 Development Management Policy DM3.4 'Housing Standards' provides various standards in housing including for accessibility and inclusive design. The policy states that the overall approach to all entrances should be logical, legible and level or gently sloping; and common entrances should be visible from the public realm, clearly identified and illuminated and have level access over the threshold. Moreover, the number of dwellings accessed from a single core must not be more than eight and communal circulation corridors should be a minimum of 1200mm wide. Finally, in terms of circulation within new homes, space for turning a wheelchair should be provided in living rooms, dining rooms and in at least one bedroom and dwellings over more than one floor are required to provide space for a stair lift.
- 10.79 The outline application proposes a gross total of 199 new homes, which equates to 531 habitable rooms. Of these, 52 habitable rooms will be within wheelchair accessible dwellings, with a mix of 1- and 2-beds. This equates to 9.8% of the habitable rooms being part of wheelchair accessible dwellings. The full detailed application (Phase 1) includes 6 wheelchair units, equating to 23 habitable rooms out of a total of 224 habitable rooms, made up of a mix of 1-, 2- and 3-bed dwellings. This meets the 10% target for wheelchair accessible homes and will be conditioned accordingly.
- 10.80 A number of changes to the design and layout of the proposed dwellings have been included in the application since its original submission. The bathroom doors within the new homes have been designed to open outwards with a 300mm leading edge clearing. Clear spaces have now been provided on either side of the beds in wheelchair dwellings to comply with the standards. Appropriate space for lifts has now been provided in duplexed and townhouses to comply with Category 2 standards.
- 10.81 The applicant has submitted a Design and Access Statement and has outlined how inclusive design principles have been considered and addressed. The proposal will enable accessibility improvements to existing buildings and to the landscaping and

public realm. For example, the proposal includes additional lifts and walkways to provide level access. The application also incorporates the removal of trip hazards and levelling of surfaces within the landscaping proposals.

- 10.82 Despite the obvious constraints in working with retained buildings alongside new proposed buildings, all common entrances and shared circulation space provide sufficient space for residents to manoeuvre with ease. With regard to external space, the open space and landscaping, including surfaces and seating, would comply with the principles of inclusive design. The inclusive design measures within the landscaped courtyard would be secured through the landscape condition (17).
- 10.83 All areas would have step-free access and access to amenity facilities such as the bin store would also be fully accessible. In the event of planning permission being granted, the above measures would be secured by planning condition to ensure that the proposed development is genuinely accessible and inclusive (*conditions 10 and 16*). The proposed inclusive design measures are welcomed and supported by the GLA.

Public Realm and Landscaping

- 10.84 Islington's Core Strategy Policy CS15 on open space and green infrastructure states that the council will provide inclusive spaces for residents and visitors and create a greener borough by protecting all existing local spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens. Moreover, the policy states that opportunities for greening the borough will be maximised through planting, green roofs, green corridors and that more detail will be provided in the Development Management Policies.
- 10.85 Development Management Policy DM6.5 states that development should protect, contribute to and enhance the landscape, biodiversity and growing conditions of the development site and surrounding areas. Developments are required to maximise provision of soft landscaping, including trees, shrubs and other vegetation. Furthermore, developments are required to minimise any impacts on trees, shrubs and other significant vegetation. At the same time any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits.
- 10.86 Regarding open space, Development Management Policy DM6.3 states that development is not permitted on semi-private amenity spaces, including open space within housing estates and other similar spaces in the borough not designated as public open space within this document, unless the loss of amenity space is compensated and the development has over-riding planning benefits. Moreover, both Development Management Policies DM2.1 and DM8.4 encourage greater permeability by improving movement through areas and seeking an improved pedestrian environment. In addition, DM Policy 2.1 states that for a development proposal to be acceptable it is required to improve the quality, clarity and sense of space around of between buildings; enhance legibility and have clear distinction between public and private spaces; and improve movement through areas, and repair fragmented urban form.
- 10.87 The site is within the Finsbury Park key area, which is covered by Core Strategy policy CS2. Part D of the policy seeks to improve the permeability and legibility of the wider area, including areas within housing estates, through a combination of site redevelopments and small scale interventions. The Council's 'Streetbook' SPD goes into further detail and provides objectives and best practice guidance for public realm works. The following principles are outlined in the Streetbook SPD: (i) designs should

be underpinned by a contextual analysis; (ii) the wider area should be mapped to ensure successful proposals; (iii) street design should aim to make better routes and places; (iv) the design of the public realm should encourage an incremental shift towards more sustainable forms of transport; and (v) designs should respond to detailed analysis of local character.

- 10.88 The application is accompanied by a contextual analysis and an examination of local character. From this contextual analysis it is understood that the Andover Estate benefits from a potentially strong existing structure of accessible open spaces. There are north-south and east-west pedestrian routes which connect up to the recently renovated Central Square as well as some high quality existing open spaces such as the new sports pitch on Corker Walk. Moreover, healthy mature trees across the site provide ecological and aesthetic value and reinforce key routes. Finally, some of the generous semi-private courtyards are well looked after and provide an important function for those residents who have access to them.
- 10.89 There are however also a number of limitations and weaknesses that the landscaping and public realm on the Andover Estate should seek to improve on. Many of the exiting spaces are of poor quality and do not fulfil their potential. Many of the paving materials, boundaries and street furniture are uncoordinated and in disrepair or display a cluttered appearance. Moreover, dead frontages, lack of surveillance, blind alleys and poor lighting result in security concerns across the estate. Finally, there is an imbalance between private and public spaces, with semi-private spaces often underused and/or gated.
- 10.90 The application proposes to build on some of the strengths of the estates public realm while overcoming some of the weaknesses outlined above. The Central Square on the Andover Estate has recently been upgraded and improved using key principles of the Streetbook. Previously a cluttered, under-used and misused space, superfluous structures have now been cleared, sight lines restored and the space given over to pedestrians and cyclists; motorised traffic is very occasional. The space has many place qualities, there is a sense of entry and arrival, with seats, attractive views, planting, play facilities and opportunities for play, organised activities, a high pedestrian presence and natural surveillance from the surrounding development. Some of these ideas and principles have been employed in the design of the landscaping and public realm strategy for the Andover Estate.



One of the main objectives of the development is to facilitate walking routes through the estate, as the quality of existing routes is poor with blind spots and pinch points that discourage people from using the estate as a through route. Improved pedestrian routes leading to greater foot fall should increase natural surveillance, thereby improving security for residents. The strategy adopted is based on an analysis and understanding of existing open spaces and the proposal seeks to connect and improve the quality of open space networks by creating **green walks** between existing high quality open spaces; a '**Home Zone**' typology around the existing 'Walks' on the estate; providing landscape interventions and narrowing **thresholds** to create a more pedestrian friendly environment; improving access and quality of existing **courtyard spaces**; and enhancing **streets** across the estate.

- 10.91 In terms of the green walks, both the north-south route of Corker Walk running from Seven Sisters Road to Moray Road and the east-west route of Mingard Walk running from Hornsey Road to the Central Square are identified as significant pedestrian routes with the opportunity to improve connectivity, landscaping, lighting, activity and play. The Design Review Panel's main comment at the second review was that the proposal still lacked a strong east-west route. This has now been addressed and the proposal now includes significant landscape interventions to create a significantly improved and well landscaped pedestrian route from Hornsey Road to the centre of the estate as shown on plan below.



Improvements to east-west route

- 10.92 The strategy proposed is based around addressing pinch points and improving sightlines, rationalising footpath locations, enlarging the public realm by converting some front gardens into defensible space with native planting and redesigning play areas and boundaries to be integrated into the landscape. The green walks are considered to be a considerable enhancement to the estate, building on, and improving, an existing north-south route and resulting in a strong east-west route from Hornsey Road. The plans, elevations and indicative sketches point to a high quality public realm being created as part of this application. Further detail of these landscaping interventions will be required by condition to ensure quality and successful adoptions of Streetbook principles.
- 10.93 The proposed 'Home Zones' are also a key feature of the proposed landscape and public realm strategy. There are a considerable number of walks and secondary roads across the Andover Estate characterised by hardstanding, asphalt and blank facades serving garages. These existing routes have been identified as opportunities for significant landscape interventions to create amenity spaces and more pedestrian friendly environments. Though many of these spaces are to be brought forward as part of later phases of development involving garage conversions, one of these walks

has been identified for the first phase as part of the full detailed application. This proposal is to serve as a template for the future phases.

- 10.94 In conjunction with the garage conversion of Site B2 referred to in the design section of this report above, the stretch of road from Corker Walk to Newington Barrow Way would be converted into such a 'Home Zone'. The intention is to firstly significantly reduce car parking so that vehicular traffic forms a negligible part in the character of the street. This then unlocks the potential of the proposed landscape strategy which involves defensible ground level planting to the new homes, new buffer planting to rear garden walls and the use of high quality pavers and flush kerbs to signify pedestrian usage. The proposal also includes a robust pallet of street furniture with appropriate lighting as well as new street trees to provide additional greening and biodiversity.



Site B2 - Illustrative View

- 10.95 The success of the 'Home Zones' is key to the success of the proposal as the creation of some 12,500 sqm of these areas across the estate attempts to compensate for the loss of open space elsewhere on the estate. It should also be noted, that these are not spaces that fit perfectly within the principles developed within the Streetbook SPD, which encourage clear delineation between areas of public realm used by different user groups. For example, it is the view of the 'inclusive design' focus group that inform the Streetbook SPD that where cyclists share pedestrian areas, the track should be clearly identified by a raised delineator and at the very least finished with a surface treatment of a contrasting tone. Moreover, to provide a sufficient and appropriate degree of separation between carriage and footway, preference is for a conventional kerb.
- 10.96 However, there are alternatives to the conventional kerb – 'different kinds of kerb' that, where used intelligently, deliver effective delineation. Examples are provided within the Streetbook, where shared surfaces are made possible by the reduced weight and speed of traffic. In these cases, there remains a strong delineation between the vehicular and pedestrian routes and the balance of priority awarded to each has been redressed. The 'place qualities' of these spaces have generally also been enhanced by the judicious installation of seating, planters, lamp posts and cycle stands.
- 10.97 It is clear from the proposed 'Home Zone' alongside Site B2, that the vehicular traffic would be significantly reduced from its already low level. The street is essentially a cul-de-sac and the garages would be removed as well as the majority of the on-street car parking. There is also a clear delineation between vehicular and pedestrian routes and a clear and considered proposal for seating, planters and lamp posts. As

such, it is considered, that the ingredients are there to create a genuinely pedestrian friendly space that could act as useful amenity space. The success of the future garage conversions and 'Home Zones' will depend on the individual circumstances of each street/walk being converted and this will be discussed in more detail as part of the reserved matters applications for these phases. Further details of materials and planting proposed for Phase 1 would also be required by condition.

- 10.98 The thresholds proposed around the perimeter of the estate also contribute significantly to the creation of successful 'Home Zones' and pedestrian-friendly environments throughout the estate by minimising vehicular traffic on the estate. The Andover Estate is bordered by Durham Road to the east, Moray Road to the north, Hornsey Road to the west and Seven Sisters Road to the south.

Thresholds



- 10.99 Where the estate streets intersect with bordering carriageways, the application proposes to create pedestrian prioritised thresholds into the site. The thresholds involve a planted edge, an area for street furniture, a reduced width and raised table. This approach is considered to slow down the flow of traffic, increase the visibility of pedestrians and enhance the amenities for local residents.
- 10.100 A further aspect to the landscaping and open space strategy involves enhancements to the courtyard spaces. There are three 'courtyard' spaces between the Old Andover buildings and a further eleven courtyard spaces within the walks and terraces of the rest of the Andover Estate. Some of these courtyard spaces are well looked after while others have been neglected and are underused. All of the spaces are gated or fenced off in some way. The outline planning application proposes enhancements and improvements to these courtyard spaces, though the detail will be assessed at reserved matters.
- 10.101 In Phase 1 of the proposal however, the full detailed application proposes to bring one of these courtyard spaces forward as a pilot scheme. The courtyard space at Bolton Walk has been identified as the pilot site with a proposal for new lighting, hard and soft landscaping, access and security arrangements. It is considered that the proposal could benefit existing and future residents. The detail of this courtyard proposal including access arrangements would be reserved by condition (17) in the event of planning permission being granted.
- 10.102 The landscape strategy, in particular the proposed 'Homes Zones' and 'Green Walks' is supported by the GLA as it is considered to redress the current imbalance of space on the estate for walking, cycling and private cars. The proposal would appropriately

prioritise pedestrians. Notwithstanding this, further detail on how priority will be given to pedestrians and cyclists should be provided (*condition 35*). Further details of landscaping will be required by condition (16).

- 10.103 In summary, the estate currently benefits from 20,715sqm of publicly accessible open space. The proposal put forward by the outline application would result in a loss of 1,408sqm of open green space on the estate, essentially by building on Sites C, D, E, F and J. On top of that, the proposal would result in 374sqm of allotments / community garden space and private shared communal gardens. In order to compensate for the loss of these green spaces, the outline application proposes to convert some 12,500sqm of existing car parking and vehicular access into 'Home Zones' designed to create a more pedestrian friendly environment and meet the amenity needs of a growing population across the estate.
- 10.104 The application also proposes to enhance existing areas of open space, improve permeability, legibility and access and significantly reduce vehicular traffic on the Andover, through removing car parking, narrowing vehicular access points and creating raised tables and shared surfaces. As such, the proposal involves a loss of open green space but a significant increase in landscaped amenity space and a reconfiguration of the estate to a more pedestrian-friendly environment.
- 10.105 It should be stressed that this is a unique exception and that the loss of open space is only permitted because of the vision of reconfiguring the estate and converting all existing vehicular routes into more pedestrian-friendly environments. In addition, there are several key overriding planning benefits that make this exception possible, including the provision of good quality affordable housing, high quality design and a proposal that addresses the employment, housing, regeneration and environmental needs of an area of deprivation by redressing social exclusion and strengthening a community's identity.

Trees and Biodiversity:

- 10.106 A number of existing trees would be lost as a result of buildings proposed in Phase 1 of the planning application, however their canopy cover would be replaced by new tree planting across the estate. Site B of the proposal would result in the loss of two Silver Birch trees and three sampling Cherry trees. None of the trees are considered to be of significant importance to demand retention and their loss would be suitably mitigated by the planting of seven new trees in the vicinity of the site.
- 10.107 The proposal for Site C would involve the loss of three existing Cherry trees with a life expectancy of 10-20 years, while one Italian Alder would be retained. A new tree would be planted on the corner of Carew Close and Durham Road. Site D includes a high quality mature London Plane tree which provides a high level of visual amenity. As such, the proposal has been designed to ensure its retention. Suitable tree protection measures have been identified and these will be suitably conditioned. On Site E is an Ash tree that has been recently pruned quite heavily. This tree would be lost as a result of the development and a new replacement tree would be planted elsewhere.
- 10.108 On Site F, three existing relatively low value trees would be lost as a result of the new 5-storey building proposed at this location. The three limes at this location will be retained and suitable tree protection implemented to ensure their survival. Site J would involve more significant tree loss with a Sycamore, two Cherry trees and a Crab apple tree being removed. However, the proposal also includes significant tree replacement involving 36 new trees in the vicinity of the site.

- 10.109 The proposals identified for future phases of development, notably Sites G, H and L, do not result in any tree loss. Across all phases of development, a total of 84 new trees would be planted, a net gain of 29 new trees. It is considered that the initial loss of canopy cover will be replaced in 8 years following planting of the new trees and by 30 years the canopy cover would be doubled, all other factors being equal. As part of the tree planting strategy, it is expected that this would involve consultation and involvement with existing Andover residents and a planning obligation attached to planning permission would elaborate what this would involve in detail.
- 10.110 In terms of biodiversity, the phase 1 habitat survey has concluded that the application site is of low / negligible biodiversity value because of its urbanised character and ecologically isolated location. The detailed application for phase 1 proposes a number of measures to enhance the estate's biodiversity including the inclusion of green roofs on all available roof space, bird and bat boxes as well as the reuse of removed trees on site for use as incidental play and insect habitats. SUDS and biodiversity is also discussed in subsequent sections of this report.
- 10.111 The proposal includes an overall increase in amenity space with a greater variety of plant and tree species which would enhance the overall ecological value of the site. The application also includes a significant improvement to semi-private open space and communal garden space which would provide an enhancement to the amenity of local residents. To ensure the protection of the trees to be retained at the site and secure a high quality landscape scheme conditions are recommended which require the submission of and compliance with an agreed Landscape Management Plan (16), an Arboricultural Method Statement (18) and a Scheme of Site Supervision (19).

Play Space

- 10.112 The applicant's D&A statement indicates that additional play space that generally exceeds the space standards required in DM policy 3.5 would be incorporated into the scheme, and is largely delivered within Phase 1. For the purpose of calculating play space requirements, some of the new dwellings have private gardens and have therefore been excluded from the child yield calculations. The tenure mix of later phases has not yet been determined, so some assumptions have had to be made on child yield. However, taking the scenario with the highest possible child yield, it can be expected that the development could result in an increase in 70 children on the estate. Using Islington's playspace requirements of 5sqm per child, the development would need to provide at least 350sqm of new child play space.
- 10.113 The application proposes to more than double the existing area of play provided on the estate from 710sqm at present to 1569sqm with all of the new child playspace to be provided as part of phase 1. The increase in child playspace significantly exceeds the recommended amount required by policy and goes some way to mitigating against the current underprovision on the estate. The council should be satisfied that sufficient playspace will be provided on the site to meet the requirements set out in DM3.5.
- 10.114 On top of the child playspace proposed, there are incidental spaces to play within courtyard spaces and the proposed Home Zones. Whilst the DM policies note that streets, pavements, walkways and various forms of public open space have the potential to be treated as incidental spaces for play, it is important that appropriate inclusive play provision is available for different age groups on the site. As such, consideration has to be given to potential conflicts between children playing on the routes and others using them to travel through the estate on bikes or motorcycles. Further details of how the play spaces will function will be required by condition and a

planning obligation will require consultation exercises to be carried out with residents to determine the quality and nature of the provision proposed.

10.115 On balance, given the creation of a more pedestrian friendly environment across the estate, proposed enhancements to biodiversity, improvements to the quality and quantity of child playspace and residents' outdoor amenity as well as the over-riding planning benefits of the proposal, the loss of existing green spaces described above can be justified, subject to appropriate conditions and planning obligations. The GLA have confirmed that they support the proposal and consider it to make considerable enhancements to the public realm. The proposal is thus considered to be in accordance with London Plan Policies, the Core Strategy Policy CS15 and Development Management Policy DM6.5 and DM6.3

Neighbouring Amenity

10.116 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality.

10.117 Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing. In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.

10.118 Daylight / Sunlight The loss of daylight can be assessed by calculating the Vertical Sky Component (VSC) which measures the daylight at the external face of the building. Access to daylight is considered to be acceptable when windows receive at least 27% of their VSC value and retain at least 80% of their former value following the implementation of a development. Daylight is also measured by the no sky-line or daylight distribution contour which shows the extent of light penetration into a room at working plane level, 850mm above floor level. If a substantial part of the room falls behind the no sky-line contour, the distribution of light within the room may be considered to be poor. As a general rule, if a particular window to a room fails the VSC test but the daylight distribution for the room that it serves is not noticeably affected, the amenities of the residential occupiers of that room are not considered to be unduly affected as a result.

10.119 In terms of sunlight, a window may be adversely affected by a new development if a point at the centre of the window receives in the year less than 25% of the annual probable sunlight hours including at least 5% of annual probable sunlight hours during the winter months and less than 0.8 times its former sunlight hours during either period. It should be noted that BRE guidance advises that sunlight to a neighbouring property is only considered where the new development is located within 90 degrees of due south.

10.120 The VSC and daylight distribution as well as loss of sunlight has been assessed for all existing surrounding residential properties. The vast majority of windows serving existing properties retain good levels of daylight following the development and would not lose more than 20% of their former value. Moreover, good levels and sunlight

would be maintained throughout the estate and surrounding residential properties. A summary of daylight / sunlight impacts for each individual site is provided below:

Site B and B2

- 10.121 The building proposed for Site B adjoins the terrace of 31-54 Roth Walk, Carew Close. Because of its height and proximity, the proposed 6/7-storey building will have considerable impacts on the ground floor dwelling, which is closest to the proposed development. The losses of daylight experienced by the windows within this ground floor property range from between 40% and 85% and thus the loss of daylight will be noticeable. Understandably, two of the rooms within this ground floor flat would also suffer significant losses in daylight distribution, with the living room losing of up to 62% of its daylight distribution. Given the location and orientation of the remaining windows within 31-54 Roth Walk, the impacts on the other windows as a result of building on Site B would not be noticeable.
- 10.122 The impacts on the ground floor windows of the Harmsworth Animal Hospital would also be noticeable, however the ground floor is not in residential use and as such these impacts should not be considered a constraint on development. The impacts on the upper level windows of the Harmsworth Animal Hospital are not considered significant. All windows within 53-64 Selden Walk have been assessed within the submitted Daylight & Sunlight report and while some of the windows would lose a degree of daylight, none are considered noticeable. The biggest loss to any window serving a habitable room in this building would be a loss of 18% of the existing VSC.
- 10.123 The loss of daylight to 41-52 Sonderburg Road (Falconer Walk) has also been assessed and considered. The losses of daylight to these windows are all below 20% and as such are not considered to be noticeable to residents. The losses in daylight distribution to all other rooms in the immediate vicinity have been tested and are considered to be negligible. A summary of the daylight impacts on those windows most affected by the proposal is provided in the table below:

38 & 40 Roth Walk		Vertical Sky Component			Noskyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%) Target 27	Proposed VSC (%) Target 27	Fraction of former value Target 0.8	Fraction of former Value Target 0.8
Ground Floor / W1	Bedroom	26.1	15.4	0.59	0.76
Ground Floor / W2	Bedroom	23.3	12	0.52	
Ground Floor / W3	Bedroom	19.9	10.9	0.55	
Ground Floor / W4	Living / Dining Room	22.2	3.6	0.16	0.38
Ground Floor / W5	Living / Dining Room	27.2	4.3	0.15	
Ground Floor / W6	Living / Dining Room	31.3	7.3	0.23	
1 st Floor / W7	Bedroom	28.5	28.1	0.99	1
1 st Floor / W8	Bedroom	29.2	28.6	0.98	1
1 st Floor / W9	Living Room	29.9	28.6	0.98	1
1 st Floor / W10	Living Room	33.9	29.5	0.87	
1 st Floor / W11	Living Room	34.6	30.6	0.88	
1 st Floor / W12	Kitchen	36.4	33.5	0.92	1

1 st Floor / W13	Kitchen	35.3	32.3	0.92	
1 st Floor / W14	Kitchen	35.1	32.6	0.93	

10.124 In terms of sunlight, again the ground floor unit of 31-54 Roth Walk closest to the proposed development would be noticeably affected with two of the rooms containing windows whose retained sunlight would drop to below 25%. The remaining properties have all been tested and it can be concluded that while 10 of the windows tested would lose more than 20% of their sunlight hours, all of the windows would retain 25% of their total annual probable sunlight hours. All windows have been tested on 53-64 Seldon Walk and it can be confirmed that they would all retain 25% of their annual probable sunlight hours as well as 5% of their winter sunlight hours. The properties most affected in terms of loss of sunlight are shown below:

38 & 40 Roth Walk		Annual APSH			Winter APSH		
Room / Window	Room Use	Existing Target 25%	Proposed Target 25%	Fraction of former value Target 0.8	Existing Target 5%	Proposed Target 5%	Fraction of former value Target 0.8
Ground Floor / W1	Bedroom	58	24	0.41	21	5	0.24
Ground Floor / W2	Bedroom	55	20	0.36	20	4	0.2
Ground Floor / W3	Bedroom	52	20	0.38	19	3	0.16
Ground Floor / W4	Living Room	49	17	0.36	16	3	0.25
Ground Floor / W5	Living Room	51	17	0.35	15	4	0.27
Ground Floor / W6	Living Room	55	21	0.38	14	6	0.43
1 st Floor / W7	Bedroom	North Facing	N/A	N/A	N/A	N/A	N/A
1 st Floor / W8	Bedroom	North Facing	N/A	N/A	N/A	N/A	N/A
1 st Floor / W9	Living Room	58	47	0.81	12	11	0.92
1 st Floor / W10	Living Room	72	54	0.75	19	15	0.79
1 st Floor / W11	Living Room	74	56	0.76	23	17	0.74
1 st Floor / W12	Kitchen	81	63	0.78	28	21	0.75
1 st Floor / W13	Kitchen	81	63	0.78	28	21	0.75
1 st Floor / W14	Kitchen	80	63	0.79	27	21	0.78

10.125 The proposed building is located to the north, east and west of its immediate neighbours and thus overshadowing over private amenity space is kept to a minimum. However, the proposal would also result in some additional overshadowing over the public realm to the north of Site B. Given the limited amount of external works proposed for Site B2, the daylight and sunlight impacts resulting from this development are considered negligible.

10.126 As a result of the proposed buildings on Site B and B2, a total of 6 windows and 2 rooms (all within one dwelling) would have noticeable impacts significantly beyond the minimum standards set by the BRE guidelines. However, although this is quite a small number of affected rooms, and only one dwelling) the impacts are quite considerable. The dwelling is tenanted, owned and managed by the Council and thus it is within the influence of the applicant, Islington Housing, to rehouse the current residents of this dwelling. It should also be noted that the dwelling will eventually be converted to dual aspect accommodation as part of the later phases of development. It is recommended that permission be subject to a planning obligation requiring the applicant to give an opportunity to rehouse the tenant of this property prior to commencement of the development in the event that permission is granted.

Site C

10.127 All of the surrounding residential windows have been tested and assessed to ascertain the daylight and sunlight losses. The residential building known as Monksfield, on the opposite side of Durham Road, has been tested and it can be confirmed that none of the windows serving habitable rooms would suffer noticeable losses as a result of the proposed development. Three of the windows in the apartment building known as Honeyfield would experience losses in VSC of up to 31%, which is considered noticeable. However, these windows are secondary windows. As a result, the daylight distribution for the rooms that these windows serve would not be significantly reduced.

10.128 A ground floor living room at 51 Roth Walk would experience significant losses of daylight distribution as a result of the proposed development of up to 90%. The property is owned and managed by the Council and thus it is within the influence of the applicant, Islington Housing, to rehouse the current residents of this dwelling. It should be noted that the dwelling will eventually be converted to dual aspect accommodation as part of the later phases of development. However, in the meantime, to avoid a significant impact on the existing residents an option should be given for alternative accommodation on the estate and a planning obligation will require the applicant to ensure this is done prior to commencement of the development.

31-51 Roth Walk		Vertical Sky Component			Noskyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%) Target 27	Proposed VSC (%) Target 27	Fraction of former value Target 0.8	Fraction of Former Value Target 0.8
Ground / W1	Living Room	20.1	1.7	0.08	0.09
1 st Floor / W2	Kitchen	35.3	31.3	0.89	1
1 st Floor / W3	Bedroom	33.1	27.2	0.82	0.99
1 st Floor / W4	Living Room	32.4	23.1	0.71	0.99
1 st Floor / W5	Bedroom	34.3	31.1	0.91	0.99
2 nd Floor / W6	Living Room	36.1	25.6	0.72	0.98
2 nd Floor / W7	Living Room	36.4	32.4	0.89	
3 rd Floor / W8	Bedroom	38.5	32.8	0.85	1
3 rd Floor / W9	Bedroom	38.4	30.3	0.79	0.99
3 rd Floor / W10	Living Room	38.3	25.7	0.67	0.94
3 rd Floor / W11	Living Room	37.7	33.6	0.89	0.97
3 rd Floor / W12	Kitchen	37.7	36.6	0.97	1

10.129 None of the remaining rooms or windows serving habitable residential accommodation would suffer noticeable losses of daylight or sunlight as a result of

the proposed development. The proposed building has been located as a 'bookend' to two apartment blocks, with only one window facing the development site described above. Because of the proposal to build up against two largely blank elevations, the impacts in terms of loss of daylight and sunlight have been kept to a minimum.

10.130 Finally, the proposed building is located to the north and east of its immediate neighbours and thus overshadowing over private amenity space is kept to a minimum. However, the proposal would also result in some additional overshadowing over the public realm to the north and east of Site C on Durham Road.

Site D

10.131 The vast majority of windows and rooms in the residential buildings surrounding Site D would retain high levels of daylight and sunlight and would not suffer noticeable losses. This is because the proposal has been located and positioned in a similar way to Block C, thereby reducing any loss of light impacts. However, one of the windows in the ground floor of Wesley Close (8 Selden Walk) would suffer considerable losses of daylight. The window is in close proximity to the proposed development and faces the proposed building for Site D. As a result, 95% of the VSC of this window would be lost. The room in question has two windows and thus its daylight distribution would not be as severely affected, but still there would be losses of 57%.

10.132 None of the other windows within 1-24 Selden Walk face onto Site D and as such daylight losses are less significant. However, at third floor level, as the Selden Walk building steps back, the losses of daylight are noticeable with one of the windows suffering losses of 43% of VSC. The daylight distribution of the room that this window serves would be maintained at a high level however, within BRE recommended levels. The daylight impacts on the worse affected windows and rooms is shown in the table below:

1-24 Selden Walk		Vertical Sky Component			Noskyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%) Target 27	Proposed VSC (%) Target 27	Fraction of former value Target 0.8	Fraction of Former Value Target 0.8
Ground Floor / W1	Living Room	18.4	0.8	0.04	0.43
Ground Floor / W11	Living Room	16.2	16.2	1	
1 st Floor / W2	Kitchen	32.7	25.1	0.77	1
1 st Floor / W3	Living Room	30.8	21	0.68	0.99
1 st Floor / W4	Bedroom	24.1	24.1	1	1
1 st Floor / W5	Bedroom	23.5	23.5	1	1
2 nd Floor / W6	Living Room	34.2	22.1	0.65	0.97
2 nd Floor / W7	Living Room	31.4	31.4	1	
3 rd Floor / W8	Bedroom	38	21.8	0.57	0.77
3 rd Floor / W9	Bedroom	31.4	31.4	1	1
3 rd Floor / W10	Bedroom	31.4	31.4	1	1

10.133 Because of the orientation of windows and buildings, the proposal would not affect the sunlight to any properties in 1-24 Selden Walk. Apart from the window and room in the ground floor of 8 Selden Walk, none of the other windows and doors in the vicinity of Site D, including Stonefield and Lennox House would suffer noticeable losses of daylight and sunlight as a result of building on Site D.

10.134 The one dwelling that is significantly affected is owned and managed by the Council and thus it is within the influence of the applicant, Islington Housing, to rehouse the current residents of this dwelling. It should be noted that the dwelling will eventually be converted to dual aspect accommodation as part of the later phases of development. However, in the meantime, to avoid a significant impact on the existing residents an option should be given for alternative accommodation on the estate and a planning obligation will require the applicant to ensure this is done prior to commencement of the development.

Site E

10.135 To determine the loss of daylight / sunlight as a result of building on Site E, the VSC, daylight distribution and sunlight losses to rooms and windows within Lennox House, 1-24 Allerton Walk (Woodbridge Close) and St Anne's Care Home have been assessed. While all of the windows serving habitable rooms within St Anne's Care Home would retain acceptable levels of daylight, some of the windows within Lennox House and 1-24 Allerton Walk would suffer noticeable losses.

10.136 As with Site D, one of the ground floor windows within the adjacent block (in this case 8 Allerton Walk) faces onto the development site. As a result, the proposal here would have similar impacts on the ground floor unit closest to the proposed development. One of the windows tested would experience losses in VSC of more than 90%, while another window would lose 56% of its VSC. As a result, one of the habitable rooms that these windows serve would experience an almost 50% reduction in daylight distribution. There would be no noticeable loss of sunlight because of the orientation and location of windows in relation to the development site. The daylight impacts on the worst affected windows of 1-24 Allerton Walk are shown in the table below:

1-24 Allerton Walk		Vertical Sky Component			Noskyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%) Target 27	Proposed VSC (%) Target 27	Fraction of former value	Fraction of Former Value Target 0.8
Ground Floor / W1	Living Room	22.2	1.2	0.05	0.63
Ground Floor / W12	Living Room	17	17	1	
Ground Floor / W2	Bedroom	18.6	8.1	0.44	0.54
1 st Floor / W3	Kitchen	28.3	20.5	0.72	0.99
1 st Floor / W4	Living Room	26.5	16.5	0.62	0.85
1 st Floor / W5	Bedroom	33.3	29.8	0.89	0.99
1 st Floor / W6	Bedroom	31.2	30.2	0.97	1
2 nd Floor / W7	Living Room	34.2	19.3	0.63	0.91
2 nd Floor / W8	Kitchen	36.5	30	0.82	0.99
3 rd Floor / W9	Bedroom	35.1	19.6	0.56	0.71
3 rd Floor / W10	Bedroom	38.4	31.9	0.83	0.99
3 rd Floor / W11	Bedroom	38.5	37	0.96	0.99

10.137 As with Sites C and D, the one dwelling that is significantly affected is owned and managed by the Council and thus it is within the influence of the applicant, Islington Housing, to rehouse the current residents of this dwelling. It should be noted that the dwelling will eventually be converted to dual aspect accommodation as part of the later phases of development. Nevertheless, it is recommended that permission be subject to a planning obligation requiring the applicant to give an opportunity to

rehouse the tenant of this property prior to commencement of the development in the event that permission is granted.

10.138 Moreover, some of the windows of Lennox House (a care home) would be adversely affected by the development. For example, four habitable rooms within this building would have windows facing onto the development site with losses of between 20% and 35% in VSC. Three of the rooms would as a result experience noticeable losses in daylight distribution to the detriment to living conditions. That being said, the vast majority of rooms in Lennox House would retain reasonable levels of daylight following the development. None of the windows in the vicinity of the site would suffer an unacceptable loss of sunlight, and those currently benefiting from reasonable levels of sunlight would retain it as such. The daylight impacts on the ground floor windows to Lennox House are shown below. The impacts lessen as you move up the building.

Lennox House		Vertical Sky Component			Noskyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%) Target 27	Proposed VSC (%) Target 27	Fraction of former value Target 0.8	Fraction of Former Value Target 0.8
Ground Floor / W6	Bedroom	29.7	28.4	0.96	0.99
Ground Floor / W7	Bedroom	30.7	17.4	0.57	
Ground Floor / W8	Bedroom	29.9	15.8	0.53	
Ground Floor / W9	Bedroom	30.5	15.5	0.51	0.62
Ground Floor / W10	Bedroom	25.2	18.9	0.89	
Ground Floor / W11	Bedroom	27.3	14.8	0.54	0.79
Ground Floor / W12	Bedroom	27.3	20.1	0.73	
Ground Floor / W13	Bedroom	28	18.4	0.67	0.67
Ground Floor / W14	Bedroom	23.1	21.6	0.94	
Ground Floor / W15	Bedroom	24.7	17.1	0.69	0.82
Ground Floor / W16	Bedroom	25.1	22.4	0.89	
Ground Floor / W17	Bedroom	25.8	21.1	0.82	0.91
Ground Floor / W18	Bedroom	22.08	21.88	0.99	

Site F

10.139 Development on Site F is similar to the other development sites on Durham Road in that it proposes a building as a 'bookend' to an adjacent apartment block which has its principal windows facing away from the development site. However, four windows serving two separate rooms within the ground floor of the adjacent apartment block known as 1-6 Berkeley Walk, would suffer noticeable losses in daylight, with losses of between 20% and 80% of VSC. However, these windows are small secondary windows and the resulting daylight distribution of the rooms that they serve would not

be as significantly affected. The daylight impacts on the worst affected windows in 1-6 and 7-22 Berkeley Walk are tabled below:

1-6 Berkeley Walk		Vertical Sky Component			Noskyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%) Target 27	Proposed VSC (%) Target 27	Fraction of former value Target 0.8	Fraction of former Value Target 0.8
Ground Floor / W1	Living Room	12.3	8.6	0.67	0.78
Ground Floor / W2	Living Room	14.4	5.5	0.38	
Ground Floor / W3	Living Room	11.7	2.3	0.2	
Ground Floor / W4	Hallway	20.9	12.9	0.62	0.65
Ground Floor / W5	Hallway	20	14.9	0.71	
1 st Floor / W6	Kitchen	8.4	8.4	1	1
7-22 Berkeley Walk		Vertical Sky Component			No Sky Line
1 st Floor / W1	Bedroom	35.6	35.3	0.99	1
1 st Floor / W2	Bedroom	36.6	34.8	0.95	0.98
1 st Floor / W3	Living Room	30.8	29.3	0.95	1
1 st Floor / W4	Living Room	31.9	31.4	0.98	
2 nd Floor / W5	Kitchen	38.2	36.6	0.95	0.98
2 nd Floor / W6	Living Room	35	25.6	0.73	0.91
3 rd Floor / W7	Bedroom	37.4	37.3	1	1
3 rd Floor / W8	Bedroom	37.4	35.9	0.96	0.98
3 rd Floor / W10	Bedroom	36.3	30.1	0.83	0.92

10.140 Daylight and sunlight losses to properties on Birnam Road and Moray Road have also been tested. However, as a result of the position of the proposed building, orientation of existing windows and distance of the proposed building to other existing residential buildings, building on Site F would not result in any other noticeable impacts in terms of loss of daylight or sunlight on habitable rooms within Moray Road, Berkeley Walk or Birnam Road.

10.141 Finally, the proposed building is located to the north and west of its immediate neighbours and thus overshadowing over private amenity space is kept to a minimum. However, the proposal would also result in some additional overshadowing over the public realm along Moray Road which should be noted.

Site J

10.142 Site J involves a terrace of 3-storey houses with rear gardens backing onto rear gardens of properties on Birnam Road. The buildings that form the Old Andover are adjacent to the site, though their windows are orientated away from the development site. As a result of the distance from neighbouring residential properties and the orientation and location of windows, the proposal for Site J would have minimal impacts on daylight, with no windows or habitable rooms suffering noticeable losses of daylight as measured by the VSC or daylight distribution.

10.143 Because of the orientation and position of the proposed terrace of houses at Site J in relation to properties on Birnam Road, the proposal would reduce the amount of sunlight to habitable rooms within these residential properties. While good levels of

annual sunlight would be maintained throughout, the proposal would result in noticeable losses of sunlight during the winter months. Similarly, as a result of the development, there would be overshadowing over the rear gardens of Birnam Road. However, the resulting sunlight available to these gardens (measured at the Spring Equinox as recommended by the BRE) would not drop below the recommended minimum. The most significant sunlight impacts on 18-66 Birnam Road are shown in the table below:

18-66 Birnam Road		Annual APSH			Winter APSH		
Room / Window	Room Use	Existing Target 25	Proposed Target 25	Fraction of former value Target 0.8	Existing Target 5	Proposed Target 5	Fraction of former value Target 0.8
LowerGround Floor / W1	Bedroom	22	20	0.91	3	2	0.67
LowerGround Floor / W2	Kitchen	23	21	0.91	6	4	0.67
LowerGround / W3	Living Room	21	19	0.9	3	2	0.67
LowerGround / W4	Bedroom	21	19	0.9	6	4	0.67
Lower Ground Floor / W5	Bedroom	23	19	0.83	5	1	0.2
Lower Ground Floor / W6	Bedroom	22	21	0.95	6	5	0.83
Lower Ground / W7	Kitchen	22	21	0.95	7	6	0.86
Lower Ground / W8	Bedroom	23	19	0.83	8	4	0.5
Lower Ground / W9	Living Room	22	21	0.95	6	5	0.83
Lower Ground / W10	Kitchen	23	22	0.97	8	6	0.8
Lower Ground/ W11	Living Room	22	21	0.95	7	6	0.86
Lower Ground/ W12	Bedroom	22	21	0.95	7	6	0.86

Sites G, H and L

- 10.144 Though Sites G, H and L do not form part of the detailed application, massing and height are determined by this application and thus daylight and sunlight impacts needs to be assessed and considered. As with the development sites on Durham Road, the proposal for Site G involves building up against the blank elevations of two adjacent apartment blocks. As such, impacts in terms of loss of sunlight and daylight are kept to a minimum. However, one of the ground floor dwellings (in 8-12 Briset Way) has its windows facing the development site and would as a result of the development lose up to 95% of natural light to its windows. The room with the most significant losses of daylight is a bedroom and its resulting daylight levels would not comply with minimum BRE standards.
- 10.145 A window within 36-39 Ray Walk faces a similar predicament and would lose up 90% of its VSC with resulting poor levels of natural daylight. The building proposed for Site

H would have similar impacts as Site G, with two ground floor dwellings with their windows facing the development site suffering considerable losses. Two windows within 1-12 Todds Walk would lose up to 90% of their VSC, with consequently poor levels of natural daylight as a result of the development. A bedroom within 35-38 Todds Walk would also lose more than 50% of its daylight distribution as a result of the development.

- 10.146 The dwellings in question are owned and managed by the Council and thus it is within the influence of the applicant, Islington Housing, to rehouse the current residents of these dwellings. It should be noted that the dwelling will eventually be converted to dual aspect accommodation as part of the later phases of development. However, in the meantime, to avoid a significant impact on the existing residents an option should be given for alternative accommodation on the estate and a planning obligation will require the applicant to ensure this is done prior to commencement of the relevant phase of development.
- 10.147 The buildings proposed for Site L replace an existing building with a similar footprint. The proposed building is slightly taller than the existing building and as a result there are some losses in daylight and sunlight. However, the biggest loss of VSC is 24%, which is noticeable though considered acceptable in an urban location. All other windows and rooms in the immediate vicinity would retain good levels of daylight and sunlight post-development.
- 10.148 In summary, aside from the 7No. ground floor dwellings with Council tenants referred to above, the development would not have unacceptable impacts on surrounding residential properties in terms of loss of sunlight and daylight. Although the affected dwellings referred to above will eventually be converted to dual aspect accommodation as part of the later phases of development, it is considered necessary for the existing residents to be given an option of alternative accommodation on the estate. It is recommended that permission be subject to a planning obligation requiring the applicant to give an opportunity to rehouse the tenant of this property prior to commencement of the development in the event that permission is granted.

Privacy

- 10.149 Development Management Policy 2.1 identifies that 'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, as overlooking across a public highway does not constitute an unacceptable loss of privacy'. In the application of this policy, consideration has to be given also to the nature of views between habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.
- 10.150 As the proposed buildings are generally located up against blank elevations of existing building with windows facing out to the street rather than onto existing buildings, opportunities for overlooking and consequent loss of privacy has been kept to a minimum. However, there are some instances where privacy might be affected by the development.
- 10.151 On Site B, the proposed building's principal elevations face away from the nearest residential properties so that overlooking is minimized and privacy is maintained as much as possible. The building's southern elevation faces Sonderburg Road and the Harmsworth Animal Hospital, which is not in residential use. However, on either side of the proposed building are the residential properties of Carew Close, Corker Walk and Newington Barrow Way. Though at an oblique angle, there could be a resulting

increase in overlooking, largely over private amenity space, from new windows in the proposed building.

- 10.152 In order to mitigate this potential overlooking from these windows, it is recommended that permission be only granted on condition (7) that further details are provided in terms of screening or obscured glazing in order to minimize overlooking. Similarly, the new windows and balconies on the northern elevation of the proposed building would overlook some habitable room windows and the private amenity space of Selden Walk and Falconer Walk. The condition mentioned above should also capture overlooking and potential loss of privacy to these properties.
- 10.153 The buildings proposed for Sites C and D are both built up against the blank elevations of existing estate building with their windows facing out onto the street and away from any neighbouring windows or private amenity space. Where there are windows facing onto neighbouring amenity space, these serve stairways and corridors and have been designed to be opaque to avoid overlooking.
- 10.154 The proposed building on Site E is up against a blank elevation on one side but has an elevation with windows facing the neighbouring Lennox House, which has habitable rooms with windows facing the development site. As a result of this relationship, there is a potential conflict with opportunities for mutual overlooking and a loss of privacy. There is also a 1st floor balcony which could result in overlooking unless properly screened. The proposed windows in this elevation of Building E are secondary windows and as such there is an opportunity to design these windows to be opaque without significantly impacting the outlook from the rooms that they serve. It is thus proposed that any permission be subject to a condition (7) requiring details of windows and screening to the 1st floor balcony to be provided and approved prior to implementation of the development.
- 10.155 The proposed Building F is positioned up against the blank elevation of Berkeley Walk and as a result there is not considered to be any overlooking or loss of privacy in relation to dwellings here. There are some windows within 1-6 Berkeley Walk however that face the development site as an oblique angle, but the angle is considered oblique enough so as to discount any genuine loss of privacy. Similarly, windows within dwellings on Lazar Walk are at an oblique angle so as to discount potential for overlooking. All other residential properties in the vicinity of the site are located across a highway, beyond Moray Road and Birnam Road.
- 10.156 The terrace of houses at Site J is at a sufficient distance from the residential properties on Birnam Road as the 18m minimum distance is maintained. The standalone building furthest west on the development site has no windows on its northern elevation so as to prevent any loss of privacy to neighbouring properties. Any potential overlooking over dwellings in the Old Andover such as Andover House, Barmouth House and Chard House has been avoided due to the orientation of windows.
- 10.157 The facades and window design for buildings proposed at Sites, G, H and L (and L2) have not yet emerged and thus it is difficult to make an assessment of loss of privacy or overlooking. However, both Buildings G and H would be built up against the existing blank elevations of neighbouring buildings and thus loss of privacy would be minimised here, and building on Site L would have a similar footprint and window orientation as the existing building on site. Privacy and overlooking would be considered in detail as part of the reserved matters application.
- 10.158 Safety / Security: Development Management Policy DM2.1 requires for developments to be safe and inclusive, enhance legibility with a clear distinction between public and private space and to include safety in design, such as access,

materials and site management strategies. One of the key objectives of this proposal is to create a safe and secure environment for residents of the estate.

- 10.159 The conversion of garages to ground floor apartments and dead frontages to active frontages is considered to contribute significantly towards creating a safer and more secure environment for residents on the estate. The proposal also results in a clearer distinction between private, semi-private and public space and provides clearer legibility around access.
- 10.160 The proposal includes a lighting strategy which will be conditioned accordingly (*condition 23*). Finally, planning permission would be subject to a condition (32) requiring the development to achieve Secured by Design accreditation. This will ensure that many of the principles of these standards, such as passive surveillance, clear and legible routes, appropriate boundary treatment and access points are met and implemented.
- 10.161 Views / Outlook: Proposal for development are considered against their visual context, such as location and scale of landmarks, strategic and local and other site specific views, skylines and silhouettes. DM2.4 requires local and strategic views to be protected.
- 10.162 The building heights have been assessed against the protected vista datum of the St Paul's viewing corridor and it can be confirmed that the proposal would not impinge on the view of St Paul's from Alexandra Palace.
- 10.163 Air Quality/ Odours: One of the bin stores proposed for Site J is in close proximity to rear gardens in Birnam Road. The bin store will serve a number of the new terraced houses. While the proposal is unlikely to have an unacceptable impact on existing residents as a result of bad odour and smells, further details will be required by way of planning condition (26) to ensure that the bin storage is designed in such a way as to minimise impacts.
- 10.164 Exposure to air pollution, noise, vibration and other pollutants during the construction process will be managed and mitigated through a Construction Environment Management Plan, which will be required by condition (6).
- 10.165 Noise and Disturbance: adequate sound insulation would be provided to all new units to protect the amenities of existing residents (*condition 20*) and the opening hours of the new commercial / community spaces would be controlled by condition (22) in order to protect the living environment of residents.
- 10.166 In summary, aside from the 7No. dwellings referred to above, the proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure, air quality or noise and disturbance and is considered to result in a marked improvement in terms of safety and security.

Quality of Resulting Residential Accommodation

- 10.167 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life, residential space and design standards will be significantly increased and enhanced from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards. In accordance with this policy, all new housing is required to provide functional and useable spaces with good quality amenity space, sufficient space for storage and flexible internal living arrangements.

- 10.168 Space Standards: The planning statement suggests the proposed residential units will have lower ceiling heights than is recommended in Development Management policy DM3.4. Part C (ii) of the policy suggests that in the case of residential conversion lower ceiling heights may be acceptable where it can be demonstrated that a good standard of daylight, ventilation and useable floorspace can be provided overall. The lower ceiling heights proposed for some of the units are the result of converting garages to residential and the constraints placed on the applicant by the space available. However, the units will be dual aspect and it is considered they will provide a good level of residential amenity to future occupants. All units within the new build elements will achieve at least the 2.5m minimum in accordance with the standards set out in the London Plan Housing SPG.
- 10.169 The floorspace of the proposed units exceeds the minimum space standards set out in Table 3.2 of the DM policies and the garage conversions within the development will lead to the replacement of single aspect units with larger dual aspect units, which is considered a positive outcome.
- 10.170 Aspect/Daylight Provision: Policy DM3.4 part D sets out that 'new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated'.
- 10.171 All new proposed dwellings as part of both the Phase 1 detailed application and outline application will be dual aspect. Moreover, a large number of existing single aspect homes will be replaced with improved quality dual aspect homes through the conversion of existing garages.
- 10.172 The average daylight factor (ADF) of new dwellings has been calculated to ascertain whether they would be afforded sufficient natural daylight. The minimum levels of daylight as measured by ADF require 2% for kitchens, 1.5% for living rooms and 1% for bedrooms, which all new habitable rooms would achieve.
- 10.173 Amenity Space: Policy DM3.5 of the Development Management Policies Document 2013 within part A identifies that 'all new residential development will be required to provide good quality private outdoor space in the form of gardens, balconies, roof terraces and/or glazed ventilated winter gardens'. The policy in part C then goes on to state that the minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on ground floor for 1-2 person dwellings. For each additional occupant, an extra 1 square metre is required on upper floors and 5 square metres on ground floor level with a minimum of 30 square metres for family housing (defined as 3 bed units and above).
- 10.174 This has been achieved for Phase 1 of the development, while the floorplans for the later phases will be considered under a subsequent reserved matters application.
- 10.175 Air Quality: New dwellings in the later phases within Blocks L and L2 face onto Hornsey Road. The road is a relatively busy thoroughfare which may necessitate mitigation levels. This would be considered in more detail as part of the reserved matters application.
- 10.176 Noise: A condition (20) is recommended requiring all residential units to include sufficient sound insulation to meet British Standards. As such a scheme for sound insulation and noise control measures would be submitted and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.
- 10.177 Refuse: Dedicated refuse and recycling facilities/chambers are provided for the residential uses. The location and capacity, and management of these facilities have

been developed in consultation with the Council Street Environment Department and are acceptable (*condition 26*).

- 10.178 Playspace: The submitted Design & Access Statement demonstrates that additional play space that would exceed the space standards required in DM policy 3.5 is being incorporated into the scheme, and will largely be delivered within Phase 1. Islington Policies require a minimum of 5sqm per child of playspace to be provided on new development proposals.
- 10.179 The applicant confirms that as some of the new dwellings will have private gardens they have been excluded from the child yield calculations. Some 859sqm of additional child playspace is to be provided as part of the development. This comfortably exceeds the 330sqm that would be required to cater for the estimated child yield of 66 resulting from the development.
- 10.180 Furthermore, DM policies note that streets, pavements, walkways and various forms of public open space have the potential to be treated as incidental spaces for play. The 'Home Zones' have not been included in the playspace calculation, though these could serve such a function. Given the existing child playspace deficiency on the Andover Estate, it is essential that the proposed playspace provides for the local community. As such, planning permission would include an obligation on the part of the developer / applicant to consult with the local community regarding the quality of the landscaping and playspace for later phases.

Dwelling Mix

- 10.181 Part E of policy CS12 of the Islington Core Strategy requires a range of unit sizes within each housing proposal to meet the needs in the borough, including maximising the proportion of family accommodation in both affordable and market housing. While planning policy encourages a large proportion of 3- and 4-bed social rented accommodation, regard has to be given to the constraints and locality of the site and the characteristics of the development as identified in policy DM3.1 of the Development Management Policies.
- 10.182 The planning statement states that the proposed housing mix for the outline application is 30% 1 bedroom units, 48% 2 bedroom units and 22% 3 bedroom units. As the tenure for the later phases has not been set yet, the housing/dwelling mix cannot be considered for each tenure type. However, the proposed housing mix for Phase 1 has been provided and is set out below:

Unit size	Social rent		Intermediate		Market	
1 bed	5	15.63%	4	66.67%	10	38.46%
2 bed	13	40.63%	2	33.33%	16	61.54%
3 bed	14	43.75%	0	0.00	0	0.00
4 bed	0	0	0	0.00	0	0.00
Total	32	100%	6	100%	26	100%

- 10.183 Development Management Policies require a larger amount of family-sized social rented dwellings to be provided. However, the proposal must be seen in the light of an up-to-date assessment of need. Paragraph 3.16 of the DM policies acknowledges that deviation from the required policy housing size mix may be acceptable where a specific affordable housing need or demand is being addressed.
- 10.184 Changes in housing legislation to address the under-occupation of social housing have created a greater demand for smaller social housing units, as reflected by the

high proportion of 1 and 2 bedroom units proposed. The applicant, LBI Housing proposes this dwelling mix to allow mobility within the social housing sector to accommodate these national changes to the welfare system. Furthermore, the provision of smaller units will allow for mobility within the estate, which would address under occupation. Nomination rights will prioritise those transferring from within the estate. Given this, a deviation from the policy is considered reasonable and the housing mix can be accepted.

Sustainability, Energy Efficiency and Renewable Energy

- 10.185 The London Plan (2016) Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through energy efficient design, the use of less energy and the incorporation of renewable energy. London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 10.186 All development is required to demonstrate that it has minimised onsite carbon dioxide emissions by maximizing energy efficiency, supplying energy efficiently and using onsite renewable energy generation (CS10). Developments should achieve a total (regulated and unregulated) CO₂ emissions reduction of at least 27% relative to total emissions from a building, which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO₂ emissions should be offset through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock (CS10).
- 10.187 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport, sustainable construction and the enhancement of biodiversity. Development Management Policy DM7.1 requires for development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details and specifics are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG. Development Management Policy DM7.4 requires the achievement of BREEAM 'Excellent' on all non-residential major developments. Major developments are also required to comply with Islington's Code of Practice for Construction Sites and to achieve relevant water efficiency targets as set out in the BREEAM standards.

Carbon Emissions

- 10.188 For ease of reference, the following assessment relates to the outline application and thus all phases of the development. A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss will be improved beyond Building Regulations requirements and other measures will be introduced such as low energy lighting and controls. The Outline proposal (including all phases of development) achieves a 28.79% reduction in regulated CO₂ emissions compared to a Part L 2013 and a 13.76% reduction in total emissions (including unregulated emissions). Although this falls short of LBI's requirement of achieving a 27% reduction in total CO₂ emissions, on-site it is considered that savings have been maximised as far as

reasonably possible through implementing the 'lean, clean, and green' energy hierarchy. Any permission will be conditioned accordingly (*condition 15*)

- 10.189 Due to the proposal including refurbishment and conversion elements (garage conversions), achieving the site-wide CO₂ reduction target has been made more difficult to achieve due to the constraints of the existing massing, building fabric, services etc. However, improvements to the conversion elements are considered to have been maximised. This has been achieved through upgrading and replacing building fabric elements which surpass the minimum requirements of Building Regulations, as well as replacement of existing heating systems, pipework and controls.
- 10.190 Analysis of the London heat map indicates that there are currently no existing or proposed district heat networks in close proximity to the site making any connection unfeasible in the foreseeable future. A central plant room serving all sites via a site wide heat network was considered; however, it has been concluded that this would be technically and financially unviable due to the distance between the sites, their limited heat demand, and the associated infrastructure costs. These justifications have been accepted by the Council's Energy Team and the GLA.
- 10.191 A combination of basement plant rooms and individual heating systems has been proposed as a more appropriate and cost effective solution. The larger sites (B, C, E, F, G, H and L) with basement plant rooms will be 'future proofed' to allow potential connection to any future heat network (or to the National Grid development) if the opportunity arises. The landscaping strategy has been sympathetically designed to allow for buried heating pipes to be installed at a later stage with minimal disruption. The Director's Agreement (pursuant to section 106) will contain carefully worded obligations to ensure future connection in the event of a future heat network in close proximity to the site.
- 10.192 Other proposed buildings with fewer units or basement space such as Building D and J or conversions such as B2 would be installed with individual gas boilers. Site J would be built with enhanced building fabric and fabric energy efficiency and thus would achieve a greater carbon reduction. In order to mitigate against the remaining carbon emissions generated by the development a financial contribution of £172,354 for Phase 1 and £800,415 for later phases will be sought by way of Director's Letter (pursuant to section 106).

Sustainable Design Standards

- 10.193 Council Policy DM 7.4 A states "Major non-residential developments are required to achieve 'Excellent' under the relevant BREEAM or equivalent scheme and make reasonable endeavours to achieve Outstanding". The council's Environmental Design Guide states "Schemes are required to demonstrate that they will achieve the required level of CSH/BREEAM via a pre-assessment as part of any application and subsequently via certification.
- 10.194 The residential element of the development has been assessed against the Code for Sustainable Homes, although this has been withdrawn. A Code Pre-assessment has been provided for a typical proposed new-build flat, showing the development achieving a 'theoretical' score of 68.96%, and therefore a rating of Level 4. This is in line with the Council's guidance and is therefore supported. All reasonable measures should be taken to ensure the development as built achieves this level. The commercial element has an area of <500m², so a full BREEAM assessment is not required. However, evidence has been provided which demonstrates that the commercial floorspace (including retail and affordable workspaces) would achieve the relevant BREEAM water efficiency credits as expected.

Water efficiency

- 10.195 All residential units will be designed to achieve a minimum water efficiency target of at least 95 l/p/d (equivalent to 69 litres/person/ day). An indicative specification of water fittings has been provided; the applicant has confirmed that each fitting will be assessed in detail at the next design stage and further savings in water consumption will be made where feasible. The water fittings for the non-residential elements will be specified to achieve a 25% improvement in water consumption compared to a baseline performance.
- 10.196 It is proposed that rainwater will be collected from the roofs of Site J for grey water harvesting as they have sufficient roof area and do not incorporate green roofs. Due to the infill nature of the scheme and the compact form of each site, the amount of roof area on other proposed buildings available for capturing rainfall is fairly limited. In addition, each of the new-build residential blocks have green roofs, which results in low drainage factors and limited rainwater harvesting potential. The applicant has confirmed that installing a rainwater recycling system from these blocks has been discounted due to being inefficient. These assumptions and justifications are considered valid.

Green Materials and Construction

- 10.197 In accordance with Development Management Policy 7.4 and London Plan Policies 5.3 and 7.14 the majority of the key building elements (roof, external walls, internal walls, upper and ground floors and windows) of the development will be selected to achieve a Green Guide rating of between A+ and D; this will be assessed in more detail at the detailed design stage.
- 10.198 The applicant confirms that the building and finishing elements will be responsibly sourced from certified suppliers where possible (i.e. timber FSC certified, BES6001 certificate, EMAS certificate, ISO14001 certificate etc.). The feasibility of procuring key internal finishes and fittings (i.e. paints, ceiling tiles, floor coverings) with low VOC content to improve internal air quality will also be considered. A draft Green Performance Plan has now been submitted as an acceptable draft. A final version would be required through the Director's Letter (section 106).

Climate Change Adaptability

- 10.199 The application confirms that the quantity and positioning of the glazing has been carefully considered to not only provide sufficient daylight, but also to maximise passive solar heating in winter and minimise overheating in summer. SAP calculations confirm overheating will not occur in summer and compliance with Building Regulations Part L. In addition, overheating analysis has been also undertaken using dynamic simulation modelling software and climate change weather files to ensure that adequate internal levels of comfort can be maintained with future predicted weather scenarios.
- 10.200 Incorporation of green roofs and external landscaped areas will help reduce the urban heat island effect (*condition 13*). Additional greenery will also naturally cause the local air to be cool and fresh and will help sequester CO₂ from the air helping to reduce the effects of climate change. Surface water from the proposed developments will be drained into existing drains and Thames Water adopted combined sewer networks. A sustainable urban drainage system has been proposed, which significantly reduces water run-off rates as described below.

Renewable Energy

- 10.201 The Mayor's SD&C SPD states that major developments should make a further reduction in their carbon dioxide emissions through the incorporation of renewable energy technologies to minimise overall carbon dioxide emissions, where feasible. The Council's Environmental Design SPD (page 12) states "use of renewable energy should be maximised to enable achievement of relevant CO2 reduction targets."
- 10.202 The renewables analysis recommends solar PV as the most suitable technology for the development, and this is supported. The proposed PV array has an output of 153.7 kWp, with a total of 580 panels and anticipated annual saving of 15.87%. This would be secured by condition (11). The solar PVs will be optimally angled to maximise output.
- 10.203 As the development meets the carbon reduction requirement through the use of renewable energy, energy efficiency measures and clean energy, the proposal is considered acceptable.

Sustainable Urban Drainage System

- 10.204 A drainage and SUDS strategy has been submitted with the application. The details indicate an attempt to maximise water attenuation to achieve green-field run-off rates. For the areas being developed on the estate, a minimum of 50% attenuation of the undeveloped site's surface water run-off would be achieved. The drainage and SUDS strategy will be secured by condition (14) and the responsibility of maintenance placed on the applicant, in this case Islington Housing.
- 10.205 In summary, the energy and sustainability measures proposed are supported by the GLA and are in accordance with policy. The planning application would ensure a sustainable and green development that would minimise carbon emissions in the future.

Highways and Transportation

- 10.206 Most of The Andover Estate has a PTAL of 6a and 6b (very high public transport accessibility). While some areas within the estate have an estimated PTAL of 2 or 3, some existing walking routes have not been factored in which would lead to a higher PTAL rating. The site also has a major cycle route running alongside it and has several walking routes running through the site. The site is within close proximity to several London Underground stations including Finsbury Park which is also served by national rail. There are also a number of bus routes running close to the estate, along Seven Sisters Road or Holloway Road.
- 10.207 Core Strategy Policy CS10 (Sustainable design), Part H encourages sustainable transport by maximising opportunities for walking, cycling and the use of public transport and requiring that all developments are car-free. Policy CS2 (Finsbury Park) seeks improvements to permeability and legibility of the wider area, including areas within housing estates, and access to Finsbury Park through a combination of site redevelopments and small scale interventions linked to a public realm strategy. These interventions will focus on creating an environment which increases people's sense of personal safety.

Pedestrian / Cycle Improvements

- 10.208 Development Management Policy DM8.4 (Walking and cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. For residential land use, Appendix 6 of the

Development Management Policies requires cycle parking to be provided at a rate of 1 space per 1 bedroom.

- 10.209 The proposal provides an improved pedestrian environment by providing an enhanced definition between public and private space, by improving accessibility as well as safety and security through active frontages and passive surveillance. In terms of cycle parking, Phase 1 delivers 18No. cycle parking spaces in Block B, 10No. in Block B2, 16No. cycle parking spaces in Block C, 4No. cycle parking spaces in Building D, 16No. spaces in Block E and 8No. in Block F. Site J is a terrace of houses with garden space and 2 spaces will be provided in each of the gardens. A total of 94 cycle spaces will be provided across all buildings, which equates to one per bedroom (*condition 27*). Sufficient space has been provided outside the commercial / community unit for additional cycle parking details of which would be required by condition (22). Additional space will also be provided for mobility scooter storage.
- 10.210 The GLA have requested further details of how pedestrians and cyclist movements will be prioritised across the estate and these details would be required by condition (35). Moreover, it has been requested that space be allocated for a cycle docking station in order to contribute to the expansion of the TfL cycle hire network (*condition 36*).

Stopping up of Sonderburg Road

- 10.211 Sonderburg Road currently provides vehicular access from Seven Sisters Road to the Harmsworth Animal Hospital and the car parking adjacent to Corker Walk as well pedestrian access on the Andover Estate. Ownership of the road is complicated as it is partly highways land and partly estate land. The Council's highways team have requested that the road be stopped up and for the ownership and management of it to be transferred to the estate. Separate from this planning application, a stopping up order will be issued to enable the legal process of the stopping up of Sonderburg Road to be carried out.

Servicing, deliveries and refuse collection

- 10.212 Refuse and recycling facilities would be provided for new residents within each of the proposed buildings in line with Islington's refuse and recycling storage requirements. Objections have been raised by neighbouring residents to Site J, that the refuse facilities provided for this site would be disruptive and would lead to bad smells and odours. The proposed bin store would be located adjacent to the rear garden wall of No 18 Birnam Road. The bin store has been designed to meet the capacity required for 8 of the residential units on Site J. However, in actual fact the other proposed bin store for Site J is closer to the majority of the proposed units and thus it is expected that the bin store of concern would not be used to capacity. Nevertheless, it is considered that further details of the bin store should be provided and approved in writing by the local planning authority prior to commencement of the development (*condition 26*).
- 10.213 Refuse collection would continue to be provided on-street and swept path diagrams have been provided which show how refuse would be collected with minimal disruption to the flow of traffic or pedestrian movement. In terms of general servicing and delivery, this will also be provided on street. A TRICS analysis has been conducted to work out likely trip generation as a result of the development. The increase in 56 residential units (Phase 1) is likely to generate up to four delivery and service vehicle trips a day, while subsequent phases are likely to generate two delivery and service trips a day.

10.214 It is anticipated that the commercial uses in Phase 1 (affordable workspace and commercial / community use) would generate four additional service and delivery trips per day. The later phases include more affordable workspace (approximately 4,500sqm) and thus would increase service and delivery vehicle movements by a further 14 vehicle trips. It is considered that these vehicle trips will be accommodated on street however further details of servicing and delivery will be required in the event of planning permission being granted (*condition 34*).

Vehicle parking

10.215 Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. Development Management Policy DM8.5 (Vehicle parking), Part A (Residential parking) requires new homes to be car free, including the removal of rights for residents to apply for on-street car parking permits. Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking).

10.216 In Phase 1 (full detailed application) 20 garages would be lost due to their conversion into residential floorspace. 11No. of these spaces are currently let with a number of them being used as storage rather than for car parking. A further 6 car parking spaces will be lost across the estate as part of Phase 1. The car parking on Sonderburg Road, which serves the animal hospital, would also be reconfigured as part of the proposal. The car park currently accommodates space for 18 parking spaces, and it is proposed to reduce this down to 10 spaces.

10.217 Parking beat survey were carried out following the guide to 'Residential Parking Survey Methodology'. The overnight on-street car parking capacity within 200m walking distance of the estate was identified. The impact of the proposed reduction in car parking on on-street capacity was then calculated with the conclusion that existing car parking stress of 71% would increase to 75%. Future residents of the estate will be prevented from obtaining parking permits. It is welcome that the car parking spaces and garages on the estate will be removed in accordance with Islington's Development Management Policies. Phase 1 also includes 6 wheelchair accessible dwellings and the later phases (outline permission) include a further 6 wheelchair accessible dwellings. Residents of these dwellings will all be provided with parking permits to enable them to park within 75m of their dwelling. This will be secured through the legal agreement.

10.218 The later phases will also result in a loss of garages and parking spaces. Of the 360 garages, 200 are currently let of which approximately 100 are used for vehicle storage. It is considered that the loss of these car parking spaces can be accommodated on the estate and surrounding streets by increasing the parking stress to 85%, which is considered to be within acceptable limits.

Fire Safety and Emergency Access

10.219 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire.

10.220 The details of the development's Fire Strategy are ultimately controlled through Building Regulations and not dealt with via the planning process. However, planning impacts may arise as a consequence of the fire strategy and it is therefore prudent to consider this at planning application stage.

- 10.221 In order to comply with the building regulations, a Fire Strategy needs to be approved by the approved inspector, and if the distance from the street is considered to result in increased risks, this can be mitigated by sprinkler systems.
- 10.222 An informative (13) has also been included in the recommendation to remind the applicant of the need to consider a detailed fire strategy at an early stage, and recommending the incorporation of sprinkler systems to mitigate any delays caused by the restricted access.
- 10.223 The London Fire and Emergency Planning Authority was consulted on the proposed development, and responded raising no objection. In line with the London Plan the proposal is not considered to introduce any significant risks or obstacles to Building Regulations compliance (including those which may have consequences relating to planning issues) and the application is considered acceptable in this respect.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.224 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014. As the development would be phased and the affordable housing is exempt from CIL payments, the payments would be chargeable on implementation of the private housing.
- 10.225 This is an application by the Council and the Council is the determining local planning authority on the application. It is not possible legally to bind the applicant via a S106 legal agreement. It has been agreed that as an alternative to this a letter and memorandum of understanding between the proper officer representing the applicant LBI Housing and the proper officer as the Local Planning Authority will be agreed subject to any approval.
- 10.226 A number of site-specific contributions will be sought, which are not covered by CIL. None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.
- 10.227 The letter and memorandum of understanding (pursuant to section 106) will include the contributions listed in Appendix 1 of this report.

National Planning Policy Framework

10.228 The scheme is considered to accord with the aims of the NPPF and to promote sustainable growth that balances the priorities of economic, social and environmental growth. The NPPF requires local planning authorities to boost significantly the supply of housing and require good design from all new development.

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The proposal is a hybrid planning application involving outline consent (scale, access and layout) for the phased redevelopment of the Andover Estate allowing for the erection of buildings up to 6 storeys to provide a gross total of 199 new dwellings (comprising 22 x 1 bedroom dwelling; 133 x 2 bedroom dwelling; 43 x 3 bedroom dwellings; 1 x 4 bedroom dwelling); up to 5159 sqm of affordable workspace (Use Class B1), 87sqm of flexible use space (Class A1/A3/B1/D1), estate-wide public realm and landscape improvements, including new children's play space; reconfiguration of existing estate-wide car parking; and provision of up to 763 cycle parking spaces.
- 11.2 Detailed consent is also being considered for part of the development described above involving 64 residential units (comprised of 19 x 1 bedroom flats, 31 x 2 bedroom flats and 14 x 3 bedroom houses) across 6 infill sites and the reconfiguration of existing dwellings and garages; public realm improvements including new landscaping and play facilities, 87sqm of flexible use space (Class A1/A3/B1/D1); 618 sqm affordable workspace (Use Class B1) and associated hard & soft landscaping, and reconfiguration of existing estate-wide car parking.
- 11.3 The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of infill housing and development on underused spaces and garage conversions in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The proposed tenure mix is supported and the financial viability has been independently assessed, concluding that the proposal includes the maximum achievable amount of affordable housing without rendering the proposal unviable.
- 11.4 The planning application (outline and detailed consent) results in a loss of 1,408sqm of existing green open space across the estate. In order to compensate for the loss of open space, the application proposes to convert some 12,500sqm of existing car parking and vehicular access into 'Home Zones' designed to create a more pedestrian friendly environment and meet the amenity needs of a growing population across the estate. The application also proposes to enhance existing areas of open space, improve permeability, legibility and access and significantly reduce vehicular traffic on the Andover, through removing car parking, narrowing vehicular access points and creating raised tables and shared surfaces. It is considered that this approach is justified on the basis of the quality of re-provision and the over-riding planning benefits of the proposal, in particular the provision of high quality and well-designed affordable housing.
- 11.5 Overall, the proposal for Phase 1 is considered to deliver an appropriate balance between providing a consistent architectural language across all new proposed buildings while at the same time responding to their individual site contexts. The proposal has been designed to be distinct and stand out from the existing estate while not being overbearing and respecting the integrity of the estate. The proposal is considered to maintain the character and appearance of the adjacent Tollington Park Conservation Area. The scale and massing of the later phases is considered acceptable, with their appearance reserved for later consideration. Overall, the

proposal is considered to be well-designed and in accordance with Policy 7.6 of the London Plan, Policy CS7 and CS9 of Islington's Core Strategy, the aims and objectives of Development Management Policy DM2.1 and DM2.3 and the guidance within Islington's Urban Design Guide.

- 11.6 The development would result in an improved pedestrian environment, facilitating walking routes through the estate. As the quality of existing routes is poor with blind spots and pinch points that discourage people from using the estate as a through route, the proposed active frontages and passive surveillance is considered to result in a safer and more inclusive environment. The landscape strategy adopted is based on an analysis and understanding of existing open spaces. The application proposes to connect and improve the quality of open space networks by creating green walks, developing a 'Home Zone' typology, providing landscape interventions and narrowing thresholds to create a more pedestrian friendly environment. It is also proposed to significantly enhance and increase child playspace provision, improve access and quality of existing courtyard spaces and enhance streets across the estate.
- 11.7 The proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or air quality and is considered to result in a marked improvement in terms of safety and security. The application proposes good quality dual aspect accommodation that meets internal space standards and provides the required quantity of private and communal amenity space. The living environment and amenities of future residents would be to a good standard incorporating the required amount of refuse and cycle storage and access to child playspace.
- 11.8 The proposal results in a housing density that is appropriate for its urban location and the estate's public transport accessibility. The application also includes inclusive design measures that result in a development that is accessible to all members of society. Furthermore, the application proposes a sustainable form of development which would suitably minimise carbon emissions. Finally, the proposal's transportation and highways impacts are considered to be acceptable, subject to conditions and the planning obligations.
- 11.9 The proposal is considered to be acceptable and is recommended for approval subject to conditions and the completion of a Directors' Agreement to secure the necessary mitigation measures.

Conclusion

- 11.10 It is recommended that planning permission be granted subject to conditions and director level agreement securing the heads of terms for the reasons and details as set out in Appendix 1 – RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to a Directors' Agreement between Housing and Adult Social Services and Environment and Regeneration or Planning and Development in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management. The Director's Agreement will be split in two parts, Phase 1 for which detailed planning permission is being considered and the later phases for which only outline permission is being considered.

Phase 1:

- On-site provision of affordable housing in line with submission documents including a provision of 56.1% social rented accommodation and 7.5% shared ownership. All measured by habitable rooms.
- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation, during the construction phase of the development, of 4 work placements with each placement lasting a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer/ contractor to pay wages (must meet London Living Wage). If these placements are not provided, a fee of £20,000 is to be paid towards the facilitation of work placements.
- Compliance with the Local Code of Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee (£7,018) and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). The figure is £172,354.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- The provision of 7 accessible on-street or estate road parking bays or a contribution of £14,000 towards this provision.

- Removal of eligibility for residents' on-street parking permits for future residents.
- Submission of a draft framework Travel Plan with the planning application, of a draft Travel Plan for Council approval prior to occupation, and of a Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- Rehousing of residents from the 5No. dwellings referred to in the report, who will suffer most significant sunlight/daylight impacts.
- Provision of 686sqm of affordable workspace which shall be occupied by companies and organisations as per a nomination and approval mechanism to be agreed with the council.
- Council's legal fees in preparing the Directors Agreement and officer's fees for the preparation, monitoring and implementation of the Directors Agreement.

Later Phases:

- On-site provision of affordable housing to be agreed following submission and independent assessment of financial viability of later phases. In any case, not be below 50% affordable housing as measured by habitable rooms.
- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation, during the construction phase of the development, of 10 work placements with each placement lasting a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer/ contractor to pay wages (must meet London Living Wage). If these placements are not provided, a fee of £50,000 is to be paid towards the facilitation of work placements.
- Compliance with the Local Code of Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee (£18,041) and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). The figure is £800,41.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has

been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.

- Submission of a Green Performance Plan.
- The provision of 15 accessible on-street or estate road parking bays or a contribution of £30,000 towards this provision.
- Removal of eligibility for residents' on-street parking permits for future residents.
- Submission of a draft framework Travel Plan with the planning application, of a draft Travel Plan for Council approval prior to occupation, and of a Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- Comprehensive consultation exercise with local residents to determine the nature and quality of proposed landscaping works in the later phases, including hard and soft landscaping, signage, child playspace and access arrangements.
- Rehousing of residents from the 2No. dwellings referred to in the report, who will suffer most significant sunlight/daylight impacts.
- Provision of 4,473sqm of affordable workspace which shall be occupied by companies and organisations as per a nomination and approval mechanism to be agreed with the council.
- Tree Planting consultation exercise.
- Council's legal fees in preparing the Directors Agreement and officer's fees for the preparation, monitoring and implementation of the Directors Agreement.

That, should the Director Level Agreement not be completed prior to the expiry of the planning performance agreement the Service Director, Planning and Development / Head of Service – Development Management may refuse the application on the grounds that the proposed development, in the absence of a Directors' Level Agreement is not acceptable in planning terms.

RECOMMENDATION B

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

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: Phase 1 of the development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Reserved Matters
	CONDITION: An application for the approval of reserved matters (landscaping and

	<p>appearance including internal configuration and detailed floorplans) relating to all areas within the red line boundary but outside the blue boundaries on Plan 2317_PL_004H must be made to the Local Planning Authority prior to any works commencing on these phases and no later than the expiry of 3 years beginning with the date of this permission.</p> <p>The development shall be carried out in accordance with the plans and particulars relating to the later phases so approved.</p> <p>REASON: To comply with Section 92(2) of the Town and Country Planning Act 1990 as amended by Section 51(2) of the Planning Compulsory Purchase Act 2004, to ensure the landscaping, appearance and internal configuration of the development is to a high standard and does not result in unacceptable impacts, and to ensure that the occupants of the buildings are provided with good living conditions in accordance with policies 7.2, 7.4, 7.6 and 7.15 of the London Plan 2016, Policies CS2 and CS9 of Islington's Core Strategy 2011, policies DM2.1, DM2.2 and DM2.3 of the Islington's Development Management Policies 2013, and in order that the Local Planning Authority may be satisfied with the details of the proposal as provided for in Article 5 of the Town and Country Planning (Development Management Procedure) (England) Order 2015.</p>
3	<p>Approved plans list (Compliance)</p>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Drawing Numbers 2317_PL_001B; 004H; 005C; 006A; 007A; 013B; 040; 041; 042; 043; 044; 045B; 046; 047; 048B; 049; B001; B005; B010; B040; B041; B042; B043; B099; B100; B101; B102; B106; B107; B400; B401; B402; B403; B404; B405; B406; B407; B500; B950; RB005; RB100B; RB101B; RB102; RB103; RB104; RB105; RB106; RB107; RB400; RB401; RB500; RB501; RB502; RB503; RB950; C001D; C002; C003; C005; C010; C099; C100C; C101C; C102C; C104C; C105C; C106; C403; C404; C405; C406; C500; C950; RC005; RC410; RC411; RC500; RC950; D001;D002; D005; D010; D100; D101; D104; D105; D403; D404; D405; D500; D950; E001; E005; E010; E100C; E101; E102; E104; E105; E106; E403; E405; E406; E500; E950; F001; F005; F010; F099; F100C; F101; F103; F104; F105; F405; F406; F407; F408; F500; F501; F950; J005; J100; J101C; J105C; J106C; J107B; J108; J040; J400; J401; J405; J407; J500; J950; G100; G101; G102; G103; H100; H101; H102; H105; L001; L100; L101; L02; L103B; L104B; L105; L950;</p> <p>Landscape Drawing Numbers D2406 L.100 Rev P1; D2406 L.101 Rev P1; D2406 L.200 Rev P1; D2406 L.201 Rev P1; D2406 L.202 Rev P1; D2406 L.203 Rev P1; D2406 L.204 Rev P1; D2406 L.205 Rev P1; D2406 L.206 Rev P1; D2406 L.300 Rev P1; D2406 L.400 Rev P1; D2406 L.401 Rev P1; D2406 L.402 Rev P1;</p> <p>Density Details 2317_PL_AS002H dated July 2017;</p> <p>Design & Access Statement by Studio Partington;</p> <p>Planning Statement by HTA dated May 2017;</p> <p>Affordable Housing Addendum Note by HTA (October 2017)</p> <p>Flood Risk Assessment by MLM (Revision 4) dated May 2017;</p> <p>Drainage Statement by MLM (Revision 4) dated May 2017;</p> <p>Extended Phase 1 Habitat Survey by SES dated April 2017;</p> <p>Transport Assessment by Lime Transport dated April 2017;</p> <p>Travel Plan by Lime Transport dated April 2017</p> <p>Arboricultural Impact Assessment by Sharon Hosegood Associates dated March2017;</p> <p>Tree Survey Plan SHA 176 TSP;</p> <p>Tree Protection Plan SHA 176 TPP;</p> <p>Tree Protection Site Wide SHA 176 TPP B B2;</p> <p>Tree Protection Site Wide SHA 176 TPP F;</p>

	<p>Tree Protection Site Wide SHA 176 TPP J; Tree Protection Site Wide SHA 176 TPP; Tree Protection Site Wide SHA 176 TPP C D E; Sustainable Design & Construction Statement (Outline) by Ingleton Wood dated April 2017; Sustainable Design & Construction Statement (Phase 1 Full)) by Ingleton Wood dated April 2017; Daylight & Sunlight Report (Site B) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site C) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site D) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site E) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site F) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site G) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site H) by Calford Seaden dated August 2017 (Revised); Daylight & Sunlight Report (Site J) by Calford Seaden dated July 2017; Daylight & Sunlight Report (Site L) by Calford Seaden dated July 2017; Daylight & Sunlight supporting letters for Sites B, D and G by Calford Seaden dated 4th October 2017; Daylight & Sunlight Address N3 Analysis; Statement of Community Involvement by HTA dated May 2017; Structural Statement by MLM dated April 2017; Visual Impact Report by Miller Hare dated March 2017; Estate Regeneration Best Practice Note by HTA dated July 2017;</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
4	<p>Phasing (Compliance)</p>
	<p>CONDITION: Unless otherwise agreed in writing by the Local Planning Authority the development shall be implemented in accordance with the phasing plan submitted with the Design & Access Statement hereby approved.</p> <p>Later phases shown as P2, P3 and P4 on the phasing plan are subject to a separate reserved matters application.</p> <p>REASON: The programme is phased to allow for a staggered approach to construction, in order to bring forward much needed affordable housing in advance of the private tenure housing and to ensure that the development is implemented to the satisfaction of the Local Planning Authority.</p>
5	<p>Materials and Samples (Details)</p>
	<p>CONDITION: Details and samples of all facing materials proposed shall be submitted to and approved in writing by the Local Planning Authority prior to development of the relevant phase commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) Facing Brickwork(s) as shown in the approved D&A Statement; Sample panels of proposed brickwork to be used showing the colour, texture, pointing and perforated brickwork including the glazed brick and boundary walls shall be provided; b) Window details and balconies / balustrades; c) Roof cladding; d) Zinc sheets; e) GRC Panels; f) Doors and access points; g) Canopies;

	<p>h) Green procurement plan; and i) Any other materials to be used.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard</p>
6	Construction Environmental Management Plan
	<p>CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) highways impacts, noise, air quality including dust, smoke and odour, vibration and TV reception) of the development (including demolition) shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
7	Obscure Glazing and Privacy Screens
	<p>CONDITION: Notwithstanding the plans hereby approved, further details of obscured glazing and privacy screens to prevent overlooking within the estate shall be submitted and approved in writing by the Local Planning Authority prior to any superstructure work of the relevant phase commencing on site.</p> <p>The details should be provided for screening and glazing relating to buildings at Site B, D, E and J.</p> <p>The obscured glazing and privacy screens shall be installed prior to the occupation of the relevant units and retained as such permanently thereafter.</p> <p>REASON: In the interest of preventing undue overlooking between habitable rooms within the development itself, to protect the future amenity and privacy of residents.</p>
8	Piling Method Statement (Details)
	<p>CONDITION: No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water.</p> <p>Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure.</p>
9	Roof-Level Structures (Details)
	CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts

	<p>and plant room) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work on the relevant phase commencing on site. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding streetscene or the character and appearance of the area in accordance with policies 3.5, 7.4, 7.6 and 7.8 of the London Plan 2016, policies CS8 and CS9 of Islington's Core Strategy 2011, and policies DM2.1 and DM2.3 of Islington's Development Management Policies 2013.</p>
10	<p>Accessible Homes (Compliance)</p> <p>ACCESSIBLE HOUSING – MAJOR SCHEMES (DETAILS): Notwithstanding the Design and Access Statement and plans hereby approved, 58 of the new residential units shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2) and 6 units shall be constructed to meet the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Wheelchair user dwellings' M4 (3).</p> <p>A total of 3 x 1-bed, 1 x 2-bed and 2 x 3-bed, units shall be provided to Category 3 standards.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON – To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs.</p>
11	<p>Solar Photovoltaic Panels</p> <p>CONDITION: Prior to the commencement of the development hereby approved, details of the proposed Solar Photovoltaic Panels on proposed buildings at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - Location; - Output of panels - Area of panels; and - Design (including elevation plans). <p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
12	<p>Water Use (Compliance)</p> <p>CONDITION: The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.</p>

	REASON: To ensure the sustainable use of water.
13	Green/Brown Biodiversity Roofs (Details)
	<p>CONDITION: Prior to any superstructure work commencing on the development details of the biodiversity (green/brown) roofs shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The green/brown roof shall:</p> <ul style="list-style-type: none"> a) Be biodiversity based with extensive substrate base (depth 80 -150mm); b) Contribute towards a 50% reduction in surface water run-off ; and c) Be planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roofs should be maximised across the site and shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be carried out strictly in accordance with the details as approved, shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats, valuable areas for biodiversity and minimise run-off.</p>
14	Drainage and SUDS
	<p>CONDITION: No development shall take place unless and until a detailed Sustainable Urban Drainage System (SUDS) scheme inclusive of detailed implementation and a maintenance and management plan of the SUDS scheme has been submitted to and approved in writing by the Local Planning Authority. Those details shall include:</p> <ul style="list-style-type: none"> (i) a timetable for its implementation, and (ii) a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime. <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed/completed strictly in accordance with the approved details. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a 50% water run off rate reduction.</p> <p>The scheme shall thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
15	Energy Efficiency – CO2 Reduction (Compliance/Details)

	<p>CONDITION: The energy efficiency and green energy measures as outlined within the approved Energy Strategy (by Ingleton Wood dated 24th April 2017) which shall provide for no less than a 29% on-site total C02 reduction in comparison with emissions from a building which complies with Building Regulations 2013 shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following should be submitted and approved:</p> <p>A revised Energy Strategy, which shall provide for no less than a 30% onsite total C02 reduction in comparison with emissions from a building which complies with Building Regulations 2013.</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the relevant phase.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
16	<p>Landscaping (Details)</p>
	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:</p> <ul style="list-style-type: none"> a) existing and proposed underground services and their relationship to both hard and soft landscaping; b) proposed trees: their location, species, size and section showing rooting area; c) soft plantings: including grass and turf areas, shrub and herbaceous areas; d) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; e) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; f) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; g) inclusive design principles adopted in the landscaped features; h) wayfinding and signage; i) phasing of landscaping and planting; j) all playspace equipment and structures; and k) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved</p>

	<p>alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, playspace and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
17	<p>Courtyard Proposal (Details)</p>
	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved, a detailed landscape proposal for the proposed courtyard garden at Bolton Walk shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:</p> <ul style="list-style-type: none"> a) existing and proposed underground services and their relationship to both hard and soft landscaping; b) soft plantings: including grass and turf areas, shrub, herbaceous areas and trees; c) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; d) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; e) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, rails and retaining walls. f) management and access arrangements into the courtyard spaces including details of maintenance, opening hours, fob access, permissions etc. g) inclusive design principles adopted in the landscaped features; h) all playspace equipment and structures; and i) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>REASON: In the interest of biodiversity, sustainability, playspace, safety and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
18	<p>Arboricultural Method Statement (Details)</p>
	<p>CONDITION: Notwithstanding the plans hereby approved, no site clearance, preparatory work or development shall take place until an updated scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboricultural method statement, AMS) in accordance with Clause 7 of British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction has been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.</p>

	<p>Specific issues to be dealt with in the TPP and AMS:</p> <ol style="list-style-type: none"> Location and installation of services/ utilities/ drainage Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees Details of construction within the RPA or that may impact on the retained trees Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area. The pavement is not to be obstructed during demolition or construction and the RPA of retained trees not to be used for storage, welfare units or the mixing of materials. The location of a cross over or method of delivery for materials onto site The method of protection for the retained trees <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
19	<p>Site Supervision (Details)</p>
	<p>Condition: No works or development shall take place until a scheme of supervision and monitoring for the arboricultural protection measures in accordance with para. 6.3 of British Standard BS5837: 2012 – Trees in Relation to design, demolition and construction – recommendations have been approved in writing by the local planning authority. The scheme of supervision shall be carried out as approved and will be administered by a qualified arboriculturist instructed by the applicant. This scheme will be appropriate to the scale and duration of the works and will include details of:</p> <ol style="list-style-type: none"> Induction and personnel awareness of arboricultural matters; Identification of individual responsibilities and key personnel; Statement of delegated powers; Timing and methods of site visiting and record keeping, including updates Procedures for dealing with variations and incidents. <p>This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of contemporaneous monitoring and compliance by the pre-appointed tree specialist during construction.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
20	<p>Sound Insulation (Compliance)</p>
	<p>CONDITION: A scheme for sound insulation and noise control measures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The sound insulation and noise control measures shall achieve the following internal noise targets on proposed and existing units to be affected by the development (in line with BS 8233:2014):</p> <p style="text-align: center;">Bedrooms (23.00-07.00 hrs) 30 dB $L_{Aeq,8\text{ hour}}$ and 45 dB $L_{max\text{ (fast)}}$ Living Rooms (07.00-23.00 hrs) 35 dB $L_{Aeq, 16\text{ hour}}$ Dining rooms (07.00 –23.00 hrs) 40 dB $L_{Aeq, 16\text{ hour}}$</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	REASON: To ensure that an appropriate standard of residential accommodation is provided.
21	Noise of Fixed Plant
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq Tr}$ arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90 Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
22	Commercial/Community Floorspace (Details)
	<p>CONDITION: Full details of the use and operation of the commercial / community floorspace shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site. The details include:</p> <ul style="list-style-type: none"> - Proposed Use; - Elevations at 1:50; - Opening times; - Inclusive design measures; - Sound insulation between the proposed retail and residential use of the building; - Cycle parking; - Any other relevant details; <p>The details shall be carried out strictly in accordance with those approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
23	Lighting Plan (Details)
	<p>CONDITON: Full details of the lighting across the site shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the relevant phase of the development hereby approved.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
24	Nesting Boxes (Details and Compliance)
	<p>CONDITIONS: Details of bird and/or bat nesting boxes/bricks shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p>

	<p>The nesting boxes/bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
25	No Plumbing or Pipes (Compliance/Details)
	<p>CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p>
26	Refuse/Recycling Provided (Details and Compliance)
	<p>CONDITION: Notwithstanding the plans hereby approved, details of dedicated refuse / recycling enclosure(s) shown on the approved plans shall be submitted and approved in writing by the Local Planning Authority.</p> <p>The refuse enclosures shall be implemented strictly in accordance with the details approved prior to the occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development, to minimise impact on neighbours and to ensure that responsible waste management practices are adhered to.</p>
27	Cycle Parking (Details)
	<p>CONDITION: Details of the bicycle storage areas shown on the approved plans, including details of inclusive cycle storage, shall be submitted to and approved in writing by the Local Planning Authority. The approved bicycle stores shall be provided prior to the first occupation of the buildings to which they relate approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site, to promote sustainable modes of transport and to secure the high quality design of the structures proposed.</p>
28	Permitted Development Rights (Compliance)
	<p>CONDITION: Notwithstanding the provision of the Town and Country Planning (General Permitted Development) Order 1995 (or any amended/updated subsequent Order) no works under Schedule 2, Part 1 of the above Order shall be carried out to the dwellinghouses hereby approved without express planning permission.</p> <p>REASON: To ensure that the Local Planning Authority has control over future extensions and alterations to the resulting dwellinghouses in view of the limited space within the site available for such changes and the impact such changes may have on residential amenity and the overall good design of the scheme.</p>
29	Loading / unloading hours (Compliance)

	<p>CONDITION: Deliveries, collections, unloading, loading of the commercial / community use shall only be between the following hours:</p> <p style="text-align: center;">Monday to Saturday – 07:00 – 19:00 Sundays/Bank Holidays – not at all</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
30	<p>Parking Management Plan (Compliance and Details)</p> <p>CONDITION: A Parking Management Plan detailing the parking arrangements across the site, including how drop-off points are properly controlled and how traffic will be suitably managed at the estate entrances, shall be submitted to and approved by the Local Planning Authority prior to the occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of traffic safety and traffic management in accordance with Islington Core Strategy Policy CS10.</p>
31	<p>Lifts (Compliance)</p> <p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site.</p>
32	<p>Secured by Design Standards</p> <p>CONDITION: Prior to commencement of the development hereby approved, details of how the development achieves Secured by Design accreditation shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
33	<p>Servicing & Delivery Management Plan</p> <p>CONDITION: A delivery and servicing plan (DSP) detailing servicing arrangements for the residential units and the community rooms including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic</p>
34	<p>Affordable Workspace shopfront</p> <p>CONDITION: Notwithstanding the plans hereby, further details of the affordable workspace shopfronts (including elevations at 1:50) shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development hereby approved.</p>

	<p>The development shall be constructed strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of good design and to ensure that the resulting appearance and construction of the development is of a high standard</p>
35	Walking and Cycling
	<p>CONDITION: Notwithstanding the plans hereby approved, further details of how priority will be given to walking and cycling shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the relevant phase of the development hereby approved.</p> <p>The details shall include arrangements for the prioritisation of pedestrians in the Homes Zones and for provision of east-west and north-south cycle routes through the estate. The development shall be constructed strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure adequate provision for pedestrians and cyclists, to promote sustainable modes of transport and to secure the high quality design of the infrastructure proposed.</p>
36	Cycle Docking
	<p>CONDITION: Notwithstanding the plans hereby approved, details shall be submitted of a possible location of a cycle docking station for TfL's cycle hire network. The details shall be submitted to the Local Planning Authority and approved in consultation with TfL prior to superstructure commencing on site.</p> <p>REASON: To ensure adequate provision for pedestrians and cyclists, to promote sustainable modes of transport and to secure the high quality design of the infrastructure proposed.</p>

List of Informatives:

1	<p>Planning Obligations Agreement</p>
	<p>You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.</p>
2	<p>Superstructure</p>
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p>
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
4	<p>Car-Free Development</p>
	<p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	<p>Groundwater</p>
	<p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer.</p> <p>Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwqriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.</p>
6	<p>Public Sewers</p>
	<p>There are public sewers crossing or close to your development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of a public sewer.</p>

	Thames Water will usually refuse such approval in respect of the construction of new buildings, but approval may be granted for extensions to existing buildings. The applicant is advised to visit thameswater.co.uk/buildover .
7	Working in a Positive and Proactive Way
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>
8	Materials
	<p>INFORMATIVE: In addition to compliance with condition 4 materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.</p>
9	Construction Management
	<p>INFORMATIVE: You are advised that condition 4 covers transport and environmental health issues and should include the following information:</p> <ol style="list-style-type: none"> 1. identification of construction vehicle routes; 2. how construction related traffic would turn into and exit the site; 3. details of banksmen to be used during construction works; 4. the method of demolition and removal of material from the site; 5. the parking of vehicles of site operatives and visitors; 6. loading and unloading of plant and materials; 7. storage of plant and materials used in constructing the development; 8. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; 9. wheel washing facilities; 10. measures to control the emission of dust and dirt during construction; 11. a scheme for recycling/disposing of waste resulting from demolition and construction works; 12. noise; 12. air quality including dust, smoke and odour; 13. vibration; and 14. TV reception.

APPENDIX 2: RELEVANT POLICIES

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

National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 as amended - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.14 Areas for Regeneration

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.7 Large residential developments

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

Policy 3.13 Affordable housing thresholds

Policy 3.14 Existing housing

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon emissions

Policy 5.3 Sustainable design and construction

Policy 5.5 Decentralised energy networks

Policy 5.7 Renewable energy

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.13 Safety, security and resilience

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS2 (Finsbury Park)
Policy CS8 (Enhancing Islington's Character)

Policy CS15 (Open Space and Green Infrastructure)
Policy CS16 (Play Space)
Policy CS17 (Sports and Recreation Provision)

Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)
Policy CS10 (Sustainable Design)
Policy CS12 (Meeting the Housing Challenge)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)
Policy CS19 (Health Impact Assessments)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage

Housing

DM3.1 Mix of housing sizes
DM3.2 Existing housing
DM3.4 Housing standards
DM3.5 Private outdoor space
DM3.6 Play space
DM3.7 Noise and vibration (residential uses)

Shops, cultures and services

DM4.7 Dispersed Shops

Health and open space

DM6.1 Healthy development
DM6.3 Protecting open space
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

Energy and Environmental Standards

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

Transport

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

Infrastructure

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

Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Alexandra Palace Strategic Viewing Corridor (SV3)
- Protected Local Shopping Centre (S15)
- Protected Local Shops (LS4)
- Finsbury Park Special Policy Area
- Adjacent to Nags Head and Finsbury Park Town Centre
- Adjacent to Employment Growth Area
- Adjacent to Archaeological Priority Area (Tollington Settlement)

- Local and Major Cycle routes
- Adjacent to Site Allocation Holloway Fire Station and Holloway Police Station
- Within 100m of TLRN Road
- Within 50m of Tollington Park Conservation Area

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design
- Accessible Housing in Islington
- Inclusive Landscape Design
- Planning Obligations and S106
- Urban Design Guide
- Conservation Area Design Guidelines

London Plan

- Accessible London: Achieving an Inclusive Environment
- Housing
- Sustainable Design & Construction
- Providing for Children and Young Peoples Play and Informal Recreation
- Planning for Equality and Diversity in London

APPENDIX 3: Design Review Panel



CONFIDENTIAL

ATT: Rosemarie Jenkins
Housing & Adult Social Services
Islington Council
Northway House
257 Upper Street
London N1 1RU

Planning Service
Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA
T 020 7527 2389
F 020 7527 2731
E Luciana.grave@islington.gov.uk
W www.islington.gov.uk
Our ref: DRP/103
Date: 23 November 2016

Dear Rosemarie Jenkins,

ISLINGTON DESIGN REVIEW PANEL

RE: Andover Estate, Finsbury Park, London, N7 (pre-application ref. Q2014/3279/MJR)

Thank you for attending Islington's Design Review Panel meeting on 2 November 2016 for a second review of the above scheme. The proposed scheme under consideration is for the part redevelopment of the Andover Estate to provide new residential accommodation within a series of new buildings and conversions as well as an enhanced public realm, landscaping and improvements to the permeability and legibility of the estate.

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Paul Reynolds, Stafford Critchlow and Cordula Zeidler on 2 November 2016 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a second review. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

The Panel welcomed the return of the scheme for a second review and appreciated the ambition of the design team and improvements made to the proposals.

Panel members were pleased to see the development of the landscaping, improved connections, legibility and public realm but questioned whether an enhanced treatment of the thresholds/entrances to the estate would be beneficial such as with the introduction of 'markers' or 'gateways'. The Panel raised concern that proposals were not included or illustrated for the entrances/thresholds off Hornsey Road and believed these were critical in creating successful east-west routes.

The Panel stressed the need for the landscaping materials to be adequately robust to reduce future maintenance needs, but felt that a sensible balance must also be struck between quality and value. It was felt that further work could strengthen the links to the north – south route.

However, panel members felt strongly that the scheme was substantially undermined by the lack of east – west improvements and that this should be addressed as part of Phase 1.

The Panel also felt that the early delivery of one of the proposed landscaped courtyards would help set the scene for the regeneration of the estate and win the support of the residents. The Panel expressed concern that that construction of new buildings was proposed to take place in Phase 1, but that the majority of the landscaping and public realm improvements would not occur until later phases.

The Panel stated that the new buildings intended for private ownership should not turn their backs to the Estate in seeking to be a part of Durham Road. They commented that the elevations for the proposed new buildings that flank the north – south routes, Buildings B & F, could have more generous windows.

For the new buildings panel members welcomed the use of brick, but raised concerns over the quality of the proposed brick and possible difficulty to obtain such a bespoke brick in the future. The Panel stressed that detailing would be an important consideration and that the quality of the materials needed to be locked into the planning application to prevent future value engineering.

Panel members were not convinced by the proposed glazed balconies as these are often screened off by occupants and/or reveal visual clutter, and recommended opaque glazing or metal screening instead.

The Panel stated that more information on the ventilation strategy was required, but given that the buildings would not be subjected to high levels of external noise, natural ventilation should be maximised. They also commented that water management needed to be well considered and integrated into the landscape design.

Summary

The Panel welcomed the improvements made to the proposals, but thought that further work should be carried out on the landscaping proposals. Panel members felt strongly that the scheme was substantially undermined by the lack of east – west improvements and encouraged detail consideration of how this issue could be addressed as part of this scheme. The Panel welcomed the use of brick but raised concerns over the future availability of the Kempley Antique brick proposed. Panel members were not convinced by the proposed glazed balconies and recommended alternative designs/materials are investigated. The Panel considered it is important that design quality is 'locked' into a planning approval by providing details of materials and of the buildings as part of the planning application and through conditions.

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

Confidentiality

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

APPENDIX 4: Independent Viability Appraisal

**Phase One, Andover Estate
Redevelopment, N7 7RA**

Independent Viability Review

Prepared on behalf of the London Borough of Islington

7th September 2017



82 South Street, Dorking, RH4 2HD
www.bps-surveyors.co.uk
Tel: 01483 565 433

1.0 INTRODUCTION

- 1.1 We have been instructed by the Planning & Development Division of the London Borough of Islington to undertake a viability review in respect of a proposed redevelopment of the Andover Estate. In the Cost Plan by Calford Seaden the scheme is referred to as Andover Estate, Holloway Blocks B, B2, C, D, E, F and J. It is referred as being Phase One. We understand that this is the first phase of the scheme submitted under planning application P2017/2065/FUL for 199 units:

Hybrid planning application involving Outline consent for the phased redevelopment of the Andover Estate allowing for the erection of buildings up to 6 storeys to provide a gross total of 199 new dwellings (comprising 22 x 1 bedroom dwelling; 133 x 2 bedroom dwelling; 43 x 3 bedroom dwellings; 1 x 4 bedroom dwelling); up to 5159 sqm of affordable workspace (Use Class B1), 87sqm of flexible use space (Class A1/A3/B1/D1), estate-wide public realm and landscape improvements, including new children's play space; reconfiguration of existing estate-wide car parking; and provision of up to 763 cycle parking spaces. The application also involves detailed consent for the development of 64 residential units (comprised of 19 x 1 bedroom flats, 31 x 2 bedroom flats and 14 x 3 bedroom houses) across 6 infill sites and reconfiguration of existing dwellings and garages to reprovide 6 dwellings); public realm improvements including new landscaping and play facilities, 87sqm of flexible use space (Class A1/A3/B1/D1); 618 sqm affordable workspace (Use Class B1) and associated hard & soft landscaping, reconfiguration of existing estate-wide car parking; and provision of a minimum of 162 cycle parking spaces.

- 1.2 The Estate is bordered by Hornsey Road to the West, Birnham Road to the North, Durham Road to the East, and Seven Sisters Road to the South. The Site consists of seven infill plots of low density land within the Estate. It is comprised of outdoor playing areas and green space. This individual parcels of the site are illustrated below:



- 1.3 The Excel appraisal includes 64 residential units and 2 commercial units. There are 32 social rent, 6 shared ownership and 26 open market sale units shown in the Excel appraisal. This is 59% affordable housing provision, which is above the Council's target of 50% as set out in Core Strategy Policy CS12. This policy states

that developments should provide the maximum reasonable level of affordable housing taking into account the 50% strategic target and that, *“It is expected that many sites will deliver at least 50% of units as affordable, subject to a financial viability assessment, the availability of public subsidy and individual circumstances on the site”*.

- 1.4 However, we have been provided with a different appraisal (dated 8th August 2017), created by Rosemarie Jenkins) which includes 34 units of social rents rather than the 32 in the Excel appraisal (also dated 8th August 2017), and include 24 open market units rather than 26.
- 1.5 The open market housing is considered to be necessary in order to cross-fund the affordable housing development and ensure that the scheme as a whole remains deliverable.
- 1.6 We have been provided with an Excel file which includes the appraisal of the scheme, and have also received a Cost Plan from Calford Seaden. We have undertaken a review of the cost and value inputs into the appraisal, in order to establish whether the current level of affordable housing delivery proposed by the applicant is the maximum that can reasonably be delivered.
- 1.7 The advice set out in this report is provided in the context of negotiating planning obligations and therefore in accordance with PS1 of the RICS Valuation - Professional Standards (January 2014) (Red Book), the provisions of VPS1 - 4 are not of mandatory application and accordingly this report should not be relied upon as a Red Book Valuation. The Valuation Date for this Viability Review is the date of this report, as stated on the title page. This Viability Review has been undertaken in accordance with the Terms & Conditions provided to the Council and with any associated Letters of Engagement, and should only be viewed by those parties that have been authorised to do so by the Council.

2.0 CONCLUSIONS & RECOMMENDATIONS

- 2.1 The Excel appraisal dated 8th August 2017 shows the scheme to have a deficit of £3.726m. This is when the total costs are deducted from the total capital value of £19.9m.
- 2.2 There are no acquisition costs and no developer's return (other than the 'development and administration allowance'). There are no sources of subsidy within the appraisal, thus it represents a 'stand-alone' assessment of the scheme, and the deficit generated represents the scheme's residual land value.
- 2.3 The 'development and administration allowance' is £498,000. This could arguably be categorised as a developer's return. It equates to only 2% of the total build cost, there even if categorised as a developer's return it is still a minimal allowance.
- 2.4 Even with our suggested increase to shared ownership values, the scheme still is in deficit. A 10% increase in values, up to £851 per sq ft, would increase revenues by £1.39m and would not be sufficient to turn the negative residual land value into a positive figure.
- 2.5 Whilst there may be some scope for marginally improved private sales values, this would be insufficient to lead to a surplus position that would enable additional levels of affordable housing to be provided.
- 2.6 We have been provided with a different appraisal (dated 8th August 2017), created by Rosemarie Jenkins) which includes 34 units of social rents rather than the 32 in the Excel appraisal (also dated 8th August 2017), and include 24 open market units rather than 26. This appraisal is a 30-year cashflow model and shows a Net Present Value of £5.058m. There is £9.73m of subsidy included within this appraisal, and removing this would give a negative net present value of -£4.672m which represents the residual land value generated by the scheme. It is advisable for Planning Officers to confirm what the correct mix is, but in terms of viability it is apparent that with either mix the scheme is in deficit.
- 2.7 In this case, the applicant has not included the land value as a cost in their appraisal, and has accordingly not compared the residual value against a viability benchmark. This is because the proposed scheme will be a not-for-profit development and the freehold of the site will remain in the Council's ownership. The Council's key objective is to ensure that the scheme is partly self-funding by using capital receipts from sale of the private flats to fund the development of the affordable housing. This objective is clearly different to the primary objective of the traditional private developer which is to maximise profit. We accordingly accept that in this case it is appropriate not to assess viability on the same basis as for a private development.
- 2.8 Whilst it is standard practice to include such a benchmark land value in appraisals for planning purposes - even in circumstances where the landowner retains the site post-development and has owned the site long-term - given that the Council's primary objective is estate regeneration rather than generating a land receipt, it is appropriate to include nil land value in the appraisal. As the appraisal (excluding subsidy), generates a negative Residual Land Value, it cannot deliver additional affordable housing even when the benchmark land value is set at nil.

- 2.9 For the same reason, no conventional developer's profit has been included in the original submission appraisal. This has had the effect of improving the net present value of the scheme. In our experience of Council-led schemes, it is common for some degree of Developer's Return to be included to compensate for exposure to risk, and whilst a profit as high as those required by private developers is not considered necessary, it is common for a profit in the region of 6-10% on Cost to be accepted - which would clear worsen the viability position considerably.
- 2.10 It is standard practice, endorsed by RICS Guidance, that when determining planning applications, the aim should be to reflect industry benchmarks. LPAs should therefore disregard who is the applicant, except in exceptional circumstances (such as personal planning permissions, as planning permissions run with the land). In formulating information and inputs into viability appraisals, these should accordingly disregard either benefits or disbenefits that are unique to the applicant, whether landowner, developer or both. This is the principle (stated in RICS Guidance) that viability assessments for planning purposes should consider the approach of a 'typical', rational landowner, rather than be specific to the applicant in question. It would therefore arguably legitimate for the Council to include those appraisal inputs that would be included by 'typical' developers - i.e. adding profit and benchmark land value, and *omitting* cross-subsidies.
- 2.11 With respect to the values attributed to the open market sales units, we have been provided with a valuation report from JLL which is dated July 2017. They have fully supported the estimated values with highly suitable comparable sales evidence.
- 2.12 Our Cost Consultant, Geoffrey Barnett Associates, has undertaken a review of the cost plan that has been prepared by Calford Seaden, and they have concluded that the costs are within an acceptable range. Their full cost review is in Appendix One.
- 2.13 In conclusion, it is apparent that no additional affordable housing can be viably delivered by the scheme, and we note that the currently proposed level of delivery would not be deliverable without the substantial level of subsidy that is being provided.

3.0 FURTHER DISCUSSION OF DEVELOPMENT APPRAISAL**Benchmark Land Value**

- 3.1 The appraisal does not include any site acquisition costs, as we have discussed above. Given that the Council is not motivated by maximising land value, but rather by securing regeneration and other social objectives, it is legitimate for no land value to be adopted in the appraisal.

Open Market Sale units

- 3.2 The value per sq ft of all the units is £774. This generates the following unit pricing:

Apartment type	No. of units	NIA (sqm)	Total Market Value	Price per sq ft
Block C - Type Wheelchair	1	57	£475,000	£774
Block C - Type A	1	73	£592,500	£774
Block C - Type B	1	64	£570,000	£774
Block C - Type C	7	546	£4,252,500	£774
Block E - Type C	6	468	£3,645,000	£774
Block F - Type A	4	204	£1,830,000	£774
Block F - Type Wheelchair	1	55	£467,500	£774
Block F - Type B	3	150	£1,365,000	£774

- 3.3 A detailed valuation report has been provided by JLL in support of the adopted sales values. We have referred to the nearby Beaumont Rise scheme, where the private housing was valued by Copping Joyce at an average of £770 per sq ft, which in our review of this scheme we concluded was reasonable and in line with local sales evidence. Given the high prevalence of social housing, this would act to constrain achievable private sales values.

- 3.4 We have undertaken our own research into new-build local market, and have compiled the following average values per sqft from the comparable schemes:

The Harper Building	£880 psf asking
Woodberry Down (Phase 2)	£885 psf asking
Aqua	£765 psf asking
Artisan	£710 psf asking
20Four	£900 psf asking
XY Apartments	£950 psf achieved
321 Holloway Road	£715 psf asking
Queensland Terrace	£800 achieved in latest phase
400 Caledonian Road	£740 psf asking
Rear of Odeon Cinema	£850 psf asking

- 3.5 More detailed transactional and availability evidence includes:

- *The Harper Building* - sale of a 655 sq ft 2-bed for £590,000, equating £900 per sq ft.
- *No. 2 Tufnell Park Road* - the 748 sq ft 2-bed (flat 19) sold for £647,500 (£866 sq ft) in March 2016. This has no outdoor private amenity space (i.e. no balcony).
- *423-425 Caledonian Road* - Another new-build scheme is a London Square development on Caledonian Road. It has the following current availabilities:
 - 2-bed flat, £719,000, 765 sq ft, £940 per sq ft, Caledonian Road
 - 2-bed flat, £685,000, 765 sq ft, £895 per sq ft, Caledonian Road
- *Hargrave Place* - this is new-build scheme, which is in a similar location to the application site in terms of achievable sales values (as shown by heatmap data). It has the following availabilities:
 - 1-bed flat for sale, 500 sq ft, £495,000, £990 per sq ft.
 - 2-bed flat for sale £599,950, 661 sq ft, £908 per sq ft.
 - 2-bed flat for sales £599,950, 649 sq ft, £924 per sq ft.

- 3.6 Taking into account the location of the open market units, within a large housing estate, we would not expect it to compete with some of the other new-build developments nearby.

Affordable housing values

- 3.7 The 6 shared ownership units are valued assuming a 25% initial equity share. This initial capital receipt is included. There does not however appear to be any allowance made for the value of the capitalised rents - i.e. the rent on unsold equity. And no allowance is made for future 'staircasing' of the unsold equity. This may therefore understate the value of the shared ownership units; or it may be the case that no rent will be charged on the unsold equity.
- 3.8 We have calculated the values of this rent on unsold equity, by assuming a typical rent of 2%. This gives a total capital value of £782,000.
- 3.9 For the Social Rent units, the gross rent is capitalised using a 6.67% yield (i.e. a multiplier of 15). This is applied to the gross rent before any deductions for management costs. We have made a comparison with recent Registered Provider offers that we have analysed. For example, one recent offer was in Camden, for rented units where the multiplier (gross rent to capital value) was 15.7 (a 6.3% yield). A similar level of multiplier is shown in a number of other offers that we have recently analysed. Based on this evidence, it is apparent that the valuation is broadly in line with RP offers and is realistic.

Build costs

- 3.10 The total build cost in the appraisal is £19.93m, and £19.428m excluding the commercial space. This is exclusive of contingency and "development fees and other costs" and "development and administration allowance". The cost plan does not include the cost of the commercial units. The figure in the cost plan is £17.05m exclusive of design fees and contingency.

-
- 3.11 The external works figure is £1.14m and includes “soft landscaping, planting and irrigations systems” of £103,920.
- 3.12 There are no demolition costs in the cost plan. The figure in the appraisal is £16.99m which excludes the landscaping of £391,000, public realm improvements of £1.92m, and demolitions of £129,600. This figure of £16.99m is close to the £17.05m cited in the Cost Plan.
- 3.13 The appraisal includes development fees of £1.23m, which is equal to 6.15% of the base build cost. This is a reasonable allowance, and compares to the GLA Toolkit’s benchmark rate of 12% for professional fees.
- 3.14 A ‘development and administration allowance’ of £498,000 is included. This could arguably be categorised as a developer’s return. It equates to only 2% of the total build cost, there even if categorised as a developer’s return it is still a minimal allowance. In addition, there is a contingency of 10% included in the appraisal, which provide some protection against build costs related risk - i.e. the potential for rising costs.

BPS Chartered Surveyors



PLANNING COMMITTEE REPORT

PLANNING COMMITTEE	AGENDA ITEM NO: B3
Date: 7 November 2017	

Application number	P2017/3006/FUL
Application type	Full Planning Application
Ward	Highbury East
Listed building	No
Conservation area	Highbury Fields
Development Plan Context	Employment Growth Area
Licensing Implications	No
Site Address	Ladbroke House, 62 - 66 Highbury Grove, London N5 2AG
Proposal	Removal of part of the internal central and southern section of the existing 5 storey (plus basement) building, and its replacement with a 3 storey (plus basement) extension and third floor roof amenity space; provision of replacement doors and windows to include ventilation louvres; reinstatement of door on Highbury Grove frontage; provision of bicycle storage along Highbury Grove frontage; provision of bicycle and bin storage and new fence along Kelvin Road frontage; new glazed roof on single storey extension to the south; removal of the existing single storey structure on roof, extension of two existing stair cores and lift overrun, and provision of new balustrade, photovoltaic panels and sedum roof at roof level in order to facilitate the use of the building as a specialist Class D1 sixth form school.

Case Officer	Amanda Peck
Applicant	EFA
Agent	JLL

RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a Deed of Planning Obligation made under s106 of the Town and Country Planning Act 1990 securing the heads of terms set out in Appendix 1.

SITE PLAN (site outlined in black)



PHOTOS OF SITE/STREET



Highbury Grove elevation



Kelvin Road elevation

1. SUMMARY

- 1.1 The site is located on the corner of Highbury Grove and Kelvin Road and is almost entirely covered by the existing 1930's 4 storey building (plus lower ground and small 5th floor roof level), which is considered to be of architectural and historic significance. The building is not listed but is within the Highbury Fields Conservation Area. The entire site is within an Employment Growth Area (along with the adjacent sites at the Frogmore Industrial Estate, the northern side of Melody Lane and the garage to the rear of Highbury Park). The building has been in education use since the 1960's, most recently occupied by the London Metropolitan University, but has been vacant since April 2012.
- 1.2 The proposal is for the continued D1 education use of the building, which does not require planning permission, for the use of the building as a sixth form college for up to 1,000 pupils. The main physical works proposed are the removal of part of the central and southern section of the existing 5 storey (plus basement) building, and its replacement with a 3 storey (plus basement) extension (which is equivalent to 4 storeys due to its high floor to ceiling heights). Other works include replacement doors and windows to all elevations, the removal of an existing single storey roof extension; extension of two stair cores and lift

overrun and new railings to Kelvin Road.

- 1.3 The main issues concern whether there is an intensification of the existing use, loss of existing D1 floorspace, height and design of the proposed extensions and design of the new windows.
- 1.4 There have been objections to the application on the basis that the proposed sixth form use would have different impacts on the surrounding area when compared to the previous university use and would be an intensification in the use of the building. Whilst intensification is a planning consideration, it would only result in the need for planning permission if intensification took the use into a different use class. Officers consider that the proposed use does not result in an intensification of the use that results in a change of use.
- 1.5 The existing building has 10,112sqm GIA and the proposed demolition and new build results in 8,127sqm GIA, with a consequent overall loss of 1,985sqm GIA. This loss of floorspace has been assessed with regard to policy DM4.12 and is considered acceptable because the proposed physical changes are necessary to meet the brief for the specific education user and without intervention the existing building would not provide acceptable education floorspace. The overall quality of the education floorspace will improve even though there is a reduction in the quantity of floorspace.
- 1.6 The proposal would enhance the character and appearance of the building and the conservation area with the removal of an existing roof top extension, new appropriately designed windows and a discrete extension. The scheme is considered not to have any undue impact on nearby residential properties or the area in general in terms of overlooking, overshadowing or noise impacts.
- 1.7 The application has been considered with regard to the Development Plan and National Planning Policy Framework (NPPF) and the NPPG and Ministerial Statement dated 28th November 2014, including the presumption in favour of sustainable development. The comments made by residents and consultee bodies have been considered.
- 1.8 The proposal is considered to be acceptable and is recommended for approval subject to conditions and a Section 106 (S106) agreement to secure the necessary mitigation alongside CIL payments.

2. SITE AND SURROUNDINGS

- 2.1 The site is located on the corner of Highbury Grove and Kelvin Road and is almost entirely covered by the existing 1930's 4 storey building (plus lower ground and small 5th floor roof level), which is considered to be of architectural and historic significance. The building is not listed but is within the Highbury Fields Conservation Area. The entire site is within an Employment Growth Area (along with the adjacent sites at the Frogmore Industrial Estate, the northern side of Melody Lane and the garage to the rear of Highbury Park). The building has been in education use since the 1960's, most recently occupied by the London Metropolitan University, but has been vacant since April 2012.
- 2.2 The main entrance into the building is from Highbury Grove and there is a secondary access from Kelvin Road along with a staircase down to the lower ground floor lightwell. There is an existing vehicular drop off point to the front of the building with access/exit from Highbury Grove and Kelvin Road. There is a redundant vehicle crossover to the rear

of the site on Kelvin Road (just outside the application redline plan) that appears to have been used prior to the construction of the adjacent Industrial Estate and is now used as a pedestrian emergency escape route.

- 2.3 The site is opposite the Grade II listed Christ Church and to the south of the Highbury Barn Local Shopping Area. To the rear are two storey industrial units on Kelvin Road (the Frogmore Industrial Estate) and 1-2 storey workshops on Melody Lane, Highbury Grove. Residential units are located close to the site on Highbury Grove, Kelvin Road, Melody Lane, Highbury Hill and Leigh Road. The adjacent building at 60 Highbury Grove is locally listed and an adjacent building on 3 Melody Lane is Grade II listed. Planning permission was granted in April 2014 at 58 Highbury Grove and Melody Lane for the conversion of the main property and erection of 6 x townhouses and B1 floorspace.

3. PROPOSAL (IN DETAIL)

- 3.1 The proposal is for the continued D1 education use of the building, which does not require planning permission, for the use of the building as a sixth form college for up to 1,000 pupils. The following physical works are proposed:
- Removal of part of the internal central and southern section of the existing 5 storey (plus basement) building, and its replacement with a 3 storey (plus basement) extension (which is equivalent to 4 storeys due to its high floor to ceiling heights);
 - Provision of replacement doors and windows to all elevations which include ventilation louvres;
 - New railings to Kelvin Road frontage;
 - Reinstatement of door on Highbury Grove frontage that had been bricked up;
 - Removal of the existing single storey structure on the main roof and extension of two existing stair cores and lift overrun, along with new balustrade, photovoltaic panels and sedum roof; and
 - A new glazed roof on single storey extension to the south façade.
- 3.2 There is an existing lower ground floor level with large lightwells to Highbury Grove and the end of Kelvin Road and these are to be retained. The existing hard landscaping access road to the front of the building is to be retained and resurfaced and used for servicing, cycle parking and pedestrian entrances. Drop bollards are proposed at the vehicular entrance on Highbury Grove. A small sedum roof is proposed to the main roof of the building along with PV panels. Amenity space is provided as follows
- Roof top area of the new 3 storey extension to the core of the building; and
 - Within the building at G, 1st and 2nd floors with the main hall and activity studio.
- 3.3 Cycle parking is proposed with 120 spaces in the basement, 24 covered spaces on the Kelvin Road Frontage and 16 spaces on Highbury Grove access road. Refuse storage is provided to the Kelvin Road frontage.

Revision

- 1.8 As the application has progressed the plans have been amended in response to the Access officer's comments. These changes are considered to be minor changes to the internal layout only. Clarification has also been provided with regard to the proposed delivery and servicing.

4. RELEVANT HISTORY

4.1 Application site

- P2016/4018/COL - Certificate of lawfulness to confirm that the existing use of the building is for Class D1 use (non residential institution). Approved 23 November 2016
- P2014/5132/FUL - Demolition of existing building and redevelopment of the site incorporating part facade retention and basement excavation to provide 81 units of self-contained assisted living accommodation with facilities including a communal restaurant, wellness centre/spa, guest accommodation, staff accommodation, staff offices, roof terraces, plant and storage areas, basement car parking and storage in a part six, part seven storey building (plus lower ground and basement levels) with an internal courtyard. Refused 18 September 2015.
- P2013/4593/FUL - Part demolition of existing building and redevelopment incorporating facade retention to Highbury Grove and part of Kelvin Road to provide 86 residential units (Use Class C3) (62 market units, 28 affordable) and 367m² of office (Use Class B1) accommodation in a part six, part nine storey building. (Updated proposals include the removal of one storey to the Highbury Grove elevation, along with internal arrangement and layout changes, and elevational changes to the rear of the proposed development). Refused 7 December 2015.
- Various applications for roof top telecommunication equipment; air conditioning vents; and signage in 1989, 1992, 2000 and 2007.
- 930183 – Continued use for further education purposes. Granted 11 June 1993 (no conditions restricting occupation or with time limits).
- 81/1125 – Continued use for further education purposes. Granted 28 August 1981 (Condition restricting the use to a temporary period until 18 August 1991).
- TP/1257/03 – The use for a limited period for further education purposes. Granted 30 Jan 1967 (condition restricting the use to a temporary period of 14 years from 1 Feb 1967 – until 1 Feb 1981).
- TP/1257/NE – Use of respective floors for following purposes: - Basement car parking, canteen, stores; ground showroom, offices, loading/unloading; first floor offices; mezzanine first aid, offices; second floor offices. Granted 11 March 1963

Adjacent sites

58 Highbury Grove –

- P2017/2146/FUL Construction of a single storey rear and side infill extension at the rear of the property at ground level. Works to the existing basement excavating to create a habitable living space. Alteration of existing closet wing window on the rear/side elevation. Reinstatement of sash windows to the front elevation. Approved 22 August 2017.
- P2014/1694/FUL Construct new rear dormer. Approved 24 June 2014.
- P2014/1105/FUL Erection of a single storey rear extension at lower ground floor level, with an accessible roof terrace above at rear upper ground floor level. Replacement of rear upper ground floor landing rear window and door. Lowering of the sill of existing side window at lower ground level and insertion of new window. Approved 27 May 2014.
- P121884 Conversion of the existing 263sqm floorspace in B1(a) (office) use class within the front coach house to form two no. two bed flats and the demolition of the existing buildings at the rear of the site and construction of six no. three bedroom / three storey townhouses and a three storey building comprising 683sqm floorspace in B1(a) (office) and B1(c) (Light industrial) use classes, two off-street car parking spaces (wheelchair users), loading bays, hardstanding and landscaping. Approved 28 April 2014.

60 Highbury Grove –

- P2017/2033/S73 Section 73 application to vary Condition 4 (Car-Free Development) of application Ref. P2014/4676/FUL dated 15 April 2016. The amendments to allow only

the additional flat to be restricted to a car free development. Approved 22 September 2017.

- P2014/4676/FUL Conversion of existing lower ground floor flat (1 no. 2 bed flat) to create 2 no. dwellings (1 no. 1 bed flat and 1 no. 2 bed flat) and erection of an associated rear extension, including alterations to side elevation window at basement level. Approved 15 April 2016
- P2014/2457/FUL Erection of an additional storey, part two storey /part single storey rear extensions, alterations to existing floor layouts to create 2 additional residential units (2 x 1 bed), new cycle store and refuse store to the front garden area, rear balconies and associated works. Refused 10 September 2014.

Land to the rear of 2 Melody Lane, London, N5 2BQ

- Demolition of existing buildings and construction of 7 residential dwellings (Use Class C3) and new 3 storey (plus basement levels) 1,419sqm self-storage building (Use Class B8), with landscaping, access and associated works. Resolved to approve at 9 October 2017 Planning Committee subject to S106 legal agreement

Pre application advice

4.2 Pre application advice was given between July and August 2017, summarised as follows:

- The building has unrestricted D1 use and the proposed education use therefore does not require planning permission. Any loss of D1 floorspace needs to be justified.
- The principle of allowing some of the school facilities to be accessed by the local community should be secured with a S106.
- A single storey roof extension is considered to be the maximum that is acceptable on this site.
- If any housing is proposed, affordable housing should be provided in line with Council policy.
- Retention of existing access road is welcomed and further information required to demonstrate that there will be no conflicts between vehicles, cyclist and pedestrians
- Cycle parking is shown as being in covered cycle stores on Kelvin Road and this is acceptable in principle as long as they meet relevant standards. There does not appear to be sufficient space for the proposed stands on the access road.

4.3 Islington's Design Review Panel considered the proposed development at pre-application stage on 8 November 2016 (when the scheme was for a secondary school and sixth form and included a single storey roof extension with 9 residential units). The Panel's pre-application stage written comments (issued on 2 December 2016) are appended as Appendix 3 to this report for completeness, and in summary these were as follows:

- Concern over the intensity of the proposed use with 1000 pupils and 200 staff and confined internal circulation/break-out space and no significant outdoor space.
- Transport assessment required as the area is already very congested and there are two major secondary schools in close proximity.
- Wrong to introduce residential use above the school given the site constraints and its removal would allow greater opportunities to accommodate the school use.
- Entrance forecourt should be designed to have maximum positive impact and not be used for cycle storage. Communal spaces should overlook the forecourt rather than offices.
- Welcome replacement of uPVC windows with steel windows but needs attention to detail.

4.4 **Members' Pre-Application Forum**

The Proposals were presented to the Members' Pre-Application Forum on 7 November

5. CONSULTATION

Public Consultation

5.1 Letters were sent to occupants of 366 adjoining and nearby properties at Kelvin Road, Aberdeen Park, Melody Lane, Highbury Park, Leigh Road, Highbury Hill, Taverner Square, Highbury Grove, and Bolton Street on 21 August 2017. A site notice was displayed and a press advert was in place on 24 August 2017. The public consultation of the application therefore expired on 14 September 2017, however it is the Council's practice to continue to consider representations made up until the date of a decision.

5.2 At the time of the writing of this report a total of 5 responses had been received from the public with regard to the application from residents on Highbury Crescent, Leigh Road, Gardners Court, Kelvin Road and Aberdeen Park. The issues raised can be summarised as follows:

Objections

Design

- The height of the building should not increase. (**officer comment:** The scheme has been amended since the previous applications and there are no roof extensions proposed).
- The exterior facing Highbury Grove should not be altered materially, as this is a conservation area (**officer comment:** The proposal is for new windows and minor elevation changes, see paras 7.21-7.24).
- It is a shame that the area facing Highbury Grove in front of the building cannot be reshaped/ redesigned in order to give more space to the bus stop which is currently very tight. The relocation of the existing balustrade or maybe the replacement with a new green edge or new trees will make this entire area more friendly (**officer comment:** The existing space to Highbury Grove is to be retained and used for access).
- Being forced to locate cycle stores and refuse bins on the front and side elevations means they would be most conspicuous, in a conservation area (**officer comment:** see para 7.24).
- Extensions to existing stairwell cores and lift overruns will alter the height and profile of the building (**officer comment:** the scheme includes the removal of the existing roof extension and minor increases to the stairwell core and lift overruns. See para 7.20).

Proposed use

- There are two schools in the area already and there is not a need for more schools which will make the neighbourhood that much more congested. We need more affordable housing, not a sixth form school (**officer comment:** the proposed use of the building does not require planning permission see paras 7.3-7.5).
- The proposed major works to Ladbroke House, are a gallant attempt by an architect to transform a derelict former factory into a sixth form college against all the odds. As widely anticipated the proposed building works as presented merely accentuate, through a series of desperate design solutions, the inappropriateness of this site for a school. (Any architect would struggle with this brief given the constraints imposed by the existing structure and its location.) Overall the extent of the required works reflects the ill -considered nature of this project from the outset and the scandalous waste of taxpayers money that it represents. Based on flimsy educational grounds together with the inappropriateness of the building and its location this project should never have got to this stage. The flaws regarding fitness for purpose of Ladbroke House to accommodate 1000 16-18 year olds will become even more apparent with successive

attempts to produce 'acceptable ' design solutions. Perhaps this project is Islington Council's equivalent of The Garden Bridge across the Thames! (**officer comment:** the proposed use of the building does not require planning permission see paras 7.3-7.5).

- I am concerned that there appears to be no sports provision in the school. Does this mean that the school plans to use the facilities in Highbury Fields - to the detriment of local residents? (**officer comment:** The proposed use of the building does not require planning permission and therefore it is not possible to consider this, however the scheme includes a new rooftop amenity area).

Transport

- The proposal includes cycle and refuse bins on the front and side elevations and this would cause serious traffic flow issues in the narrow forecourt area for pedestrian and cyclists at peak times (**officer comment:** see para 7.38).
- Traffic and transport issues have not been properly considered and addressed. The bus stop directly outside Ladbroke House is on a very narrow pavement and is often so busy at the end of the school day that pedestrians are forced to walk in the road. Adding a further 1000 pupils and 100 or more teachers to this already unsafe situation would not be sensible (**officer comment:** The proposed use of the building does not require planning permission and the building can be occupied at any time by a D1 education use, however the applicant has submitted a transport assessment with the application. see paras 7.26-7.42).
- The diagrams in the transport analysis assume that Highbury Corner is a roundabout however I note that TfL is planning to redesign Highbury Corner and it is likely to stop being a roundabout. This should be factored into the traffic plans since it is a known potential development (**officer comment:** the changes to Highbury Corner are unlikely to impact traffic or public transport at the site).

5.3 Local Groups

Highbury Fields School

I am the chair of the governing body at Highbury Fields Secondary School. Highbury Fields' is a smaller than average secondary school with students from 11-16. The school is also part of the Islington sixth form consortium iC6 and has been serving our community with high-quality secondary education from the ages of 11-18 for several decades. The school was rated as an Outstanding provider by Ofsted in its most recent inspection last year and we are very proud of our success in improving the opportunities and outcomes for young people in the area.

The governors of the school are deeply concerned by the plans submitted for a new sixth form to be housed in Ladbroke House. This is less than 500m meters from our main site on Highbury Hill and a similar distance from our second site on Aberdeen Park. The separate larger secondary school, City of London Academy, Highbury Grove is a similar distance down Highbury Grove. We believe the application has not answered fundamental questions necessary to allow the proposal and believe that in its present form it will have a negative effect on the safety and wellbeing of our staff and students, the general public, and will put at risk the viability of our successful school to continue to provide exceptionally high-quality education.

We are aware that the site is designated use-class D1, confirmed by the recent certificate of lawfulness, with its most recent active use as part of London Met University. This facility wound down its operations on site in 2012 after being seen as an inappropriate and unviable location for the university. Although a sixth form would be permissible under this use-class we contest that the proposal constitutes an intensification in the use of the building and that this will materially affect its nature and character beyond that of the

permitted use.

Firstly, research by the UK Higher Education Space Management Group, a body that advised UK universities on their use of their properties and facilities, have found the occupancy rates of UK university teaching space to be approximately less-than-half (40%) of those we know for secondary school spaces. The applicant has rightly hinted at this in their application noting that the building will be far more “efficient” as a result of their changes. This difference, and allowing for the reduction in floor area proposed, would still indicate that the changes would generate an occupancy in excess of that of the permitted use.

Secondly, the nature and pattern of the use will fundamentally change. Although this would be permissible under the use class, we believe the restrictions around the site and the extent and nature of the proposed occupancy will materially affect public safety and transportation in the area, and beyond that anticipated by the original approved use.

(officer comment: the proposed use of the building does not require planning permission see paras 7.3-7.5).

We note that the London plan directs councils to consider:

6.14 Allowing development, either individually or cumulatively, that would place an unacceptable burden on either the public transport network and/or the road network would be contrary to the objective of sustainable development...

With two secondary schools, both within 500m of the proposed site and several primary schools, we believe the increase in activity should be resisted. Our school and colleagues at Highbury Grove School work closely to reduce the impact of trips to and from our sites on the local road users and to ensure the safe movement of large numbers of students at key times of the day. We have staggered our finish times to minimise the numbers of young people using the streets and on public transport. The flexibility to do this is further limited by the rush hour when local transport and surrounding streets are saturated by the general public and we believe at capacity. We do not have confidence that the extent of the additional numbers of young people can be accommodated or managed safely.

The London plan further directs that:

6.15 In practical terms, this means ensuring that new developments that will give rise to significant numbers of new trips should be located either where there is already good public transport accessibility with capacity adequate to support the additional demand or where there is a realistic prospect of additional accessibility or capacity being provided in time to meet the new demand. This principle should be reflected in the documentation submitted by applicants and in decisions on planning applications, with appropriate use made of planning conditions, planning obligations and, the Community Infrastructure Levy to ensure a joined-up approach to transport demand and availability of capacity.

We also note that the applicant was directed to provide a comprehensive transport plan as part of any application by Islington’s Design Review. We find the submitted application inadequate to comment on as the full extent on the impact on local infrastructure has not been described or assessed. We contest their use of alternative PTAL ratings and note that TfL rates the site as having a PTAL rating of 4; below that indicated by the applicant. The footpath directly outside the site is very narrow and bounds a very busy road. This route is used by our staff and students to leave our main site at Highbury Hill and travel to

our second site on Alexandra Park. It is also used by those from Highbury Grove. How the application will affect the capacity and safety of the route must be addressed by the applicant. We note that no dispersal plan has been submitted as we would expect as part of any comprehensive application. I am aware that several of our Parents are greatly concerned by this and it was raised at the well-attended public meeting to discuss the application in late 2016.

We therefore strongly urge the council to insist that the applicant investigates and shows how this institution will function and affect the use of the public realm and transport as part of their application.

We believe this should also answer questions about the anticipated transport trips to and from the building. The applicant has told us in the limited contact we have had with them that they are enacting an untested “pan London” nodal approach to admissions. They have also indicated verbally that they will restrict the numbers of places taken from the locality. This is not included in their application and will greatly affect the nature of the transport plan. We would also expect a further management plan to address other practical matters such, and not exclusively, as school trips, and fire evacuation procedures that will affect public safety and welfare. We note that our school already uses Highbury Fields for required regular fire drills and on occasion for evacuation.

(officer comment: see paras 7.36-7.42).

We would also like to highlight the risk that an unrestricted admissions model for the proposal poses to the existing high-quality sixth form provision. We would like to stress its direct link to the overall funding of our school. As mentioned before, we are a smaller than average school and see our educational offer from 11 through to 18 as fundamental to our continued viability. We are aware that Islington has a good record of planning for future student numbers and that the present space planning does not indicate a need for the numbers of sixth form places the application proposes. This excess of places and lack of certainty over their admissions policy realistically risks a reduction in viability in one or more of the providers locally and therefore the possibility of a resulting nett loss of high-quality education floor space. This is not acceptable to us.

The London Plan directs:

C Development proposals which enhance education and skills provision will be supported, including new build, expansion of existing or change of use to educational purposes. Those which address the current and projected shortage of primary school places and the projected shortage of secondary school places will be particularly encouraged. Proposals which result in the net loss of education facilities should be resisted, unless it can be demonstrated that there is no ongoing or future demand.

And further Islington’s Planning policy:

DM4.12 of the Council’s DMPD regarding “social and strategic infrastructure and cultural facilities” also prevents the loss in social infrastructure uses unless in exceptional circumstances.

The applicant has not assessed or demonstrated that the extent of their proposal will not affect the viability of existing high-quality provision locally and therefore that it will not risk a resulting nett loss of education provision. We are also aware that they have not investigated their own proposal’s viability. As the number of student spaces proposed are not required in the area we would expect that this is not considered an exceptional case.

We would urge the council to limit the student numbers to those anticipated by Islington's own space planning unless it can be demonstrated existing high-quality provision will not be affected.

In addition, and possibly beyond the remit of this process, we are very concerned that the proposed facility will not be viable and will be tempted to convert to a full secondary school with an intake under the age of 16. The detail of the proposed floor plans is indistinguishable from that of a full secondary school. This case will increase the risk of affecting the viability of existing institutions and a resulting loss of educational space due to the limited number of students locally. We would therefore be keen for the applicant to undertake an obligation to restrict the numbers of students recruited locally and to limit its years of intake as to safeguard our school as far as possible.

*The proposal does require physical changes to the fabric of the building to be feasible and so should be considered in conjunction with the issues we have outlined. On this aspect, we feel that the extent of cycle parking located externally should be greatly reduced and moved within the building's enclosure as in its present location it has a detrimental impact on the setting of the conservation area and on the streetscape along Kelvin Road. We support the numbers of the provision of cycle parking, not its location. (**officer comment:** see para 7.24).*

We are keen to see the building used again and for the opportunities for our young people to be appropriately expanded but this should not be at the expense of public safety and not risk the existing high-quality education provision such as ours.

We fail to see how the application has addressed or answered the valid concerns raised by us and by the community and would urge the council to insist these issues are addressed prior to determining the application to ensure its impact now is manageable and is sustainable into the future. We would strongly suggest that the increase in occupancy of the building is not in line with the present use and is unsustainable and therefore the proposal's student numbers should be reduced. We would also ask that the council do all it can to safeguard against future changes that will greatly affect schools such as ours who have served the local community well for several years.

External Consultees

5.4 **TfL** has the following comments:

- The development site is directly opposite Highbury Barn bus stop, which serves 4 different bus routes (19, 236, 4 and N19).
- The proposed servicing and delivering strategy along the existing servicing road, retaining both vehicular access points, is accepted.
- Cycle parking is proposed to provide 200 spaces, 160 long-stay spaces in the basement (for students and staff in the school for more than 3 hours a day) and 40 short-stay on Kelvin Road and Highbury Grove. Whilst the long-stay spaces are London Plan compliant, the short-stay spaces would have to be increased to 143 (1 space per 7 students). Therefore, TfL requests the revision of the short-stay cycle parking provision to be London Plan compliant. This should be secured by condition. The applicant has not broken down the spaces between long stay and short stay and there should be no restrictions on the use between staff, students and visitors as it will depend on the number of students and staff members that will cycle (**officer comment:** LBI have clarified with TfL that the proposal is for 160 cycle spaces in total with 120 in the basement, 24 on Kelvin Road and 16 in Sheffield stands to Highbury Grove. See paragraph 7.38).

- The long-stay cycle parking spaces are proposed in the basement, accessed via a lift through the cycle access to the rear of the building from Kelvin Road. No details are provided on the lift dimensions and hence it can't be determined if the access to the basement cycle parking spaces is acceptable. TfL requests details on accessibility to the long-stay cycle parking spaces is provided. All cycle parking provided should follow the London Cycling Design Standards and be secured by condition.
- 1000 students and 110 staff members are proposed to occupy the site. The trip generation data indicates that approximately 566 of these users will arrive and depart from the site by bus, consequently compromising the capacity of the bus services around the site. Additionally, the Transport Assessment shows that the development is expected to generate approximately 270 new bus trips in the peak hour in both the AM and PM peak. Further discussions are required to agree appropriate mitigation for this impact on the strategic transport network and TfL is likely to seek S106 contributions to enhance capacity on certain affected local routes. TfL Planning requests a meeting with the developer's representatives to discuss this matter and negotiate. In addition, TfL requires further detail to be provided by the applicant on the expected direction of all bus trips to and from the site (i.e. split by north, south, east and west). **(Officer comment:** LBI officers have clarified to TfL that the building can currently be used as a D1 education use with its associated trip generation and that the overall floorspace is reduced by the application (from 10,112sqm to 8,127sqm) and the applicant has stated in their transport assessment that the proposed trip generation is lower than if the building were to be bought back into use with no demolition or extensions. TfL have taken a different approach and consider that because of the vacancy of the building since 2015 they need to understand what the impact on the current public transport network (without the school being occupied by an educational use) will be when this development is occupied, as they may need to make improvements to it to support this use. See paragraph 7.40).
- The submission of a Construction Management Plan is welcomed. A full Construction Logistics Plan (CLP) should be secured by condition and must be produced in accordance with the new TfL Construction Logistics guidance.
- A Framework Travel Plan (TP) has been submitted with this application which is broadly satisfactory. However, TfL may require a new updated, more ambitious TP to be submitted following TfL guidance. If not signed up already, TfL recommends the school signs up for Sustainable Travel: Active, Responsible Safe (STARS). This TfL accreditation scheme rewards young Londoners who walk, scoot or cycle to school, helping to achieve mode-shift to sustainable and active travel in schools.

5.5 London Fire and Emergency Planning Authority

- The brigade is satisfied with the proposals, providing that the requirements of Building Regulations B5 are met.
- This authority strongly recommends that sprinklers are considered for new developments and major alterations to existing premises, particularly where the proposals relate to schools and care homes. Sprinkler systems installed in buildings can significantly reduce the damage caused by fire and consequential cost to businesses and housing providers, and can reduce the risk to life. The Brigade opinion is that there are opportunities for developers and building owners to install sprinkler systems in order to save money, save property and protect the lives of occupiers. Please note that it is our policy to regularly advise our elected Members about how many cases there have been where we have recommended sprinkler and what the outcomes of these recommendations were. These quarterly reports to our Members are public documents which are available on our website.

Internal Consultees

5.6 Design and Conservation

- The retention and refurbishment of the facades of the historic building is welcomed, as is the removal of the existing roof extension. This will enhance the character and appearance of the building and conservation area. It is important that well detailed and high quality new windows are secured by condition.
- The internal demolition and remodelling will have no impact on the character and appearance of the conservation area.
- I am not convinced by the proposed vertical band of signage, three storeys in height, for the school. A smaller horizontal band of signage above the main entrance might be more appropriate.
- The lack of soft landscaping to the forecourt is disappointing though perhaps understandable given the high number of users and pressure on this relatively small space.

5.7 Employment, Skills and Culture have confirmed that they support the application

5.8 Access officer

- The development will be car free but arrangements must be made to secure (by way of S106 agreement) an appropriate number of accessible on street bays. The appropriate number will be one for every 33 employees plus 1 for every disabled student driver. With 100 staff proposed 3 bays will be required and with 1000 students 50 bays will be required (500 students presumed to be over 17 and 11% assumed to have a mobility impairment). Consideration will be given to an appropriate mix of on street parking bays and contributions towards alternative accessible transport services.
- Provision should also be made for the storage and charging of mobility scooters.
- The improvement to the front forecourt to provide a shallow grading to provide level access through the central doors from Highbury Grove is welcome. Clarification needed whether this provides a fully inclusive environment.
- Clarification whether the provision of 1 lift is sufficient and will meet the standards set out in the Approved Document M, BS8300: 2009 and/or LBIs Inclusive Design SPD.
- The cycle parking should provide a number of bays that have a 1500mm clear space alongside for use by ambulant disabled cyclists.
- Clarification on whether the sick room is accessible; the accessible WC/shower in the basement is large enough; that an accessible WC should be provided wherever general needs facilities are installed; safe evacuation refuge locations; and provision for sound enhancement in all teaching, meeting and performance spaces.

5.9 Pollution projects officer

- The proposal includes a rooftop outdoor cinema and there is considerable potential for disturbance from the use of this area and the cinema sound would be clearly audible at nearby residential receivers. The proposed 12 events would be compressed within the summer (or summer holiday period). It is not clear where the data for loudspeaker figures for outdoor cinemas has been taken from and there is the potential for films to be disruptive with explosions, gunfire, special effects etc up until 23:00. It is also noted that many of the other open air cinema locations in London are in areas with less residential natures and greater distances to residential. With this use proposed and the potential impact for nearby residents we would be minded to object. **Officer comment:** The proposal is for the cinema to be a 'silent cinema with Bluetooth headphones being used. Condition 20 is suggested to ensure that noise from the roof terrace is not

audible for nearby residents.

- The Air Quality report provides predictions that the annual NO2 mean will not be exceeded in 2019 but using the 2013 figures new receptors will be exposed to above the annual mean objective. It is advised that the conservative figure is used particularly with the school use and sensitivity of the receptors and a condition is recommended to secure this.
- Noise levels and provision of an appropriate acoustic environment within the school will be covered by BB93 as part of the Building Regs.
- Re noise egress from the building, an assessment has been made of the materials workshop, music classroom and drama studio. It is noted that this has been predicted with windows closed and ventilation will need to be provided to enable this to be feasible. There will need to be an AOD condition for the ventilation to demonstrate that this is the case.
- There will be considerable disruption with the demolition and construction of a new development here and a CEMP should be secured by condition. The CEMP should pay reference to BS5228:2009+2014, the GLA's SPG on control of dust and emissions from construction and demolition, the Non Road Mobile Machinery register and any other relevant guidance.

5.11 Energy team

- There is no energy statement (either as a standing document or embedded within the sustainability statement) to be reviewed. This should be submitted and based on the LBI policies.
- The BREEAM assessment falls short of requirements (they scored a 'very good' 56% however they must achieve at least an 'Excellent' 70%).

5.12 Transport officer

- Further clarification needed on how conflict will be prevented on the access road between pedestrians, cyclist and vehicles.
- Further clarification needed on how the bollards will work in practice.
- The swept path analysis shows that refuse vehicles will not easily be able to access the servicing road.

6. RELEVANT POLICIES

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

National Guidance

- 6.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals. Since March 2014 planning practice guidance for England has been published online.
- 6.2 Under the Ministerial Statement of 18 December 2014, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

Development Plan

- 6.3 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 6.4 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations June 2013.

Islington Local Plan

Melody Lane Employment Growth Area
Highbury Fields Conservation Area

London Plan

None relevant

Supplementary Planning Guidance (SPG) / Document (SPD)

- 6.5 The SPGs and SPDs which are considered relevant are listed in Appendix 2.

7. ASSESSMENT

- 7.1 The main issues arising from this proposal relate to the:
- Land use: change of use/intensification of use, loss of D1 floorspace
 - Design and conservation
 - Neighbour amenity
 - Inclusive design
 - Highways and transportation
 - Trees and landscaping
 - Sustainability, Energy efficiency and renewable energy
 - Planning obligations

Land use

- 7.2 The site is within the Melody Lane Employment Growth Area and was previously used as a higher education institute (London Metropolitan University). There is no specific site allocation policy.

Change of use/intensification of use

- 7.3 It has long been established that proposals for different uses within the same use class do not require planning permission. National Planning Practice Guidance, which came into effect on 6 March 2014 confirms this at paragraph ref 13-012-20140306: "movement from one primary use to another within the same use class is not development, and does not require planning permission. Prior to this circular 03/2005 confirmed that "intensification of a use within the same use class has been held by the courts as not to constitute development unless and until its effect is to take the use outside of that use class altogether."
- 7.4 Although the building is now vacant, it was in use by London Metropolitan University (LMU) for Higher Education purposes until recently and this use fell within use class D1 (non-residential institutions). A certificate of lawfulness was issued on 23 November 2016 to confirm that the existing use of the building is for Class D1 use (P2016/4018/COL). As part of the assessment of this the planning history of the site was examined and there are no planning conditions or restrictions on the D1 use of the building. The proposed sixth form college use (and a general school use) also falls within use class D1. There is therefore no proposed change of use and the proposed use does not require planning permission.

- 7.5 There have been objections to the application on the basis that the proposed sixth form use would have different impacts on the surrounding area when compared to the previous university use and would be an intensification in the use of the building. Whilst intensification is a planning consideration, it would only result in the need for planning permission if intensification took the use into a different use class. Officers consider that the proposed use does not result in an intensification of the use that results in a change of use for the following reasons:
- The proposed sixth form college includes a dining room (314sqm), main hall (264sqm), activity studio (165sqm), library (188sqm), social room (221sqm) and roof top amenity (454sqm) but these are all ancillary to the main use and would not take the use outside of the D1 use class. The previous university use also included lecture theatres, seminar rooms (total 1,820sqm), a library and a common room (129sqm) which were all also ancillary to the main use.
 - The proposal is for 8,127sqm (of which 854sqm is new build and 7,273sqm is conversion) with approximately 110 staff and 1000 pupils. The staff and student numbers for the previous university use has not been provided by the applicant but there is a reduction in floorspace from the existing 10,112sqm (GIA). The use is therefore less intense in terms of floorspace.

Loss of D1 floorspace

- 7.6 Policy DM4.12 of the Development Management Policies document resists the loss or reduction in social infrastructure uses unless the specific use is no longer required on site, in which case evidence is required to demonstrate the following:
- The proposals would not lead to a shortfall of provision for the specific use within the local catchment;
 - There is either no demand for another suitable social infrastructure use on the site or that the site/premises are no longer appropriate for the use; and
 - Any replacement/relocated facility provides a level of accessibility and standard of provision at least equal to the existing facility.
- 7.7 The existing building has 10,112sqm GIA and the proposed demolition and new build results in 8,127sqm GIA, with a consequent overall loss of 1,985sqm GIA. This loss of floorspace therefore needs to be assessed.
- 7.8 With regard to part a) of the policy, the previous university use has been relocated to LMU's Holloway Road campus in line with their Estates Strategy. The site was marketed by DTZ between April 2012 and November 2015 and the EFA have consequently purchased the building.
- 7.9 With regard to part b) of the policy, the limited marketing evidence provided for previous applications has indicated that there was no demand for other suitable uses on the site. In addition, the EFA have stated that the proposed physical changes are necessary to meet the brief for the specific education user and that without intervention the existing building would not provide acceptable education floorspace. The proposed sixth form has a need for the creation of a high level theatre space; outdoor amenity area and lightwells into teaching spaces.
- 7.10 With regard to part c) of the policy, whilst there is a loss of floorspace the volume remains but with higher floor ceiling heights to allow light and high quality larger shared spaces to be created. In addition, the existing layout includes corridors that waste space and the proposed layout uses the floorspace more efficiently. The overall quality of the building

will improve even though there is a reduction in the quantity of floorspace.

Employment use

- 7.11 The entire site is within an Employment Growth Area and although the previous University use could primarily be defined as being within education use it nevertheless had a number of employment generating benefits including the employment of a number of staff, ancillary office and research functions, and benefits to the local economy by bringing people into the area and supporting other local businesses. It is because of the previous University's employment generating benefits that it was included within an employment cluster along with the B-use site to the rear. The site is also within the Highbury Park Conservation Area, within which guidance states the Council will seek to retain existing non-residential buildings in appropriate uses which will not diminish their character (DM2.3Bii).
- 7.12 Policy CS 13 looks to protect existing employment space and provide a range and type of space in order to meet employment growth objectives. Policy DM5.1 states that within Employment Growth Areas where there is no existing business floor space, the incorporation of new business floorspace is encouraged, alongside the provision of active frontages where appropriate.
- 7.13 As detailed above in paragraph 7.3-7.5 the use of the building does not require planning permission and therefore there is no scope to require the applicant to provide business floorspace within the scheme. It should also be noted that the proposed sixth form use is similar to the previous University use in terms of number of staff, ancillary office functions and benefits to the local economy.

Proposed use

- 7.14 The supporting text to Policy DM4.12 states that where a new education facility is proposed they should maximise use by local communities, and measures to ensure community use will be pursued, including Community Use agreements between the educational facility and local communities. A s106 Head of Term is therefore recommended to describe the spaces within the school which might be available for community lets, how hire charges would be fixed and how the school would inform local community groups that space could be hired.

Conservation and Design

- 7.15 On the 1st October 2013, the Government brought in (under various legislature made under the Enterprise and Regulatory Reform Act 2013 (ERRA)) the removal of Conservation Area Consent requirements. This legislation abolishes the need for conservation area consent where a full planning permission application is made under the Town and Country Planning Act 1990; and consequently the demolition of unlisted buildings in conservation areas will no longer be permitted development under Part 31 of the GDPO (General Permitted Development Order).
- 7.16 The existing building, with its distinctive façade, is of architectural and historic significance as a 1930s factory building designed in a stripped down classical or moderne style. It comprises of 13 bays with the central 5 bays slightly projected with the central bay expressed further being in render with a tripartite window, balcony and decorative ironwork. Above the ground floor the windows to each bay are grouped within a recess which provides a satisfying vertical emphasis. The ground floor storey is expressed as rusticated brickwork (rendered to central 5 bays) which provides the building with a pleasing base. Overall the building is of high architectural quality and benefits from a balanced, harmonious and detailed design that is based on rules of classical proportions.

7.17 The building also has historic significance as the premises of AC Cossor Ltd which were renowned for early radio and TV technology and in 1936 became the first company in the UK to sell a TV set manufactured on the site. While the building does not reflect the general scale of buildings in the conservation area this adds to its landmark qualities.

7.18 The site is in a particularly sensitive location in terms of heritage. It is within the setting of the following Grade II listed buildings:

- Former balloon factory at 58 Highbury Grove
- Christ Church on the opposite side of Highbury Grove
- Vicarage, 157 Highbury Grove
- Clock tower on Highbury Hill opposite the site

And is within the setting of the following locally listed buildings:

- Georgian Terrace at 60 Highbury Grove
- North walls of 1-6 Aberdeen Lane
- Residential buildings throughout Aberdeen Park
- St Saviours Church, Aberdeen Park

It is within Highbury Fields Conservation Area and is visible from Aberdeen Park Conservation Area. Highbury Fields is identified on The London Parks and Gardens Trust's Inventory of Historic Green Spaces.

7.19 For the above reasons the building is considered to be an important non-designated heritage asset that makes a substantial positive contribution to the significance of the conservation area. The Conservation Area is of significance by virtue of its collection of high quality historic buildings and open spaces, in particular Highbury Fields.

Highbury Grove elevation



Existing



Proposed

Kelvin Road elevation



Existing

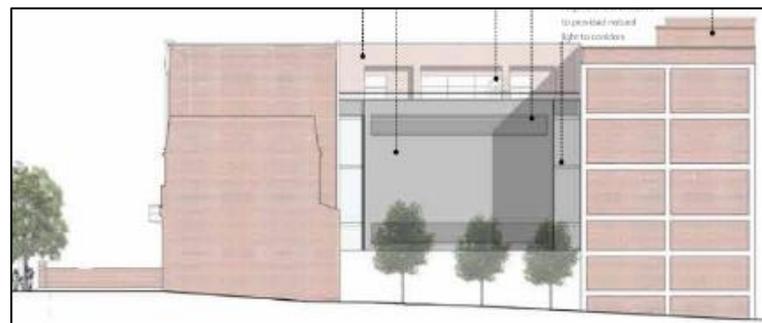


Proposed

Roof level

7.20 The existing roof extension is located in the middle of the roof and is visible in long views of the building. Its removal is welcomed as this will enhance the character and appearance of the building and conservation area. At roof level the scheme also includes the removal of existing pitched extensions adjacent to the rear stair cores and small flat roof extensions to these stair cores as well as a screened plant room. These changes are minimal and only be glimpsed in views along Kelvin Road.

South Elevation



Existing



proposed



Demolition and extension

7.21 The proposed demolition and new extension will effectively scoop out the centre of the building and provide a main hall with taller floor to ceiling heights than existing. Whilst the extension provides 3 storeys of accommodation (basement studio, main hall and gantry space) it is equivalent to 4 storeys in height. The extension will be lower than the existing part of the building to be demolished, which is 5 storeys in height. This part of the building is partially visible in views from the south on Highbury Grove and will be visible from properties on Melody Lane. This part of the building is set back approximately 6m from the southern boundary from ground floor upwards (the basement level is in line with the boundary) and the extension will also have the same building line.

7.22 The demolition of this portion of the building will not cause harm to the historic building (a non designated heritage asset), or the conservation area (a designated heritage asset). The proposed extension has a utilitarian design with cladding and louvres to most of the elevation, glazing to either side to provide light into the building and a rendered wall at ground level. Given that it is set back from the southern boundary, is only glimpsed in views from Highbury Grove, and is part of a larger façade with no detailing or windows, this design is considered acceptable and will have no impact on the character and appearance of the conservation area. A condition is recommended requiring further details of the proposed materials to ensure a high quality design.

Work to facades and boundaries

7.23 The retention and refurbishment of the facades of the historic building is welcomed as this will enhance the character and appearance of the building and conservation area. The design of the replacement windows is acceptable, but given their importance to the overall appearance of the building a condition is recommended requiring further details to be submitted to ensure that they are suitably detailed and of a high quality design.

7.24 The proposal includes the removal of existing railings and forecourt barriers to Kelvin Road and their replacement with cycle parking, refuse storage, a new platform lift (to access basement cycle storage) and gates and railings. The principle of locating bin stores and cycle parking to this elevation is considered acceptable given their small size and the fact that they are set back against the building. Limited information has been submitted regarding the design of the gates, railings and enclosures needed to the refuse store and a condition is recommended to ensure that a high quality design is proposed.

Signage

7.25 The submitted drawings include vertical band of signage, three storeys in height, on the

Highbury Grove frontage. The Design and conservation officer has raised concerns regarding this and advised that a smaller horizontal band of signage above the main entrance might be more appropriate. The signage would require advertisement consent and an informative is recommended to remind the applicant of this.

- 7.26 In conclusion the proposed demolition will not cause harm to and, in the case of the roof extension will enhance, the character and appearance of the conservation area. The proposed extension, replacement windows, cycle parking, refuse storage, new gates and railings are acceptable in principle, subject to the submission of details of the materials which has been secured by condition.

Neighbouring Amenity

- 7.27 London Plan policy 7.6 identifies that buildings should not cause unacceptable harm to the amenity of in particular, residential buildings in respect of matters including privacy and overshadowing. Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook. There should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy. At the adjacent property at 60 Highbury Grove there are residential units to ground, 1st, 2nd and 3rd floor levels, some with outlook to the rear only, there are also residential windows approved/recently constructed at 58 Highbury Grove and Melody Lane.

Sunlight/daylight

- 7.28 The applicant has submitted a daylight/sunlight statement which concludes that there will be no daylight/sunlight impacts and no need to produce a full daylight/sunlight assessment. This is because the proposed scheme will have a lower bulk/massing than existing with the removal of the existing roof extension and the construction of a lower extension than the part of the building to be demolished. Officers agree with this conclusion.

Sense of enclosure

- 7.29 The overall height of the building will decrease with the removal of the roof extension and the proposed new build extension being lower than existing. The proposal retains the existing footprint and with the overall reduction in height here could be an improvement in terms of outlook from these residential units.

Overlooking

- 7.30 The proposed roof level amenity space is at third floor level on top of the new extension. It includes a 1.6m high boundary treatment to the south elevation comprising of 0.4m high obscure glazed balustrade on top of a 1.2m high wall. This amenity space is just over 1 storey above the nearest properties on Melody Lane at a distance of approximately 15m from their upper floor windows at its closest point. It is at a similar height to the roof of 58 Highbury Grove at a distance of approximately 10m away from their upper floor windows (at an angle). Given the height of the boundary wall to the roof level amenity space, the fact that it is at right angles to 58 Highbury Grove and the fact that it is much higher than the Melody Lane properties it is considered that there will not be any undue overlooking issues from the terrace.

- 7.31 There are not considered to be any overlooking issues to any properties surrounding the

site from any windows in the proposal as there are fewer windows to the south elevation than existing; the buildings existing windows are over 18m away; and no new windows are proposed that are any closer than existing.

Noise and disturbance

- 7.32 As outlined in paragraph 7.30 a roof level amenity space is proposed that is approximately 454sqm in area. Plans have been submitted showing that this could be used as for casual seating and socialising as well as for film screenings. The Pollution Projects Officer has raised an objection to this on the basis of noise issues. The applicant has confirmed that such film screenings would be with the use of blue tooth headsets and therefore no sound will be audible from the screen. In order to ensure that there are no noise impacts on nearby residents condition 23 is recommended regarding noise levels in order to ensure that this terrace is not used for general cinema screenings without the headsets or other noisy uses. In addition, condition 20 is recommended restricting the hours of use of the terrace.

Inclusive design

- 7.33 Paragraph 57 of the NPPF is relevant to the current proposal in relation to inclusive design. London Plan policy 7.2 requires all new development to achieve the highest standards of accessible and inclusive design, and refers to the Mayor's Accessible London SPG. Policy DM2.2 requires all developments to demonstrate that they i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone; and iv) bring together the design and management of a development from the outset and over its lifetime. The *Inclusive Design in Islington* SPD is also relevant to the proposed development.
- 7.34 The access officer has calculated that 53 accessible bays will be required with 3 for staff (1 space per 33 employees as per the S106 SPD) and 50 for students (assuming 500 pupils will be over 17 and able to drive and using census data that 11% of the students may have a mobility impairment). The S106 SPD does not contain a specific formula for education uses but states that the provision should reflect the percentage of disabled users of the development in addition to the required provision for employees. Given the fact that the use does not require planning permission it is considered appropriate to secure 3 spaces with a S106. It is not possible to provide these spaces on site and therefore a contribution of £6,000 will be secured with a S106 legal agreement.

- 7.35 The access officer raised a number of clarification points that are covered by condition 11.

Highways and Transportation

- 7.36 The access road to the front of the building is to be used for all servicing vehicles with access from Highbury Grove and egress onto Kelvin Road and drop bollards to control access. The main pedestrian entrance for pupils and staff will be via the existing main entrance on Highbury Grove with a reinstated entrance provided to the dining room and a secondary access to staff offices.
- 7.37 Policies CS10H and DM8.5 expect all new development to be 'car-free' (with the exception of car parking for disabled users). The applicant states that the site TfLs database ascribes a PTAL rating of 5 but that they consider it to have a better rating of 6a(excellent) when manually calculating the result. The site is in a highly accessible location close to many bus routes on Highbury Grove and within walking distance of Highbury and Islington,

and Arsenal Tube Stations, as well as Drayton Park Railway station. Officers consider that the site does not have a clear cut PTAL rating, with some parts of the site falling within level 3 (moderate) and some within level 5 (high).

- 7.38 The application proposes the provision of a total of 160 cycle parking spaces, with 120 spaces in the basement of the building (accessed via a new platform lift), 24 spaces to the Kelvin Road frontage and 16 spaces in the forecourt area to Highbury Grove. With 110 staff and 1000 pupils Policy DM8.4 (Walking and cycling) requires 158.5 cycle parking spaces (1 space per 7 members of staff (15.7 total) and 1 space per 7 students (142.8 total)) and the amount of cycle parking meets the requirements of policy DM8.4. London Plan policies require 220.3 spaces to be provided (1 long stay space per 4 staff (27.5 total), 1 long stay space per 20 students (50 total) and 1 short stay space per 7 students (142.8 total)). Given that the use itself does not require permission and the proposal meets LBI policies the level of cycle parking proposed is considered acceptable. An objector has raised concern regarding potential traffic issues from the location of the cycle and refuse bins. These are both located on the application site and not public highway, with the majority of spaces located within the basement of the building and are therefore not considered to impact on local traffic.
- 7.39 In line with Policy DM8.6 (Delivery and servicing for new developments), Part A, for commercial developments over 200 square metres, delivery/servicing vehicles should be accommodated on-site, with adequate space to enable vehicles to enter and exit the site in forward gear (demonstrated by a swept path analysis). Where servicing/delivery vehicles are proposed on street, Policy DM8.6 (Delivery and servicing for new developments), Part B, requires details to be submitted to demonstrate that on-site provision is not practical, and show that the on-street arrangements will be safe and will not cause a traffic obstruction/nuisance. The retention of the existing access road for servicing is welcomed and is in line with policy. The transport officer has raised the following questions about the detailed operation of this access road and these are covered by condition 14;
- The swept path analysis shows that it will be a tight turn for refuse vehicles to use this access road and there is potential for vehicles to crash into the boundary wall. The applicant has confirmed that it is a tight turn but that the drawings show a vehicle can access the site safely.
 - The use of demarcation on the access road highlighting the pedestrian access and cycle parking could reduce any pedestrian/cycle/vehicle conflict. The applicant has confirmed that the introduction of the drop bollards and the draft Delivery and Servicing Plan (with bookable deliveries) will be an improvement on the existing situation and will minimise conflict.
 - Detailed questions have been raised about how the drop bollards will operate in practice. The applicant has confirmed that all deliveries will be booked so that on site staff are aware of delivery times, delivery drivers will telephone on approach to ensure that the bollards are lowered in time. For deliveries that cannot be booked (such as Royal Mail) there will be a video entry system and the bollards will be controlled from within the building.
- 7.40 A Travel Plan has been submitted, and secured in a S106 agreement, with targets to reduce the number of students who travel by car and increase the number of students and staff who walk or cycle to the site. The applicant's Transport Assessment assesses the impact of the proposed development upon highway networks, movement and safety. It concludes that fewer trips would be generated than a sixth form school use with the existing greater floorspace within the building. TfL have taken a different approach and are comparing the trip generation with the existing vacant building, rather than the

previous use. Officers do not agree with this approach as the use of the building does not require planning permission and the application is merely re-introducing trips that previously took place, with a reduction in floorspace and a predicted reduction in trips compared to the previous use.

- 7.41 The applicant has submitted a Construction Method Statement and an Air Quality Assessment which outlines and assesses the likely construction impacts. It is estimated that there would be a 15 month construction programme, with 25 weeks for the strip out and demolition phase. Construction work is proposed between 8am and 6pm weekdays and 8am and 1pm Saturdays (no audible work on Sundays or Bank Holidays). A Construction Environmental Management Plan (CEMP) is secured by condition.
- 7.42 It is likely that footway and highway reinstatement works would be necessary following completion of the proposed development, and provision for this would have been necessary in any S106 agreement.

Trees and landscaping

- 7.43 The applicant has submitted a tree survey which confirms that the existing tree on the pavement in front of the site (a flowering cherry) can be retained. A condition is recommended requiring tree protection measures to be submitted.

Sustainability, Energy efficiency and renewable energy

- 7.44 Policy DM7.1 requires minor developments with extensions of 100sqm or greater to be accompanied by a Sustainable Design and Construction Statement. Policy DM7.2 requires minor developments to achieve best practice energy efficiency standards, in terms of design and specification. Policy DM7.5 states that developments are required to demonstrate how the design maximises passive design measures to control heat gain and deliver passive cooling. Policy DM6.6 states that all minor new build developments should reduce existing run off levels as far as possible, including through the incorporation of SUDs.
- 7.45 The applicant has submitted a Sustainable Design and Construction Statement as follows:
- Roof top PV panels will be maximised and part of the rooftop fronting Highbury Grove is indicated with 45 panels. It is not clear how much this will contribute to energy provision or why the entire main roof has not been used and a condition is proposed to ensure that PV provision is maximised and that details are submitted.
 - A central energy centre is proposed located in the basement with high efficiency gas fired boilers to provide hot water and heating.
 - Water efficient sanitary fittings are proposed with central water metering
- 7.46 Policy DM7.4G states that minor developments with extensions of 100sqm or greater are required to achieve the water efficiency credits in the relevant BREEAM assessment. If this is not reasonably possible developments are required to achieve at least 2 water efficiency credits. The proposal will achieve a BREEAM level of "Very Good" and the BREEAM pre assessment report aims for achieving 6 or 7 of a possible 9 points. It is not possible to achieve the full 9 credits because the feasibility of having a greywater/rainwater harvesting system on site is not possible.
- 7.47 Policy DM7.3 requires minor new-build developments located within 100metres of an existing DEN to be designed to be able to connect wherever reasonably possible. The site is beyond 100m from the nearest existing DEN.
- 7.48 Policy DM6.5 requires all development to maximise the provision of green roofs and

greening of vertical surfaces as far as reasonably possible. A relatively small area of sedum roof is proposed to one corner of the building of approximately 55sqm. The information submitted with the application does not state why the rest of the roof cannot be provided with a green roof (including the area covered by PV panels where it is standard practice to provide green roofs). A condition is therefore recommended requiring the area of green roofs to be maximised and details to be submitted.

Fire Safety and Emergency Access

- 7.49 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire. The details of the development's Fire Strategy are ultimately controlled through Building Regulations and not dealt with via the planning process, however planning impacts may arise as a consequence of the fire strategy and it is therefore prudent to consider this at planning application stage. The London Fire and Emergency Planning Authority was consulted on the proposed development and did not raise an objection to the proposed development, but recommended that sprinklers are used. An informative (no.4) has been included in the recommendation to remind the applicant of this consideration.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 7.50 Islington's CIL Regulation 123 infrastructure list specifically excludes measures that are required in order to mitigate the direct impacts of a particular development. This means that the measures required to mitigate the negative impacts of this development in terms of carbon emissions, lack of accessible parking spaces and local accessibility cannot be funded through Islington's CIL. Separate contributions are therefore needed to pay for the necessary accessible transport, highway reinstatement and local accessibility investment required to ensure that the development does not cause unacceptable impacts on the local area.
- 7.51 None of the financial contributions included in the heads of terms represent general infrastructure, so the pooling limit does not apply. Furthermore, none of the contributions represent items for which five or more previous contributions have been secured.
- 7.52 The accessible transport contributions are site-specific obligations, both with the purpose of mitigating the negative impacts of this specific development. Furthermore, in the event that policy compliant on-site accessible car parking spaces had been provided by the development (or other accessibility measure) a financial contribution would not have been sought. Therefore, this is also a site-specific contribution required in order to address a weakness of the development proposal, thus also not forming a tariff-style payment.
- 7.53 The highway and footway reinstatement requirement is also very clearly site-specific. The total cost will depend on the damage caused by construction of this development, and these works cannot be funded through CIL receipts as the impacts are directly related to this specific development.
- 7.54 None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.

- 7.55 The agreement will include the following agreed heads of terms:
- Community use clause- describing the spaces within the school which might be available for community lets, how hire charges would be fixed and how the school would inform local community groups that space could be hired.
 - Submission of a draft framework Travel Plan with the planning application, of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase.
 - Servicing management plan.
 - The provision of 3 accessible parking bays or a £6,000 contribution towards bays or other accessible transport initiatives.
 - The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
 - Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106.
- 7.56 No CIL is payable for education use for either the Mayor's or LBI.

8. SUMMARY AND CONCLUSION

Summary

- 8.1 In accordance with the above assessment the comments made by residents and consultee bodies have been taken into account and it is considered that the proposed development is consistent with national policies and the policies of the London Plan, the Islington Core Strategy, the Islington Development Management Policies and associated Supplementary Planning Documents.
- 9.2 The use of the site for a sixth form college does not require planning permission as it is considered that this use falls within the existing D1 use of the building and there is not an intensification of the use that would take it into a different use class. The loss of existing D1 floorspace is considered acceptable as it is needed for a specific D1 user and will improve the quality of space provided. The proposed physical works are considered to be acceptable in terms of design, impact on the conservation area, transport and sustainability/energy and is considered not to have any undue impact on nearby residential properties or the area in general. Conditions are recommended and a Section 106 (S106) agreement, the Heads of Terms of which have been agreed with the applicant.

Conclusion

- 8.2 it is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

- Community use clause - describing the spaces within the school which might be available for community lets, how hire charges would be fixed and how the school would inform local community groups that space could be hired.
- Submission of a draft framework Travel Plan with the planning application, of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase.
- Servicing management plan.
- The provision of 3 accessible parking bays or a £6,000 contribution towards bays or other accessible transport initiatives.
- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106.

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

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

RECOMMENDATION B

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

List of Conditions:

1	Commencement
	The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission. REASON: To comply with the provisions of Section 91(1) (a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).

2	<p>Approved plans list</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>AI-2302 LH-020; LH-021; LH-022; LH-030; LH-040; LH-041; LH-100; LH-101; LH-110; LH-111; LH-112; LH-001; LH-210 A; LH-211 A; LH-212 A; LH-300; LH-400; LH-401; Architecture Initiatives Design and Access Statement version 1.1 dated 14/07/2017; JLL Heritage Statement dated July 2017; JLL Planning Statement dated July 2017; JLL Daylight Sunlight letter ref DR dated 12 July 2017; BS5837 Tree Inspection dated 20 October 2016; B J Unwin Tree Plan dated October 2016; i-Transport Transport Assessment NM/DF/DJ/ITL12096-002C R dated 31 July 2017; i-Transport Framework Delivery and Servicing Plan JD/DF/ITL12096-004B R dated 31 July 2017; i-Transport Framework Travel Plan NM/DF/ITL2096-003B R dated 31 July 2017; RPM Construction Management Plan dated 14 July 2017; WSP Sustainable Design and Construction Statement 70026308 first issue dated July 2017; WSP Acoustic Planning Report 70026308 rev 1 dated 31/07/2017; WSP Air Quality Assessment Report 70026308 rev 1 dated 19/07/2017.</p> <p>REASON: To comply with Section 70(1) (a) of the Town and Country Planning Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p>Construction Environmental Management Plan (CEMP) (details)</p> <p>CONDITION: Notwithstanding the details submitted with the application, a Construction and Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.</p> <p>The Method of Demolition and Construction Statement shall include details and arrangements regarding:</p> <ol style="list-style-type: none"> a) The notification of neighbours with regard to specific works; b) Advance notification of any access way, pavement, or road closures; c) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period; d) Details regarding the planned demolition and construction vehicle routes and access to the site; e) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance; f) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works; g) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.) h) Details of any proposed external illumination and/or floodlighting during construction; i) Details of measures taken to prevent noise disturbance to surrounding residents j) Information on access and security measures proposed to prevent security

	<p>breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site;</p> <ul style="list-style-type: none"> k) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception) l) Details as to how safe and convenient vehicle access will be maintained for all existing units accessed via Melody Lane at all times, including emergency service vehicles; m) Details as to how neighbour amenity impacts arising specifically from the proposed basement and foundations will be minimised; n) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure; and o) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area. <p>The report shall assess the impacts during the preparation/demolition, excavation and construction phases of the development on the surrounding roads, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads.</p> <p>The demolition and development shall thereafter be carried out in accordance with the details and measures approved in the Method of Construction Statement.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
5	<p>Trees (details)</p>
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until details of the retention and adequate protection of all trees and tree root systems bordering and adjacent to the site have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The details shall include a site plan identifying all trees to be retained including the location of Root Protection Area (RPA) and Construction Exclusion Zone (CEZ) and the erection of protective hoarding. Tree protecting fencing shall consist of a rigid 2.4 metre OSB, exterior grade ply high sterling board hoarding or weld mesh. Protection/retention shall be in accordance with BS 5837, 2005 'Trees in Relation to Construction'. Heras fencing in concrete, rubber or similar foot plates is not acceptable as a form of tree root protection.</p> <p>The tree retention and protection shall be carried out strictly in accordance with the details so approved, installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.</p> <p>REASON: To protect the health and stability of trees to be retained to neighbouring sites, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>

6	<p>Materials (details)</p>
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) solid brickwork including recessed brick panels (including brick panels and mortar courses) b) cleaning and repair to existing brickwork and existing boundary wall; c) cladding, glazing and render to extension; d) new and refurbished windows (including sections and reveals); e) external doors (including sections and reveals); f) roof top balustrading treatment (including sections); g) roof plant louvres; h) extended stair/lift cores; i) gates and railings to kelvin road; j) new canopy to Kelvin Road; k) new entrance canopies to Highbury Grove; l) green procurement plan; and m) any other materials to be used. <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
7	<p>Landscaping (details)</p>
	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> a) an updated Access Statement detailing routes through the landscape and the facilities it provides; b) a biodiversity statement detailing how the landscaping scheme maximises biodiversity; c) existing and proposed underground services and their relationship to both hard and soft landscaping; d) soft plantings: including grass and turf areas, shrub and herbaceous areas; e) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; f) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; g) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; and h) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of</p>

	<p>completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
8	<p>Photovoltaic panels (details)</p> <p>CONDITION: Prior to first occupation of the development hereby approved, details of the proposed Solar Photovoltaic Panels shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - How the provision has been maximised; - Location; - Area of panels; and - Design (including angle of panels and elevation plans). <p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard of design.</p>
9	<p>Balcony screening (compliance)</p> <p>CONDITION: The southern boundary of the roof top terrace shall be a minimum of 1.6m high, be either a solid or obscure glazed treatment and shall be provided prior to first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and maintained as such thereafter.</p> <p>REASON: To prevent the undue overlooking of neighbouring habitable room windows or balconies.</p>
10	<p>Pipes (compliance)</p> <p>CONDITION: Other than any pipes shown on the plans hereby approved, no additional plumbing, down pipes, rainwater pipes or foul pipes shall be located/fixed to any elevation(s) of the buildings hereby approved.</p> <p>Should additional pipes be considered necessary the details of those shall be submitted to and approved in writing by the Local Planning Authority prior to installation of any such pipe.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would detract from the appearance of the building.</p>
11	<p>Access (compliance)</p> <p>CONDITION: Notwithstanding the plans hereby approved the scheme shall be constructed in accordance with the principles of Inclusive Design. To achieve this the</p>

	<p>development shall incorporate/install:</p> <ol style="list-style-type: none"> Provision should also be made for the storage and charging of mobility scooters. A lift that meets the standards set out in the Approved Document M, BS8300: 2009 and/or LBIs Inclusive Design SPD. Accessible cycle parking with 1500mm clear space alongside for use by ambulant disabled cyclists. An accessible sick room Accessible WC/showers measuring at least 2.4 x 2.5m with access to nearby locker/storage facilities wherever general needs facilities are installed; A safe evacuation refuge location to each stair core within the building along with an emergency voice communications system. Sound enhancement in all teaching, meeting and performance spaces. <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
12	<p>Cycle Parking Provision (Compliance)</p> <p>CONDITION: The bicycle storage area(s) shown on drawing AI-2302 LH-210 A hereby approved, shall be secure and provide for no less than 160 bicycle spaces and 1 mobility scooter space and shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
13	<p>Cycle Parking access lift (compliance)</p> <p>CONDITION: The cycle parking access lift from pavement to basement level, shown on drawing AI-2302 LH-210 A hereby approved, shall be large enough to accommodate the volume of cycles in the basement and provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
14	<p>Delivery and servicing plan (details)</p> <p>*CONDITION: A Delivery and Servicing plan shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of works on site. This shall include, but not be limited to, the following:</p> <ul style="list-style-type: none"> Measures to ensure that all vehicles can access the servicing road without crashing into the boundary wall/railings. The use of demarcation on the access road highlighting the pedestrian access and cycle parking in order to reduce any pedestrian/cycle/vehicle conflict. How the drop bollards will operate in practice and how vehicles queuing on Highbury Grove will be minimised and managed. <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
15	<p>Waste Management (compliance)</p> <p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on drawing no.</p>

	<p>AI-2302 LH-210 A shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
16	<p>Mechanical Ventilation (Details)</p> <p>CONDITION: Details of the mechanical ventilation system(s) for the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The mechanical ventilation system(s) shall be installed and operational prior to the first occupation of the development.</p> <p>The mechanical ventilation system(s) shall be carried out strictly in accordance with the details so approved, installed and operational prior to the first occupation of the development and maintained as such thereafter.</p> <p>REASON: Insufficient detail has been provided indicating the design and operation of the mechanical ventilation system .</p>
17	<p>Air Quality (details)</p> <p>* Prior to the commencement of works on the development hereby permitted, a site report detailing steps to minimise the development's future occupiers' exposure to air pollution shall be submitted to and approved by the Local Planning Authority. The approved scheme is to be completed prior to occupation of the development and shall be permanently maintained thereafter.</p> <p>REASON: To secure an appropriate future environment.</p>
18	<p>Green and Brown Roofs (Details)</p> <p>CONDITION: Details of the biodiversity (green/brown) roof(s) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The biodiversity (green/brown) roof(s) shall be maximised and be :</p> <ol style="list-style-type: none"> biodiversity based with extensive substrate base (depth 80-150mm); a larger area than currently shown on the submitted roof plan, including in combination with any proposed PV panels; planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision</p>

	towards creation of habitats and valuable areas for biodiversity.
19	Water Use (Compliance)
	<p>CONDITION: The development shall achieve at least 6 of the water efficiency BREEAM credits.</p> <p>REASON: To ensure the sustainable use of water.</p>
20	Hours of use (compliance)
	<p>CONDITION: The third floor roof top amenity space and associated external lighting hereby approved shall not operate outside the hours of:</p> <p>08:00 – 20:00 Monday – Saturday And not on Sundays or Bank Holidays</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
21	Flat Roof Not Used As Amenity Space (Compliance)
	<p>CONDITION: The flat roof area to the main roof shown on drawing. AI-2302 LH-212 A hereby approved shall not be used as an amenity or sitting out space of any kind whatsoever and shall not be used other than for essential maintenance or repair, or escape in case of emergency, unless otherwise agreed in writing by the Local Planning Authority</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
22	Noise from fixed plant (Compliance)
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest residential window, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To ensure an adequate level of internal amenity is provided for future residents, and to protect the amenities of the neighbouring occupiers from the proposed mechanical plant.</p>
23	Noise (compliance)
	<p>CONDITION: No events with amplified music shall take place on the roof top amenity space hereby approved unless otherwise approved in writing by the Local Planning Authority.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
24	CCTV, Lighting and Security Lighting (Details)
	<p>CONDTION Details of site-wide general security measures shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation</p>

	<p>of the development. The details shall relate to:</p> <ul style="list-style-type: none"> a) CCTV; b) general lighting; and/or c) security lighting <p>The details shall include the location and full specification of: all lamps; light levels/spill; cameras (detailing view paths); lamps, floodlights, support structures and hours of operation.</p> <p>The external lighting and general security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to the first occupation of the development hereby approved and shall be maintained as such thereafter. .</p> <p>REASON: To ensure that the any resulting general or security lighting and CCTV cameras are appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the building.</p>
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List of Informatives:

1	S106
	SECTION 106 AGREEMENT: You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.
2	Superstructure
	DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION': A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	Advert
	ADVERTS: This permission is granted without prejudice to the necessity of obtaining consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007. The applicant is advised that the indicative signage shown (vertical band, three storeys in height) is not acceptable and that a smaller horizontal band of signage above the main entrance might be more appropriate.
4	Fire Safety
	FIRE SAFETY: It is recommended that you obtain technical advice regarding compliance with the Building Regulations (and/including matters relating to fire safety and evacuation) prior to any further design work commencing and prior to the selection of materials. In particular, you should seek further guidance regarding the design of the external fabric (including windows) to limit the potential for spread of fire to other buildings and the London Fire and Emergency Planning Authority has recommended that sprinklers are considered where the proposals relate to schools.
	Islington's Building Control team has extensive experience in working with clients on a

	<p>wide range of projects. Should you wish to discuss your project and how Islington Building Control may best advise you regarding compliance with relevant (building control) regulations, please contact Andrew Marx on 020 7527 2045 or by email on andrew.marx@islington.gov.uk.</p>
5	<p>Removal of Permitted Development Rights</p> <p>REMOVAL OF PERMITTED DEVELOPMENT RIGHTS: The applicant is reminded that an article 4 direction came into force on 15 July 2014 to remove Permitted Development Rights which allow the change from D1 (non residential institutions) to temporary 'flexible uses'.</p>
6.	<p>Roof top plant</p> <p>ROOF TOP PLANT: The applicant is advised that any additional roof top plant not shown on the approved plans will require a separate planning application.</p>
7	<p>Construction works</p> <p>CONSTRUCTION NOISE: Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Pollution Team, Islington Council, 222 Upper Street London N1 1XR (Tel. No. 020 7527 3258 or by email pollution@islington.gov.uk) or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.</p>
8	<p>Highways Requirements</p> <p>HIGHWAYS REQUIREMENTS Compliance with sections 168 to 175 and of the Highways Act, 1980, relating to "Precautions to be taken in doing certain works in or near streets or highways". This relates, to scaffolding, hoarding and so on. All licenses can be acquired through streetworks@islington.gov.uk</p> <p>Compliance with section 174 of the Highways Act, 1980 - "Precautions to be taken by persons executing works in streets." Should a company/individual request to work on the public highway a Section 50 license is required. Can be gained through streetworks@islington.gov.uk</p> <p>Compliance with section 140A of the Highways Act, 1980 – "Builders skips: charge for occupation of highway. Licenses can be gained through streetworks@islington.gov.uk</p> <p>Compliance with sections 59 and 60 of the Highway Act, 1980 – "Recovery by highways authorities etc. of certain expenses incurred in maintaining highways". Haulage route to be agreed with streetworks officer. Contact streetworks@islington.gov.uk</p> <p>Joint condition survey required between Islington Council Highways and interested parties before commencement of building works to catalogue condition of streets and drainage gullies. Contact highways.maintenance@islington.gov.uk Approval of highways required and copy of findings and condition survey document to be sent to planning case officer for development in question.</p> <p>Temporary crossover licenses to be acquired from streetworks@islington.gov.uk. Heavy duty vehicles will not be permitted to access the site unless a temporary heavy duty crossover is in place.</p>

Highways re-instatement costing to be provided to recover expenses incurred for damage to the public highway directly by the build in accordance with sections 131 and 133 of the Highways Act, 1980.

Before works commence on the public highway planning applicant must provide Islington Council's Highways Service with six months notice to meet the requirements of the Traffic Management Act, 2004.

Development will ensure that all new statutory services are complete prior to footway and/or carriageway works commencing.

Works to the public highway will not commence until hoarding around the development has been removed. This is in accordance with current Health and Safety initiatives within contractual agreements with Islington Council's Highways contractors.

Alterations to road markings or parking layouts to be agreed with Islington Council Highways Service. Costs for the alterations of traffic management orders (TMO's) to be borne by developer.

All lighting works to be conducted by Islington Council Highways Lighting. Any proposed changes to lighting layout must meet the approval of Islington Council Highways Lighting. NOTE: All lighting works are to be undertaken by the PFI contractor not a nominee of the developer. Consideration should be taken to protect the existing lighting equipment within and around the development site. Any costs for repairing or replacing damaged equipment as a result of construction works will be the responsibility of the developer, remedial works will be implemented by Islington's public lighting at cost to the developer. Contact streetlights@islington.gov.uk

Any damage or blockages to drainage will be repaired at the cost of the developer. Works to be undertaken by Islington Council Highways Service. Section 100, Highways Act 1980.

Water will not be permitted to flow onto the public highway in accordance with Section 163, Highways Act 1980

Public highway footway cross falls will not be permitted to drain water onto private land or private drainage.

APPENDIX 2 – RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals. Since March 2014 planning practice guidance for England has been published online.

2 Development Plan

The Development Plan is comprised of the London Plan 2016, Islington's Core Strategy 2011, Islington's Development Management Policies 2013 and Islington's Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.9 Inner London

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.16 Protection and enhancement of social infrastructure

Policy 3.18 Education facilities

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.5 Decentralised energy networks

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.8 Innovative energy technologies

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity transport infrastructure

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Lifetime neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.18 Protecting local open space and addressing local deficiency

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

Policy 5.11 Green roofs and development site environs
Policy 5.12 Flood risk management
Policy 5.13 Sustainable drainage
Policy 5.14 Water quality and wastewater infrastructure
Policy 5.15 Water use and supplies
Policy 5.17 Waste capacity
Policy 5.18 Construction, excavation and demolition waste

8 Implementation, monitoring and review

Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

CS 8 Enhancing Islington's character

Strategic Policies

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

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Policy CS15 (Open Space and Green Infrastructure)

Policy CS16 (Play Space)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

Policy CS20 (Partnership Working)

C) Development Management Policies 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.3 Decentralised energy networks

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

Shops, culture and services

DM4.12 Social and strategic infrastructure and cultural facilities

Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM8.6 Delivery and servicing for new Developments

Health and open space

DM6.1 Healthy development

DM6.2 New and improved public open space

DM6.5 Landscaping, trees and biodiversity

DM6.6 Flood prevention

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

3. Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations June 2013.

Islington Local Plan

Melody Lane Employment Growth Area
Highbury Fields Conservation Area

London Plan

None relevant

4. Supplementary Planning Guidance (SPG) / Documents (SPD)

The following SPGs and SPDs are relevant:

Islington Local Plan

- Environmental Design SPD
- Conservation Area Design Guidelines
- Inclusive Design in Islington SPD
- Inclusive Landscape Design SPD
- Planning Obligations (Section 106) SPD
- Streetbook SPD
- Urban Design Guide SPD

London Plan

- Accessible London: Achieving an Inclusive Environment SPG
- The Control of Dust and Emissions During Construction and Demolition SPG
- Planning for Equality and Diversity in London SPG
- Character and Context SPG
- London Planning Statement SPG
- Play and Informal Recreation SPG
- Social Infrastructure SPG
- Sustainable Design and Construction SPG

CONFIDENTIAL



ISLINGTON

Planning Service
Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA

T 020 7527 2389
F 020 7527 2731
E Luciana.grave@islington.gov.uk
W www.islington.gov.uk

Our ref:

Date: 02 December 2016

ATT: Sarah Roe
JLL
30 Warwick Street
London
W1B 5NH

Dear Sarah Roe,

ISLINGTON DESIGN REVIEW PANEL

RE: Ladbroke House, Highbury Grove, N5 2AG (pre-application ref. Q2016/2444/MJR)

Thank you for attending Islington's Design Review Panel meeting on 8 November 2016 for a first review of the above scheme. The proposed scheme under consideration is for the proposed use of the building for Class D1 school use, and addition of a single storey roof extension comprising 9 residential apartments (Class C3) (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Kate Graham, Phil Coffey, Tim Attwood, Simon Carne and Charles Thomson on 8 November 2016 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

The Panel raised concerns over the intensity of the proposed use involving 1000 pupils and 200 staff. Panel members stressed that a rigorous transport assessment needed to be undertaken assessing student movements and management plans drawn up staggering arrival times. Some panel members did not think it was possible for the scheme to have an acceptable impact on the local area in terms of numbers. The school is in an area which is already very congested with traffic and people, particularly in the morning and late afternoon and there are two major secondary schools within a 400 meter radius of the site. The impact of all the existing local activity must be assessed as part of any assessment of the likely future impact of a new school.

The Panel felt that it was wrong to introduce a residential use above the school, especially when it is not required to finance the proposals and given the concerns over the overintensive use of the site as proposed, with confined internal circulation / break-out space and no significant outdoor space. Panel members recommended that the residential use be omitted in order to allow greater opportunities to accommodate the school use. Panel members stated that given the lack of usable outdoor space the entrance forecourt should be designed to have the maximum positive impact and cycle storage will restrict the space. The Panel considered that more important communal spaces should overlook this forecourt, such as the dining hall, as opposed to offices.

While panel members welcomed the replacement of the poor quality uPVC windows with steel windows they felt that the detailed design incorporating louvres required careful consideration in function and appearance. The Panel also pointed out that the internal partitions to the roof extension did not align with the proposed mullions and were therefore concerned that the design would be undeliverable as drawn.

Summary

The Panel raised concerns over the intensity of the proposed use and the likely impact on the local area, stressing the need for a rigorous transport assessment. Panel members felt that it was wrong to introduce a residential use above the school and that this should be omitted in order to allow greater opportunities to enhance the school use by increasing internal circulation / break-out space and to bring natural light deeper into the plan. The Panel members raised concerns over the lack of meaningful outdoor space stating that the forecourt should be designed to have the maximum positive impact and that more important spaces should overlook it. Panel members welcomed the replacement of the poor quality uPVC windows with steel windows though lack of attention to detailed design could undermine any benefit. They also pointed out inconsistencies between the plans and elevations of the proposed roof extension.

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

Confidentiality

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

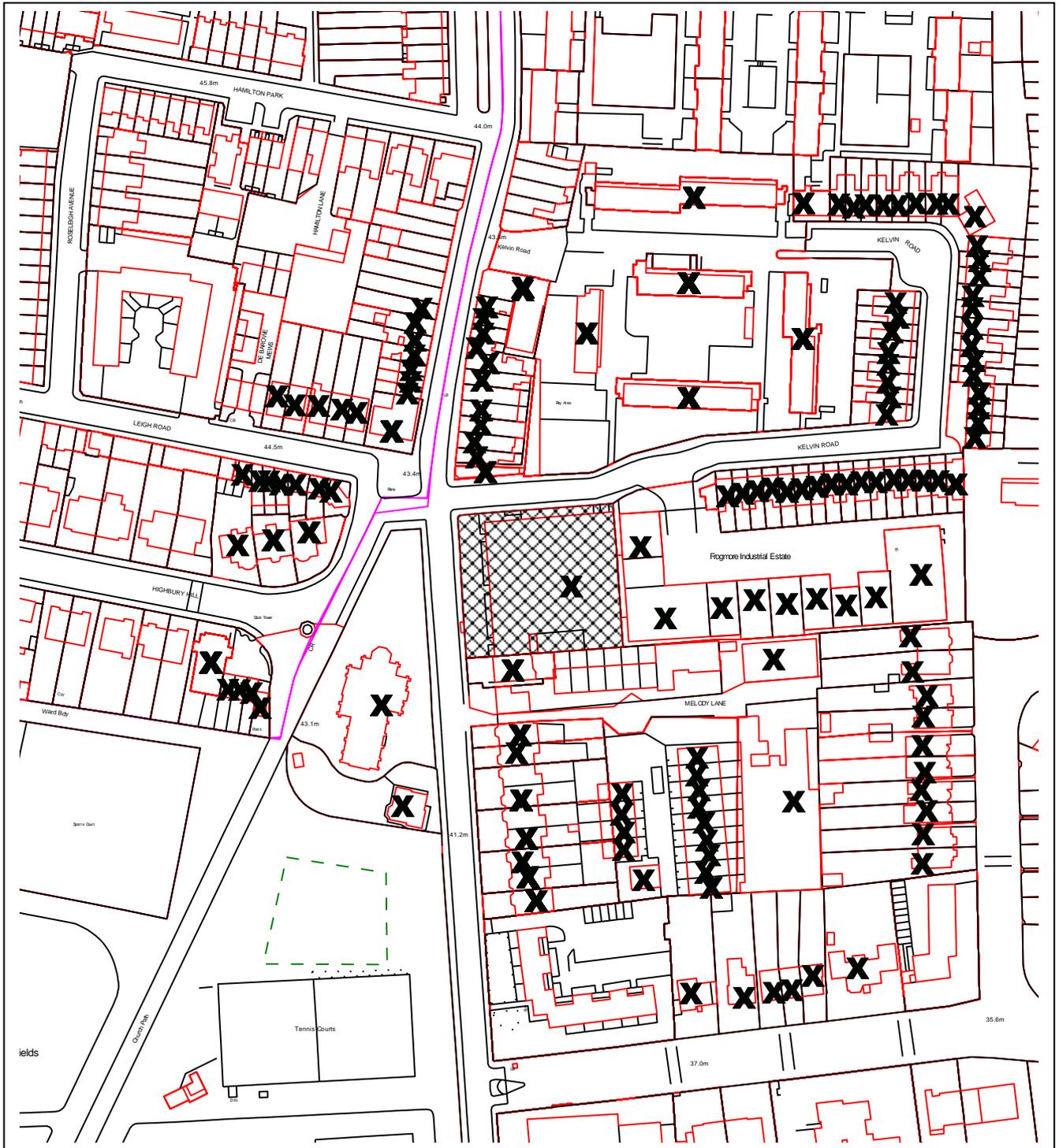
Yours sincerely,



Luciana Grave

Design Review Panel Coordinator
Design & Conservation Team Manager

Islington SE GIS Print Template



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P2017/3006/FUL

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PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 Town Hall
 Upper Street
 LONDON N1 1YA

PLANNING COMMITTEE		AGENDA ITEM NO: B4
Date:	7 th November 2017	

Application number	P2017/3081/FUL
Application type	Full Planning Application
Ward	Canonbury
Listed building	opposite Grade II* and II listed buildings
Conservation area	opposite Canonbury Conservation Area
Development Plan Context	Site Allocation OIS3 Employment Growth Area
Licensing Implications	Premises license may be required for ancillary cafe
Site Address	Leroy House, 436 Essex Road, London, N1 3QP
Proposal	Extensions to the existing building, including an additional storey above existing building and part 4-, part 5-storey extension over car park, to provide office, workshop and studio space with an ancillary cafe, together with hard and soft landscaping

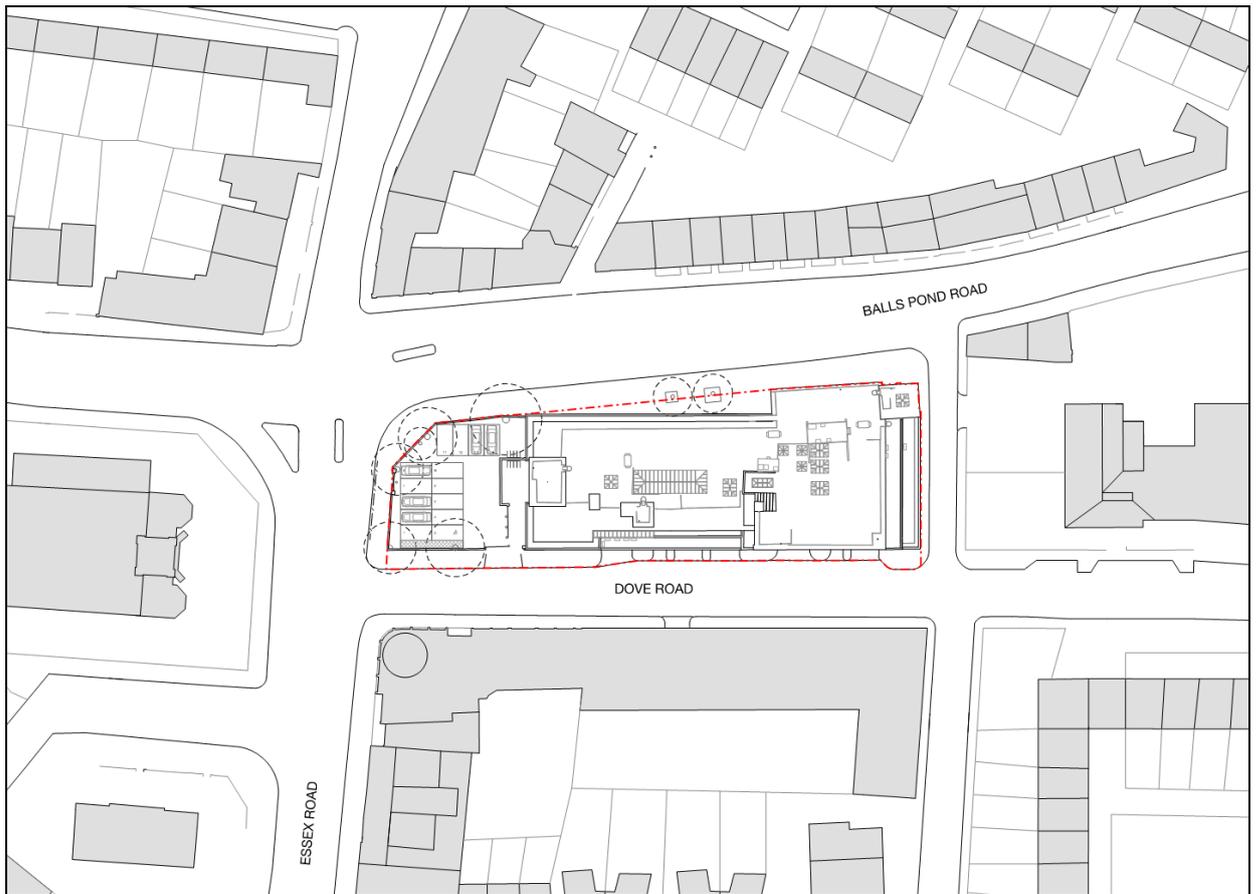
Case Officer	Victor Grayson
Applicant	Workspace 14 Ltd
Agent	Lichfields

1 RECOMMENDATION

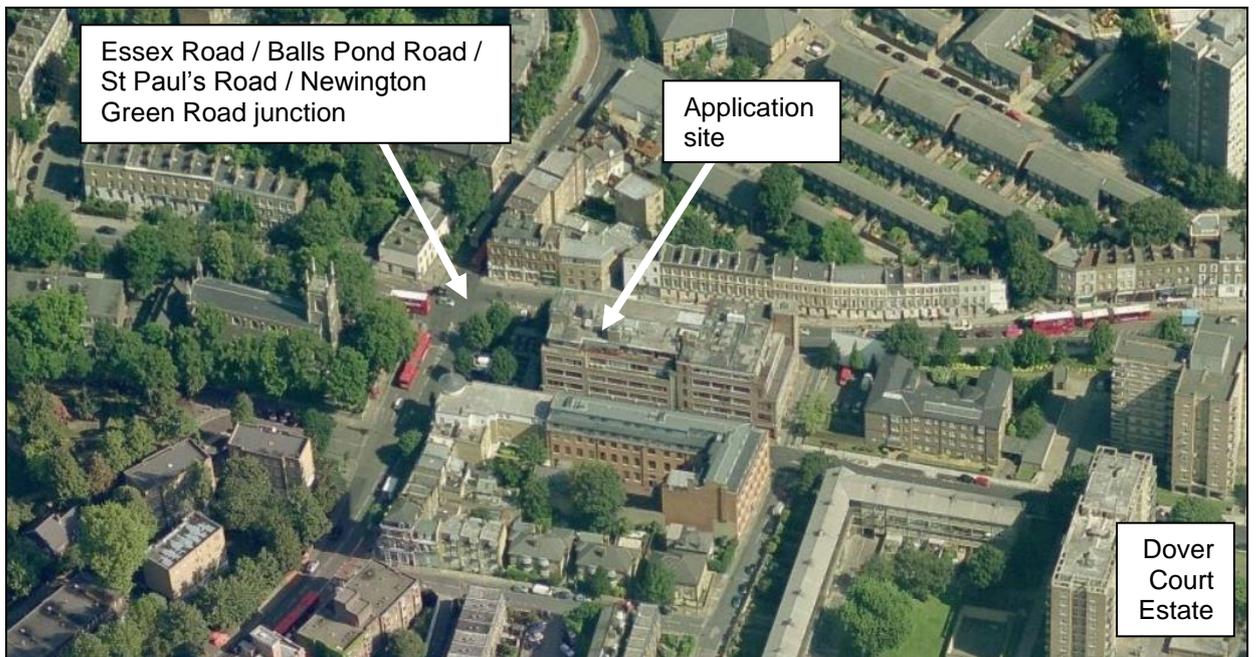
The Committee is asked to resolve to **GRANT** planning permission:

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

2 SITE PLAN (SITE OUTLINED IN RED)



3 PHOTOS OF SITE/STREET



Photograph 1: aerial view of site and surroundings from the south



Photograph 2: existing building (Essex Road elevation)



Photograph 3: existing building (Henshall Street and Dove Road elevations, with St Paul's Church in the background)

4 SUMMARY

- 4.1 This application was submitted following the council's refusal of planning permission for a five-storey extension and additional storey in 2016. The council's reasons for refusal related to design, impacts on heritage assets, and loss of daylight and sunlight

to The Pinnacle and Canonbury Heights. The applicant has appointed a new architect since the previous application was refused.

- 4.2 The application site is 0.2 hectares in size and is currently occupied by a five-storey building in B1 use. The site is within an Employment Growth Area, is adjacent to the Canonbury Conservation Area, and is the subject of Site Allocation OIS3, which allocates the site for refurbishment/intensification for business space to provide improved quality and quantity of spaces for small/medium sized enterprises.
- 4.3 The applicant proposes the erection of a part four-, part five-storey extension at the western end of the site, over the existing car park. Limited excavation of the site is proposed. The car park's six existing trees, which are of limited amenity value, would be felled, and three replacement trees and additional planting is proposed.
- 4.4 An additional storey is also proposed to the existing building, at fifth floor level. This would have glazed and metal-clad elevations.
- 4.5 The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 4.6 The proposal is considered largely acceptable in terms of land use, inclusive design, transportation and servicing, sustainability and energy, subject to conditions and an appropriate Section 106 agreement.
- 4.7 The principle of building on the site's car park is considered acceptable. The proposed extension would have stepped massing, which would help limit its visual impact and would enable it to relate well with its context. Elevations would be of brick, with glazing set in metal frames coloured light bronze.
- 4.8 Noting the statutory duty placed on the council by the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character and appearance of the Canonbury Conservation Area, the proposed development is considered acceptable in design and conservation terms, and in terms of its impact upon the Grade II* listed St Paul's Church opposite. The comments and concerns of Islington's Design Review Panel have been adequately addressed.
- 4.9 The additional storey would cause some harm to the setting of the Grade II listed terrace at 178-190 Balls Pond Road, and this weighs negatively in the balance of planning considerations, however the harm is not considered so great as to warrant refusal of planning permission, particularly given the public benefits of the proposed development.
- 4.10 Objections have been received from neighbouring residents on amenity and other grounds. Adverse impacts upon natural light have been identified in the applicant's daylight and sunlight assessment (particularly in relation to The Pinnacle at 2 Dove Road), and these impacts weigh negatively in the balance of planning considerations, however having regard to the weight to be given to these impacts, it is considered that they are outweighed by the proposed development's benefits. Refusal of permission on these grounds is not recommended.

- 4.11 Appropriate Section 106 Heads of Terms have been agreed with the applicant.
- 4.12 The benefits of the proposed development (including the re-use of previously-developed land, the removal of on-site parking spaces, the provision of new B1 employment floorspace (including space suitable for occupation by micro or small enterprises), the provision of refuse and cycle storage, and surface water run-off improvements) are noted and have been considered in the final balance of planning considerations, along with the shortcomings of the proposed development (the abovementioned neighbour amenity impacts and harm to the setting of an adjacent listed terrace). On balance, it is recommended that planning permission be granted.

5 SITE AND SURROUNDINGS

- 5.1 The application site is bounded by Essex Road, Balls Pond Road, Henshall Street and Dove Road. The part of the site within the ownership of the applicant is 1,830sqm (0.18 hectares) in size, however the *application site* includes the adjacent pavements of Dove Road, and is 2,018sqm (0.2 hectares) in area. The majority of the site is occupied by a five-storey building (Leroy House) which accommodates 6,053sqm GIA (4,013sqm NIA) of B1 floorspace, including ancillary spaces. There is an ancillary car park at the western end of the site.
- 5.2 The existing building was built in three phases – the original building was constructed at the east end of the site in the 1930s, and extensions were added in the 1940s and 1960s. The building has brick facades with grey painted ground floor elevations and large glazed elements in metal frames. The fenestration (including doorways and servicing access doors) are of red painted metal. The building also has a tower element (accommodating a stair core) on the corner of Balls Pond Road and Henshall Street.
- 5.3 To the south of Leroy House is Dove Road, where there are residential buildings of three to five storeys in height. The Pinnacle is a four-storey residential development at the western end of Dove Road at its junction with Essex Road. Flats in the northern elevation of The Pinnacle currently overlook the car park of Leroy House. Further east along Dove Road is Canonbury Heights / Arboretum Court, a residential conversion development.
- 5.4 To the north, on the opposite side of Balls Pond Road, are residential and commercial uses in historic buildings (mainly three storeys in height), including a Grade II listed terrace (178-190 Balls Pond Road).
- 5.5 To the east is a four-storey residential development (Queen Elizabeth Court) with car parking and garden areas. To the west is the Grade II* listed St Paul's Church, now in use as a school.
- 5.6 There are six trees within the application site (surrounding the car park), and there are two street trees on Balls Pond Road.
- 5.7 The Canonbury Conservation Area covers land and buildings to the north, south and west of the application site.

- 5.8 The site is the subject of Site Allocation OIS3, and is within an Employment Growth Area.
- 5.9 The site has a high PTAL score of 6a, and is well served by buses. A dropped kerb on Dove Road provides vehicular access to the site's car park. The car park can accommodate up to 14 vehicles (if double parked). The site is within a Controlled Parking Zone, and is surrounded by double and single yellow lines, bus stops and stands, and parking spaces for permit holders.

6 PROPOSAL (IN DETAIL)

- 6.1 The applicant proposes the erection of a part four-, part five-storey extension to the western end of the site, over the site's ancillary car park. This would bring the building's main entrance close to the corner of Essex Road and Balls Pond Road, and areas of public realm would be added to the pavements of these streets. An additional storey (fifth floor) is also proposed to the existing building, and this would be set in from the edges of the building on all sides, except for along a part of the Dove Street elevation. A plant enclosure, core overrun and photovoltaic panels are proposed above the additional storey.
- 6.2 The proposed extension and additional storey would result in an uplift in B1 floorspace of 2,154sqm GIA (1,698sqm NIA). This floorspace would include an ancillary café proposed at the ground floor of the four/five-storey extension. Refuse and cycle stores, accessed from Dove Road, are proposed at ground floor level within the existing building, and other internal reconfiguration of the existing accommodation is also proposed. External alterations associated with these changes are proposed, and some excavation of the car park is proposed to enable the existing internal ground floor level to be continued across the site.
- 6.3 Six existing trees within the site's car park would be felled to make way for the four/five-storey extension, and three replacement trees are proposed, along with climbing plants to the proposed extension.
- 6.4 Elevations of the extension would be of brick, however large areas of glazing are also proposed. The additional storey would be of glass and metal coloured light bronze. Fenestration would also be metal coloured light bronze.
- 6.5 No on-site car parking is proposed. Space for the parking of 98 cycles, including two for accessible or recumbent cycles, is proposed in the ground floor store. A further six outdoor cycle parking spaces are proposed for visitors outside the proposed main entrance. Shower and changing facilities are proposed adjacent to the cycle store.

7 RELEVANT HISTORY

Planning Applications

- 7.1 25/07/2016 (following resolution made by the Planning Committee on 12/07/2016) – Planning permission refused for a 5-storey extension, 6-storey Balls Pond Road

entrance projection and roof level extensions to the existing building with external terraces to provide office, workshop and studio spaces (use class B1) with an ancillary café, refurbishment of existing building, internal cycle parking, and associated hard and soft landscaping including tree planting on Essex Road and pavement improvement works to Dove Road. Ref: P2015/2652/FUL.



Image 1: Previously-proposed (and refused) scheme

7.2 The council's reasons for refusal were:

- 1) The proposed development, by reason of the size, height, bulk, scale and poor quality of design (including the external structural elements, roof top plant, the external appearance and poor relationship between the existing and new built form) would represent an incongruous and visually intrusive form of development which would be harmful to the character and appearance of the original building, and to the character and appearance of the street scene and the surrounding area, the proposal also fails to provide a high quality design appropriate to the site's prominent location at the junction of the busy Essex and Balls Pond Roads, and is contrary to London Plan (2015) policy 7.6, Islington's Core Strategy (2011) policy CS9, Islington's Development Management Policies (2013) policy DM2.1, Islington's Local Plan Site Allocations (2013) Site OI3, and the Islington Urban Design Guide SPD. The benefits of the scheme are not considered to outweigh this harm.
- 2) The proposed development by reason of its bulk, scale, design and proximity to St Paul's Church (Grade II*) and other Grade II listed buildings on Balls Pond Road, would result in an overly dominant feature that is harmful to the setting of the Grade II and Grade II* listed buildings and their special interest and the setting of Canonbury Conservation area and failing to be sympathetic in form and scale to the local identity. The harm is not outweighed by public benefits and as such the development is contrary to London Plan (2015) policy 7.8, Islington's Core Strategy (2011) policy CS9, Islington's Development

Management Policies (2013) policy DM2.3, Islington's Local Plan Site Allocations (2013) Site OI3, and the Islington Urban Design Guide SPD.

- 3) The proposed extensions to the building by virtue of the excessive height and positioning would result in substantial loss of daylight, sunlight to the windows of dwellings in Canonbury Heights and The Pinnacles and as such would unacceptably harm the amenities of residents of these dwellings. This harm makes the proposal contrary to policy 7.6 of the London Plan (2011), policy DM2.1 of the Development Management Policies (2013) as well as BRE 'Site layout planning for daylight and sunlight: a guide to good practice'. The benefits of the scheme are not considered to outweigh this harm.

- 7.3 The applicant did not lodge an appeal against the council's refusal of planning permission.
- 7.4 Much of the site's other planning history relates to the installation of telecommunications equipment and advertising. Aside from the telecommunication and advert related applications, the site has the following planning history:
- 7.5 24/05/2012 – Planning permission refused for the change of use of a ground floor unit (Unit M) from office (B1 use class) to Parent and Child Group and Play Group (D1 use class). Ref: P120741.
- 7.6 30/10/2001 – Planning permission granted for the retention of existing mini-cab control office. Ref: P011484.
- 7.7 25/10/1999 – Planning permission refused for the change of use of part of ground floor to an A3 use. Ref: 990550.
- 7.8 03/03/1999 – Planning permission granted for the installation of a glazed canopy to front entrance. Ref: 990070.
- 7.9 01/11/1996 – Planning permission granted for the change of use of part of the ground floor units GP, GM and GJ to shop (A1) or (A2) purposes. Ref: 961157.
- 7.10 01/09/1994 – Planning permission granted for a new porch and access ramp to front entrance. Ref: 940502.
- 7.11 18/01/1993 – Planning permission granted for approved a change of use to a motorcycle repair workshop including the conducting of MOT tests and the sale of accessories. Ref: 921258
- 7.12 25/11/1991 – Planning permission granted for a change of use of one unit (unit 2N) to a cafe. Ref: 910616.

Enforcement

- 7.13 No relevant history.

Pre-application Advice

- 7.14 Following the refusal of planning permission in 2016, the applicant appointed a new architect and planning consultant, and commenced pre-application discussions with officers. No pre-application advice letter was issued, however verbal and email advice was provided by officers. The main points of that advice were:
- Proposal is policy-compliant in terms of land use.
 - Extension to western end of the site would be of an appropriate scale and design.
 - Development on the site's car park is acceptable – this space had previously been occupied by buildings, and the extension would continue the building line of Essex Road, framing and emphasising the church and its greenery. However, given that the development would cover the last part of the site that may have otherwise been available for ground-level soft landscaping, biodiversity improvements and sustainable urban drainage solutions, forthcoming development will be expected to deliver sustainability improvements here or elsewhere on site, in the form of green and blue roofs, bird/bat boxes, log piles for invertebrates, and possibly green walls.
 - Materials and strong vertical emphasis to elevations are appropriate.
 - Subject to details, the proposed additional storey is acceptable in design terms.
 - Proposal would not unduly compete with the church opposite.
 - Proposed loss of parking spaces welcomed.
 - Site's existing six trees are not protected and have defects. Their loss is acceptable given that three replacement trees and a planter are proposed.
 - Green roofs will need to comply with guidance in Islington's Environmental Design SPD.
 - Proposed blue roofs are welcomed. Applicant should not simply work to the 50l/s/ha figure set out in Development Management Policy DM6.6 – this is a maximum figure, and applicant should endeavour to get as close as possible to a greenfield run-off rate of 8l/s/ha for the four/five-storey extension.
 - Proposal presents an opportunity to improve surface water run-off from the site, and to secure other environmental improvements to the existing building.
 - If the building's existing, unsightly antennae are lawful, their removal as part of the proposal would be welcomed.
 - Proposed effective widening of pavements at the western end of the site is welcomed.
 - Daylight and sunlight assessment should clarify what room size assumptions were made in relation to neighbouring properties.
- 7.15 The applicant team additionally presented their emerging proposals to the Members' Pre-Application Forum on 24/07/2017.

8 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 435 adjoining and nearby properties on Ball's Pond Road, Baxter Road, Bingham Street, Dove Road, Essex Road, Henshall Street, Marquess Road, Mildmay Street, Newington Green Road, Shuna Walk, St Paul's Road, Taransay Walk, Wakeham Street and Woodford Mews. A site notice and press advertisement were displayed on 24/08/2017. The public consultation period expired on 14/09/2017, however it is the council's practice to continue to consider representations made up until the date of a decision.
- 8.2 Objections to the proposed development from a total of seven unique addresses (four from residents of The Pinnacle (2 Dove Road), two from residents of Newington Green Road, and one from a resident of St Paul's Road) have been received from the public with regard to the application following the council's consultation.
- 8.3 The issues raised following the council's initial consultation can be summarised as follows (paragraph numbers refer to where the matter is addressed in this report):
- Overdevelopment of site (**paragraph 10.25**).
 - Loss of open space from corner site at junction. Islington has the least or one of the lowest amounts of open space in any London borough and promotes retention of open spaces. 100% of the existing open space (currently a car park with trees) would be covered. Space should be retained as a garden for Leroy House employees and the local area (**paragraphs 10.17 and 10.119**).
 - Loss of trees, not all of which would be replaced (**paragraph 10.153**).
 - Four/five-storey extension is grossly over scaled. Mass and bulk would tower over junction. Extension would meet the site boundary and not be set back from pavement as the church opposite is – this would fundamentally change the character of the junction. Other developments of a similar size and stature are setback from the boundary, allowing them to not dominate and tower over the pavement. Proposal would crowd the pavement and enclose the junction. Masonry tower would fill all the space at this site, and would dominate skyline. Claustrophobic and inhospitable urban space would be created. Vertical façade should not be allowed so close to Essex Road – halfway across the car park (with green space, seating and a fountain or sculpture in front) should be the maximum allowed. Massing should be stepped from second storey upwards to prevent encroachment into urban space and restriction of sight lines in neighbouring streets (**paragraphs 10.17 to 10.23**).
 - Side extension is ugly (**paragraphs 10.35 to 10.36**).
 - Proposed building out of character with area (**paragraphs 10.21, 10.24, 10.33, 10.46 and 10.48 to 10.49**).
 - Current entrance and west elevation is an iconic, well-known and respected façade, should not be lost, and should be listed. Building name signage should remain in its current position (**paragraph 10.29**).
 - Adverse impact upon conservation area and Grade II* listed St Paul's Church. Impact of church (a historic landmark) would be diminished, when it should remain the dominant building of the junction (**paragraphs 10.21 to 10.22, 10.24 and 10.46 to 10.49**).

- Objection to loss of trees which are maturing, provide shade and habitats, green the urban environment, provide environmental softening to a very harsh, traffic-congested area, and are part of the character of the junction (**paragraph 10.153**).
- Impact on neighbouring quality of life (**paragraphs 10.111 to 10.114**).
- Loss of daylight to neighbouring properties. Flat 8, The Pinnacle, is already overshadowed by Leroy House and is north-facing. Most residents already have to use artificial light during daylight hours. Loss of light to church frontage and school playground (**paragraphs 10.72 to 10.89**).
- Impact on Right to Light (**paragraph 10.90**).
- Loss of public views at the junction (**paragraph 10.21**).
- Increased air pollution in a location where air quality is already bad (**paragraphs 10.194 to 10.195**).
- Area is very residential, and any approval should restrict hours of building works to avoid early mornings, weekends and evenings (**paragraph 10.110**).
- Adjacent property would be devalued (**paragraph 10.210**).
- Café would be a threat to local businesses, as there are already 3 cafes within 50m of the site, and many restaurants and cafes within walking distance (**paragraph 10.125**).
- Need for additional workspace is questionable, given that there are vacant units at Leroy House (**paragraph 10.123**).

8.4 A petition with 61 signatories was submitted by S&K Leathersgoods and Fittings Ltd of Unit B, ground floor, Leroy House. Most signatories were staff of businesses currently occupying units in Leroy House. The petition pages did not set out detailed objections, but simply stated that a five-storey extension was objected to. The points raised in the covering letter dated 12/09/2017 are summarised as follows (paragraph numbers refer to where the matter is addressed in this report):

- Application is an opportunistic bid for capitalist gain (**paragraphs 7.14 and 10.118**).
- Proposal, by reason of its size, design, height and massing, does not respect the local context or street pattern, or the scale and proportions of surrounding buildings, and would be entirely out of character for the area, to the detriment of the local environment (**paragraphs 10.21, 10.24, 10.33, 10.46 and 10.48 to 10.49**).
- Area is residential, and is not an industrial zone (**paragraphs 10.105 and 10.110**).
- Objection to loss of Units B and S, ground floor, Leroy House, and other units. Potential for businesses to fold, resulting in losses of jobs and income. Approximately 20 tenants would be forced to vacate and find alternative premises (**paragraph 10.124**).
- Disruption to bus movements (Arriva have two ground floor units at Leroy House for staff breaks, and buses are currently parked in allocated bus stands) and buses turning from Balls Pond Road into Essex Road (**paragraph 10.172**).
- Objection to loss of parking spaces for tenants, visitors and disabled people, and increased parking space shortage in the area (**paragraph 10.169**).
- Congestion and increased traffic during building works (**paragraph 10.176**).
- Disruption to residents and existing tenants in terms of noise, dust, pollution, building access, deliveries and servicing, and customer visits (**paragraphs 10.106 and 10.109 to 10.110**).

- Impacts upon residents in terms of obstructed light and views (**paragraphs 10.21 and 10.72 to 10.89**).

- 8.5 Councillor Nick Wayne (Member for Canonbury Ward) expressed support for the application in principle, noting that the proposal would create jobs and boost the local economy in Canonbury, would make better use of an industrial building, and would remove existing parking spaces and replace them with cycle parking in accordance with the council's transport policy. The development would put pressure on local infrastructure, some visitors to the businesses in the development would drive (increasing congestion and demand for local parking spaces), and disruption would be caused while construction takes place – none of these are valid reasons to prevent development, but the consequences to local residents of this significant development are noted. No comment regarding design of the proposal and potential impacts upon neighbouring amenity.
- 8.6 In addition, comments were received from four representatives of Islington Swifts and Hackney Swifts, noting that swifts are listed on the RSPB amber list due to declining numbers caused primarily by the loss of roosting sites in urban areas, that swifts roost in the area surrounding the application site, and that swifts would potentially roost in the site's building if given the opportunity. Integrated swift roosting bricks should be conditioned for installation at or close to roof level to support swifts, improve local biodiversity, and comply with the council's Biodiversity and Action Plan 2010.
- 8.7 Further comments will be reported verbally to the Planning Committee, should any be received.

Design Review Panel

- 8.8 Islington's Design Review Panel (DRP) considered the proposals at pre-application stage on 11/05/2017. The DRP provides expert impartial design advice following the 10 key principles of design review established by the Design Council CABE. The DRP's written observations of 01/06/2017 are attached at Appendix 3 of this report, and are summarised as follows:
- Generally commended the carefully-considered approach and the architectural approach to the four/five-storey extension, but fundamental differences needed to be resolved regarding potential overdevelopment of the site and impact on context.
 - Existing open space currently provides a comfortable and potentially attractive urban square.
 - More thought should be given to the historic role played by the space (car park) as an entrance in relation to the urban grain and as part of the setting of the church – this might generate ideas for the future use of the space. Car park has the potential to be a good open space, which would be more desirable (than development) in terms of urban design.
 - Concern expressed regarding extension bringing building line up to pavement, creating a significantly different dialogue with St Paul's Church than currently exists.
 - Idea of creating a gateway by giving the extension a civic identity, mirroring the prominence of the church, is not appropriate and is misleading about the

building's function. An office building should not echo a church in terms of its form, and the church should not be a reference for the expression of the extension.

- More work needed regarding the massing and articulation of the extension.
- Side extension is not successful where it meets the ground, with limited open space and a mean street entrance (considering the large numbers of daily users).
- Queried extension's very strong vertical emphasis combined with large areas of blank brickwork which gives it a civic/ecclesiastical character.
- Meeting point of extension with existing building is critical, and more detail of this is needed.
- Additional storey appears generic and needs to feel more connected with the existing building, rather than simply implying the transparency and anonymity of a glass box. Concerns also raised regarding additional storey's massing, which could be less aggressive.
- Clarity requested regarding visibility of roof plant.
- Scheme should return to the DRP for a second review.

Applicant's Consultation

- 8.9 The applicant held pre-application public consultation events at Leroy House on 19 and 22/05/2017, with both events lasting three hours. As detailed at page 31 of the applicant's Design and Access Statement and in the submitted Statement of Community Involvement, invitation flyers and letters were distributed in advance to 906 properties in the surrounding area, including existing Leroy House tenants. Ward councillors, Emily Thornberry MP, and the Canonbury Society were personally invited. Over 70 people – including Cllr Wayne, Cllr Jeapes and representatives of the St Paul's Steiner School – attended the consultation events.
- 8.10 The applicant's Statement of Community Involvement (SCI) states that, at pre-application stage, 10 written responses were received – six expressing full support, three expressing support with comments, and one expressing objections to the proposed development. Positive comments related to the proposed design, bicycle storage space and café. Respondents concerned with how the proposed development could be improved referred to the proposed loss of trees, daylight and sunlight impacts, green roofs, double glazing (requested), and accessible roof areas (requested). Details of the written objection were not set out in the SCI.

External Consultees

- 8.11 Historic England (commented 07/09/2017) – Proposal is an improvement on the 2015 scheme. No concerns regarding the setting of the neighbouring Grade II* listed St Paul's Church or the Canonbury Conservation Area. The application should be determined in accordance with national and local policy and guidance, and on the basis of the council's specialist conservation advice.
- 8.12 Metropolitan Police – Designing Out Crime Officer (commented 13/09/2017) – Applicant states that security measures following Secured by Design guidelines have been considered, however the proposed measures are vague in description and fall far short of what would be recommended. Detailed generic advice provided regarding

British Standards and security measures, including in relation to doors, windows, gates, lobbies, balconies and terraces, parking, refuse and cycle stores, external lighting and alarm systems.

- 8.13 Thames Water (commented 21/08/2017) – Recommend condition (28) requiring details of a piling method statement. Developer is responsible for making proper provision for surface water drainage. Applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on- or off-site storage. Prior approval of Thames Water will be required where surface water discharge to a public sewer is proposed. Detailed drawings required to ascertain whether agreement from Thames Water is needed regarding building over or near to pipes owned by Thames Water. No objection in relation to sewerage and water infrastructure capacity. Informative recommended regarding water pressure.

Internal Consultees

- 8.14 Design and Conservation Officer (commented 19/09/2017) – Although the site is not within the Canonbury Conservation Area it is surrounded by it. The Grade II* listed St Paul's Church stands to the west, and 178-190 Balls Pond Road are Grade II listed. The proposed development has been informed by three pre-application meetings and design workshops and a review by Islington's Design Review Panel (DRP).
- 8.15 Significant improvements to the proposals have been negotiated, including an increased area of public realm (by replacing the internal reception area with an open canopy of less volume), an additional tree, greening of the building with climbing plants, bronze colour detailing, and improved detailing to the additional storey. The applicant team has successfully responded to the comments of officers and the DRP.
- 8.16 The four/five-storey extension is a high quality piece of contemporary architecture comprised of successfully broken-up massing resulting in a pleasing play of forms. The extension would successfully join to the existing building while also remaining visually distinct. The material palette of a pale cream brick and bronze metal windows is a high quality contextual response. The extension would have a neutral impact on the significance of the surrounding heritage assets.
- 8.17 The additional storey would be a sizeable additional storey to an already notably large building. Although well designed and detailed it would cause some (less than substantial) harm to the existing building, the Canonbury Conservation Area, and the setting of 178-190 Balls Pond Road by virtue of its scale. Ideally the additional storey should be further set back to reduce its visual impact. This harm, however, should be weighed against the public benefit of the proposed public realm improvements and increase in office floorspace.
- 8.18 Energy Conservation Officer (commented 05/10/2017) – Applicant should demonstrate that the proposal provides one external point of connection enabling heat and hot water supply from a future decentralised energy system, and a protected pipe route from the site boundary to this point. Condition should be applied requiring an exploration of the feasibility of expanding the solar photovoltaic array and structural load on the building's roof.

- 8.19 In earlier comments the Energy Conservation Officer noted that the proposed reduction in regulated carbon dioxide emissions would exceed the 35% (against 2013 Building Regulations) target set out in the London Plan, and that the proposed reduction in total carbon dioxide emissions would exceed the 27% (against 2013 Building Regulations) target set out in Islington's policies. Outstanding carbon dioxide emissions would need to be offset with at payment of £47,012. Proposed BREEAM "Excellent" noted. Airtightness levels would be achieved as recommended in the Environmental Design SPD. Applicant's Thermal Modelling shows many areas of the development would be at risk of overheating if only reliant on openable windows. The applicant has demonstrated that the full range of measures in the cooling hierarchy have been explored before specifying Variable Refrigerant Flow active cooling. Existing building's gas boilers do not have sufficient spare capacity to serve the proposed extensions. There are no planned or existing District Energy Networks within 500m of the application site, therefore there is no requirement to submit a connection feasibility study. The applicant has demonstrated that a Shared Heat Network with the new build works at the Dover Court Estate is not feasible. The applicant has provided monthly heat load data demonstrating that on-site Combined Heat and Power or Combined Cooling, Heat and Power would not be technically viable. A revised draft Green Performance Plan has been submitted which includes measurable performance targets for water, electricity and gas usage.
- 8.20 Pollution Team, Public Protection (commented 24/08/2017) – All of Islington is an Air Quality Management Area and the site is at a busy road junction. Given that the building's occupiers may be at the site for an eight- or ten-hour working day, it would be prudent to consider the impacts of the proposed development against the annual mean objective, which is more onerous than the hourly mean. Given the applicant's own findings, a condition (9) is recommended, requiring details of measures to minimise the development's future occupiers' exposure to air pollution.

9 RELEVANT POLICIES

- 9.1 Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following Development Plan documents:

National Policy and Guidance

- 9.2 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.
- 9.3 Since March 2014 Planning Practice Guidance for England has been published online.

Development Plan

- 9.4 The Development Plan comprises the London Plan 2016 (incorporating Minor Alterations), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development

Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

9.5 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013:

- Site Allocation OIS3
- Employment Growth Area

9.6 The site is immediately adjacent to the Canonbury Conservation Area.

Supplementary Planning Guidance (SPG) / Document (SPD)

9.7 The SPGs and SPDs which are considered relevant are listed in Appendix 2.

10 ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Design and conservation (previous reasons for refusal 1 and 2)
- Neighbour amenity (previous reasons for refusal 3)
- Land use
- Inclusive design
- Financial viability
- Sustainability, energy efficiency and renewable energy
- Highways and transportation
- Servicing
- Fire safety
- Contaminated land and air quality
- Planning obligations

Design and conservation

10.2 The National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Planning policies relevant to design and conservation are set out in chapter 7 of the London Plan. Policies CS8, CS9 and CS10 in Islington's Core Strategy, and policies in chapter 2 of Islington's Development Management Policies, are also relevant. Historic England's Historic Environment Good Practice Advice in Planning Note 3 (The Setting of Heritage Assets), the council's Urban Design Guide SPD, and the Mayor of London's Character and Context SPG are also relevant to the consideration of the current application.

10.3 Although the application site is just outside the Canonbury Conservation Area, the site is surrounded on three sides by the conservation area, and the relevant Conservation Area Design Guidelines (CADG) are a material consideration.

- 10.4 The first reason for refusal in the council's decision of 25/07/2016 referred to that development's:
- size, height, bulk and scale;
 - poor quality of design (including the external structural elements, roof top plant, the external appearance and poor relationship between the existing and new built form);
 - incongruous and visually intrusive form of development;
 - harm to the character and appearance of the original building, and to the character and appearance of the street scene and the surrounding area; and
 - failure to provide a high quality design appropriate to the site's prominent location at the junction of the busy Essex Road and Balls Pond Road.
- 10.5 The council's second reason for refusal referred to that development's:
- bulk, scale, design and proximity to St Paul's Church (Grade II*) and other Grade II listed buildings on Balls Pond Road;
 - overdominance, harmful to the setting of the Grade II and Grade II* listed buildings and their special interest;
 - overdominance, harmful to the setting of Canonbury Conservation Area; and
 - failure to be sympathetic in form and scale to the local identity.
- 10.6 The second reason for refusal also noted that the identified harm was not outweighed by the development's public benefits.
- 10.7 The applicant has appointed a new architect since the previous application was refused.

Site and surroundings

- 10.8 The site's existing building is described at paragraphs 5.1 and 5.2 of this report.
- 10.9 The existing building is large for its context, and – due to its size and design – is not typical or characteristic of development in the surrounding area or in the Canonbury Conservation Area. It is, however, a relatively good example of its type, and it is of some architectural interest. It currently makes a neutral contribution to the significance of the adjacent conservation area.
- 10.10 The context of this island site must be noted. Surrounded by streets on all sides, the site is bounded by Essex Road, Balls Pond Road, Dove Road and Henshall Street. Many buildings immediately opposite the site meet the back of the pavement, or come close to it, and this provides enclosure and definition to the surrounding streets. There is, however, a garden and car park within the grounds of Queen Elizabeth Court to the east, and to the southeast of the site are gardens in the grounds of Westcliff House. There is a continuous built frontage on the east side of Essex Road, interrupted only by side streets and the undeveloped space at the west end of the application site. The north sides of Balls Pond Road and St Paul's Road also have relatively uninterrupted, continuous built frontages. This arrangement of massing provides enclosure and definition to the grounds of St Paul's Church, the adjacent open space, and the

grounds of Marquess House. Several large trees (many protected by a Tree Preservation Order) exist in these spaces.

- 10.11 Building heights surrounding the application site are modest. To the north, terraced properties are 3 storeys in height, with an additional attic storey at 194-200 Balls Pond Road at the corner of Newington Green Road. To the east, 231 Balls Pond Road rises to 3 storeys (including an attic storey), while Queen Elizabeth Court and Westcliff House rise to 4 storeys. To the south, Canonbury Heights / Arboretum Court is a 5-storey building where the first 3 (and original) storeys of this converted building meet the back of the pavement, and 2 later, additional storeys are set back from the building's principal elevations. The Pinnacle is a residential block on the corner of Essex Road and Dove Road, and rises to 4 storeys. To the west, St Paul's Church rises to approximately 29m above pavement level. To the northeast, properties on the north side of St Paul's Road are 1, 2 and 3 storeys in height.
- 10.12 Buildings surrounding the application site are of a variety of designs and ages, although most buildings to the north and west date from the 19th century, and typically have brick elevations with stone/stucco dressings. To the west and southwest are 20th century, medium-rise blocks of flats with brick elevations, and taller buildings within the Dover Court Estate. Canonbury Heights / Arboretum Court is a converted, former industrial building erected in 1912, and has red brick elevations facing the application site, while The Pinnacle is a purpose-built residential block with yellow stock brick and white rendered elevations.

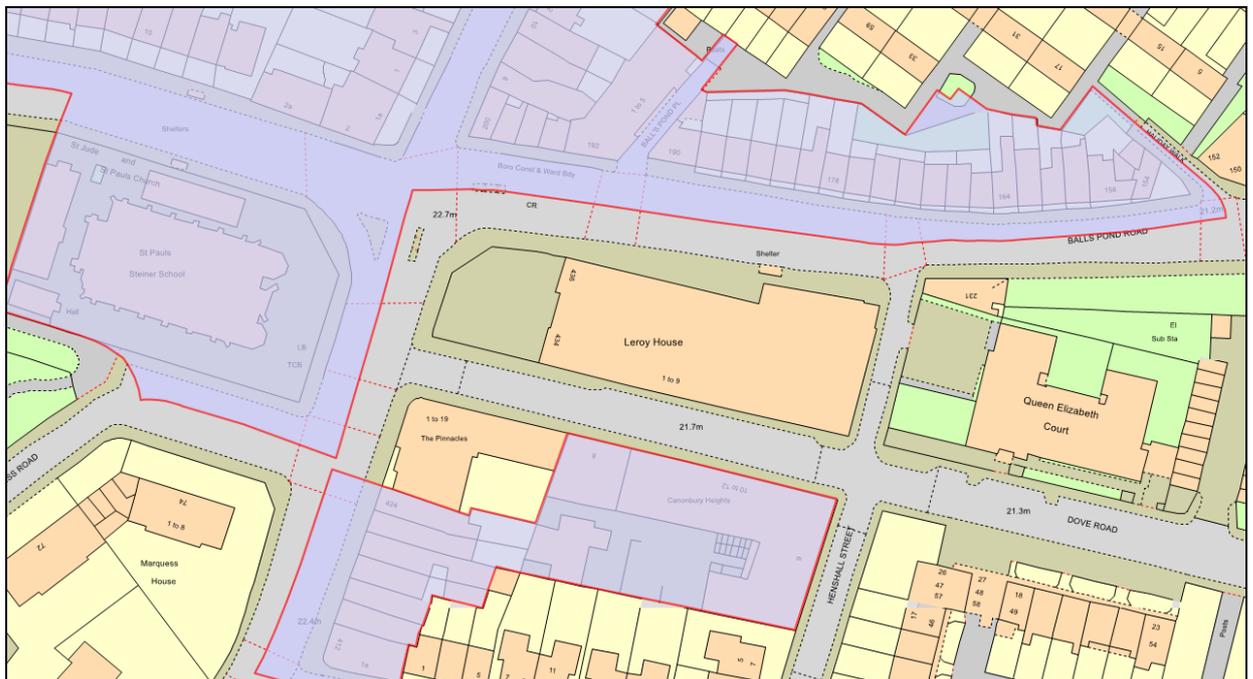


Image 2: Canonbury Conservation Area (shaded lilac), with application site in the centre

- 10.13 The application site is within a relatively sensitive location in terms of heritage assets. As illustrated in the plan above, the Canonbury Conservation Area covers land and buildings to the north and west of the application site, and there is also a detached enclave of the conservation area (covering Canonbury Heights / Arboretum Court and other buildings) to the south. Listed buildings close to the site include the Grade II*

listed St Paul's Church (designed by Sir Charles Barry, and dated 1826-8), and the Grade II listed terrace at 178-190 Balls Pond Road (dated c.1840). 412-424 Essex Road and 1 Wakeham Street are locally-listed. Canonbury Heights / Arboretum Court is an undesignated heritage asset, and was formerly the Canonbury Works, occupied by the tin box manufacturers Jahncke Ltd. All these buildings make a positive contribution to the character and appearance of the conservation area.

Building line, height and massing

- 10.14 London Plan policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings, and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings. The Mayor of London's Character and Context SPG notes at paragraph 7.26 that "the key or essential characteristics of a place provide an important reference point against which change can be assessed or as a 'hook' for site planning and design".
- 10.15 At the local level, policy CS9 of Islington's Core Strategy sets out an aim for new buildings to be sympathetic in scale and appearance and to be complementary to local identity. Policy DM2.1 of Islington's Development Management Policies requires development to be based upon an understanding and evaluation of an area's defining characteristics, confirms that acceptable development will be required to respect and respond positively to existing buildings, and sets out a list of elements of a site and its surroundings that must be successfully addressed – this list includes urban form including building lines, heights and massing.
- 10.16 Paragraph 8.8 of the CADG for the Canonbury Conservation Area states that new buildings should conform to the height, scale and proportions of existing buildings in the immediate area.
- 10.17 As noted above, there is a continuous built frontage on the east side of Essex Road, and this – together with the built frontage on the north side of Balls Pond Road and St Paul's Road – encloses and defines (and frames and emphasises) St Paul's Church and its surrounding greenery. Also of note, the part of the application site that is currently undeveloped and is in use as a car park, was not historically open space. Historic maps and photographs confirm that buildings stood in this location, meeting the back of the pavement until as recently as the 1950s or 60s. This would suggest that the principle of building on the site's car park (which, with reference to the NPPF, must be regarded as previously-developed brownfield land) can be accepted, and although objections have been raised (by Islington's Design Review Panel and some neighbouring occupants) regarding the loss of this undeveloped space, officers are of the view that the townscape benefits of restoring definition, enclosure, a continued building line and an active frontage to this side of Essex Road would, together with the development's other planning benefits, outweigh any harm that would be caused by the loss of this space.

10.18 The proposed four/five-storey extension would not completely fill the currently-undeveloped part of the application site, and would in fact add approximately 90sqm to the public realm. This has been achieved through amendments made at pre-application stage, after Islington's DRP considered the proposals. Of note, the previously-proposed enclosed entrance structure was deleted (a canopy is now proposed), which enabled a larger outdoor space to be provided directly outside the entrance. With a 4.5m deep pavement now proposed at the centre of the extension's most westerly elevation, officers consider that adequate space is proposed where the extension would meet the ground, and that the DRP's concerns have been addressed.

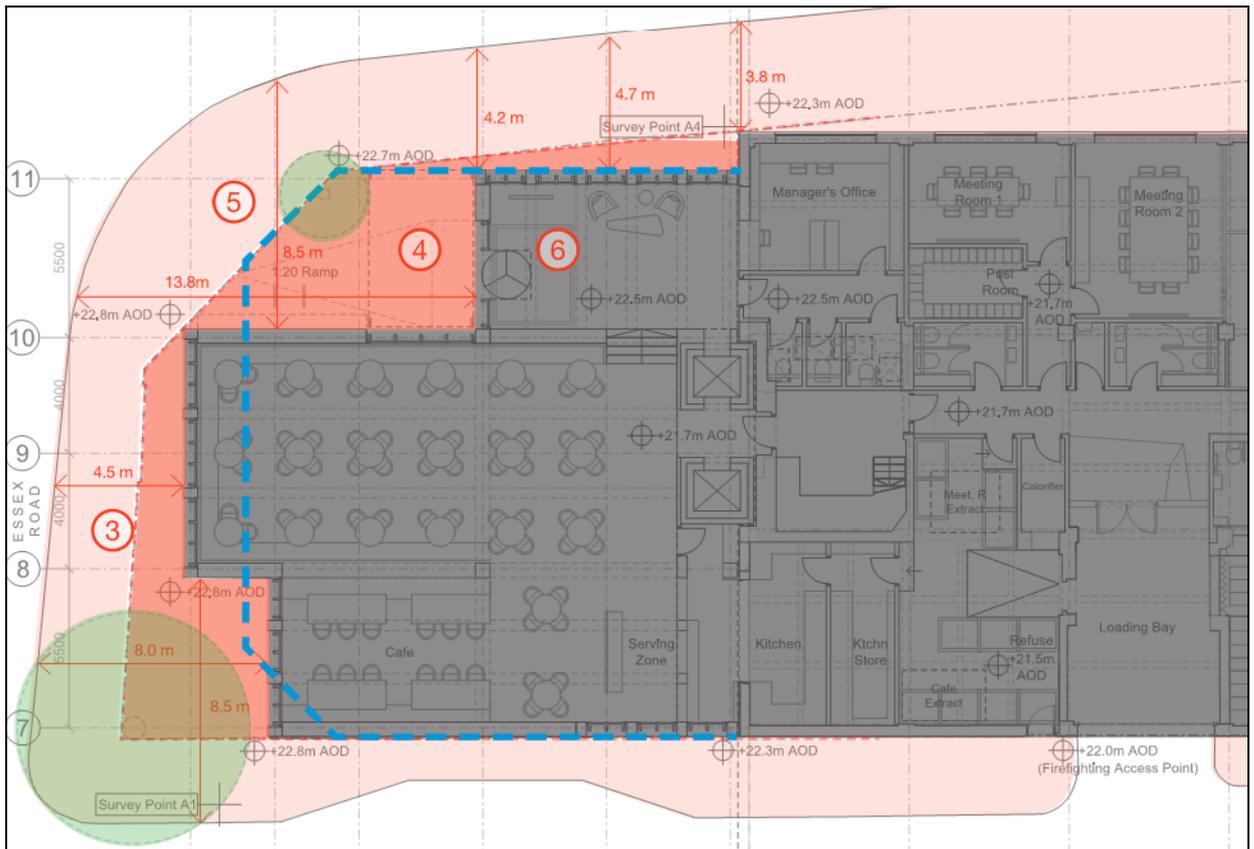


Image 3: Public realm at west end of site – light pink denotes existing pavements, dark pink denotes land within the application site to be added to the public realm, grey indicates the proposed building footprint, and blue dashed line indicates the footprint of the previous (refused) proposal.

10.19 Although some longer views of the site also take in taller buildings to the east (at the Dover Court Estate and adjacent to Dalston Junction station), given the heights of buildings closer to the application site, excessive height at the application site would not be appropriate. Furthermore, it is noted that the existing buildings of Essex Road and St Paul's Road provide a relatively consistent, modest and deferential setting to St Paul's Church, which rightly remains the focal point and dominant feature of this important road junction, and which is unrivalled (in terms of scale and importance) by the surrounding, respectful and subordinate development.

10.20 The proposed four/five-storey extension would comprise a central element of five storeys, with four-storey elements either side of it. The central element would present a

17.2m high elevation to Essex Road, and this would be fully glazed, as would be the four-storey element on its south side. Full glazing is also proposed to the north elevation of the four-storey part of the extension.

- 10.21 Although the proposed extension would be significantly taller than buildings immediately to the north and south (194-200 Balls Pond Road and The Pinnacle, both four storeys in height), the proposed arrangement of massing would greatly help in reducing the extension's apparent bulk, and the four-storey elements that would flank the tallest element would reflect, or at least go some way towards meeting, the lower heights to the north and south. The four/five-storey extension would not have the stocky, bulky, clumsy appearance of the previous (refused) proposal for this site. Furthermore, the width of the adjacent road junction, the undeveloped space around St Paul's Church, and the proposed additions to the public realm at the corner of Essex Road and Balls Pond Road, provide a context in which the proposed heights can be comfortably accommodated.
- 10.22 Crucially, the height of the tallest part of the four/five-storey extension would remain significantly lower than that of St Paul's Church opposite, such that the church would remain the focal point and dominant feature (at least in terms of height) at this important road junction. The extension's height and massing would not unduly compete with, detract from, or undermine the importance of the church.
- 10.23 The council's Design and Conservation officer raised no objection to the proposed form, height and massing of the four/five-storey extension.



Image 4: Proposed development viewed from west

- 10.24 The proposed additional storey would be a sizeable addition to what is already a large building. Adding massing to the top of the existing building would certainly increase the apparent bulk of Leroy House (particularly when viewed from the east and west), and would result in a building that is even more uncharacteristically large than the site's

existing massing. The council's Design and Conservation Officer has advised that the additional storey would cause some (albeit less than substantial) harm to the existing building, the Canonbury Conservation Area, and the listed terrace at 178-190 Balls Pond Road (and, it can additionally be asserted, the townscape of Balls Pond Road). This impact, however, would be partly mitigated by the acceptable design of the extension (discussed later in this report). Given the level of weight to be attached to this residual impact, and the benefits of the proposed development, amendments such as further setting-in of the additional storey were not sought. Furthermore, refusal of planning permission is not recommended in relation to the residual impact of the additional storey's height and massing.

- 10.25 Notwithstanding the amenity impacts discussed later in this report, in terms of height and massing it is considered that the proposed development (i.e., the four/five-storey extension and the additional storey, considered together) demonstrates sufficient sensitivity to the site's context, does not represent overdevelopment of the site, and is acceptable in townscape terms. Given the various heights and setbacks proposed, and the shape and setbacks of the existing building, when viewed from the west the extended building would appear as a series of stepped volumes that would both break up this large building's massing, and would give it a grain that would help avoid it appearing monolithic. It is noted, however, that the height and massing proposed is likely to be the maximum acceptable at this site. The proposed height of the development is considered further in relation to impacts upon heritage assets later in this report.

Architecture and elevations

- 10.26 London Plan policy 7.6 states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It goes on to set out criteria against which planning applications should be assessed, stating that buildings should be of the highest architectural quality, should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should comprise details that complement, not necessarily replicate, the local character.
- 10.27 Other policies are also relevant to architecture, including London Plan policy 7.4 (relating to local character) and Core Strategy policy CS9, which states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. This Core Strategy policy goes on to state that new buildings should be sympathetic in appearance to the local identity, should be based on coherent street frontages, and should fit into the existing context of façades. Finally, part G of policy CS9 notes that high quality contemporary design can respond to relevant challenges as well as traditional architecture, and that innovative design is welcomed.
- 10.28 Policies in chapter 2 of the Development Management Policies document are relevant to architecture and detailed design. In particular, policy DM2.1 states that all forms of development are required to be of high quality. Further guidance is provided in Islington's Urban Design Guide SPD and the CADG for the Canonbury Conservation Area.

- 10.29 Although large for its context, Leroy House is a relatively good example of its type, and is of some architectural interest. Its 1960s west elevation, highly visible at this important road junction, is certainly a key townscape feature. Its relief, taller central feature, signage and entrance might suggest that this elevation was intended to permanently face the public realm, and that there was not an intention to build on the car park in a later phase. However, this elevation is not protected, and the rather squat ground floor detracts from the elevation's composition. Contrary to the suggestion of Islington's DRP, this west entrance is not particularly historic, and it is sunken and partly hidden from public view. Given these considerations, and the fact that active frontages and an active ground floor use are proposed along with a more prominent entrance on the same side of the site (all of which would help improve the building's relationship with the public realm and make the building more legible), it is considered that the building over of the existing west elevation is acceptable.
- 10.30 The proposed four/five-storey extension is considered acceptable in terms of its architecture, elevational treatment and detailed design.
- 10.31 The proposed extension's three elements would appear taller than they are wide when viewed from the west, and the proposed fenestration would be broken up with full-height brick elements. These features, and the proposed arrangement of glazing bars and panes, would give the extension a very strong vertical emphasis. Islington's DRP, commenting on an earlier iteration of the proposals, expressed concern in relation to the extension's very strong vertical emphasis, and stated that, when combined with large areas of blank brickwork, the extension would have a civic or ecclesiastical character.
- 10.32 Officers disagree with this observation. Although there are indeed large, brick buildings (with tall columns of windows and strong vertical emphases) in civic and ecclesiastical use (Guildford Cathedral is one example), not all buildings with such features or of such a design are used for those purposes, and it is not considered that the proposed four/five-storey extension would necessarily be read by a passer-by as a civic or ecclesiastical building. The extensive glazing to the elevations would allow views into the café and of the employment activities to be carried out inside the building, which would further clarify the purpose of the building to an outside observer.
- 10.33 It should also be noted that the Canonbury Conservation Area, like many in the borough, features buildings that have a vertical emphasis – St Paul's Church spire is one example, while the conservation area's 18th and 19th residential properties, although often arranged in pairs and terraces, are commonly taller than their plot widths, and have windows taller than they are wide. In this context, a strong vertical emphasis to the proposed extension is considered acceptable.
- 10.34 Leroy House has a predominantly horizontal emphasis, due to its shape (its north elevation is clearly longer than it is tall) and fenestration. There are, however, vertical elements to its elevations, and it is considered that an extension with a strong vertical emphasis can provide an appropriate and confident response to its host.



Photographs 4 and 5: vertical elements to corner of Balls Pond Road and Henshall Street, and Dove Road elevation

- 10.35 Wider contextual considerations aside, the proposed Essex Road elevation is considered to be well-designed, well-proportioned, and appropriate to the proposed use. The proposed entrance would be clear and legible. Leroy House's existing presence in the townscape at this important road junction would be maintained.
- 10.36 Of note, the council's Design and Conservation Officer noted that the proposed four/five-storey extension would be a high quality piece of contemporary architecture, and – notwithstanding their concerns as detailed earlier in this report and at Appendix 3 – the DRP generally commended the architectural approach to that extension.
- 10.37 A condition requiring minimum reveal depths of 200mm is recommended (condition 5) to ensure the elevations of the extension would be provided with adequate relief.
- 10.38 The proposed additional storey is considered acceptable in terms of its elevational treatment and detailed design. It would relate well enough to its host building, and would use some of the same materials proposed for the four/five-storey extension, thus ensuring a strong relationship between the two main elements of the proposed development. The additional storey is a more modest extension than that proposed under the previous application for this site, the previously-proposed (and problematic) external structural elements have not been proposed again by the applicant's new

architect, and further amendments and improvements to the design of the additional storey have been made since an earlier iteration of the proposed development was considered by the DRP on 11/05/2017.

- 10.39 Of note, the council's Design and Conservation Officer commented that the additional storey was well-designed and detailed.

Materials

- 10.40 Part Biii of Development Management Policy DM2.1 states that development proposals are required to demonstrate architectural and design quality, including through the colour, type, source and texture of materials to be used. Paragraph 8.11 of the CADG for the Canonbury Conservation Area states traditional materials will normally be required for extensions, and that – for new development – materials should be sympathetic to the character of the area in terms of form, colour and texture. Paragraph 8.12 adds that the existing character and appearance of the area is largely created by the surviving 18th and 19th century buildings, built of brick, stucco, timber windows and doors, and slate roofs. It is important that new buildings, extensions and refurbishment of existing buildings blend in with and reinforce this character, and care must be taken with the choice of brick and bond.
- 10.41 The proposed palette of materials includes a light-coloured brick, metal in a light bronze colour, and clear glazing. This very simple, well-considered palette is considered appropriate for this site and its context, however the precise colours, textures, detailing and method(s) of fixing would need to be carefully controlled, given the sensitivities of the site and the need to ensure high quality, appropriate materials are used. The detailing and fixing of the materials is also considered particularly important, given that many good designs have been let down by poor execution and attention to detail. Most of the existing building's brick elevations are laid in a Flemish bond, which may suggest the same bond would be appropriate for the four/five-storey extension (and such a bond would help avoid the development's larger areas of blank brickwork appearing monotonous), however for a contemporary building such as this, a case could be made for stretcher bond – it is recommended that this matter be considered further and addressed at conditions stage. Recommended condition 3 requires the submission and approval of details and samples of all external materials, including a sample panel of brickwork and mortar courses to be provided on site.
- 10.42 Further wording to condition 3, requiring the submission of a Green Procurement Plan to demonstrate how the procurement of materials for the proposed development would promote sustainability, is also recommended.

Impacts on heritage assets

- 10.43 The Planning (Listed Buildings and Conservation Areas) Act 1990 places a statutory duty on the council to pay special attention to the desirability of preserving or enhancing the character and appearance of the adjacent Canonbury Conservation Area when determining this application.
- 10.44 Policy DM2.3 states that new developments within Islington's conservation areas are required to be of high quality contextual design so that they conserve or enhance a conservation area's significance. Harm to the significance of Islington's conservation

areas will not be permitted unless there is a clear and convincing justification. Substantial harm to the significance of a conservation area will be strongly resisted. The same policy states that the significance of Islington's listed buildings is required to be conserved or enhanced, and that new developments within the setting of a listed building are required to be of good quality contextual design.

- 10.45 Section 12 of the National Planning Policy Framework, London Plan policy 7.8 and Core Strategy policy CS9 are also relevant.
- 10.46 The proposed development is considered acceptable in terms of its impact upon the Canonbury Conservation Area. Regarding the proposed height and scale of the four/five-storey extension and additional storey, although paragraph 8.8 of the relevant CADG would not be complied with (where it states that new buildings should conform to the height, scale and proportions of existing buildings in the immediate area), given the way in which the massing of the extension would be treated and broken down, and given the four-storey elements that would reflect nearby heights, as considered earlier in this report the proposed extension would sit comfortably within its context. The additional storey would cause some (less than substantial) harm to the Canonbury Conservation Area by virtue of its scale, however given the weight to be attached to that harm, and the benefits of this part of the proposed development, it is not considered necessary to refuse planning permission on the basis of this harm.
- 10.47 The detailed design and materials of the proposed development are considered appropriate in the way they would relate to their context. As noted above, paragraphs 8.11 and 8.12 of the CADG state that materials should be sympathetic to the character of the area in terms of form, colour and texture. With brick proposed as the primary material, the proposed development would complement the materials immediately adjacent and opposite. As noted earlier in this report, the vertical emphasis of the proposed elevations would reflect the vertical emphasis that predominates among the area's heritage assets.
- 10.48 The additional storey would also cause some (less than substantial) harm to the setting of the Grade II listed terrace at 178-190 Balls Pond Road by virtue of its scale and due to the increased imbalance in heights that would be created either side of the street. Again, however, refusal of permission is not recommended on these grounds, given the weight to be attached to the identified harm, and the benefits of this part of the proposed development.
- 10.49 Neither the proposed extension nor the additional storey would harm the setting of the Grade II* St Paul's Church. Other listed and locally-listed buildings are not immediately adjacent to the application site. The proposed development would not harm the setting of or detract from the significance of these heritage assets.



Photograph 6: view from east along Balls Pond Road



Image 5: proposed view from east along Balls Pond Road



Image 6: proposed view from southwest, with St Paul's Church in the foreground

Other design considerations

- 10.50 Paragraphs 5.192 and 5.193 of Islington's Urban Design Guide state that roof structures that are not an integral part of the building such as plant or railings should normally be avoided, particularly if they are visible from the public realm or would undermine residential amenity. If space for plant machinery is required this should be accommodated within the building envelope. Lift overruns that project above the roofline should be avoided. If this is not possible, they should be incorporated on the rear part of the roof, where they are not visible from the street. The previous version of Islington's Urban Design Guide provided similar guidance.
- 10.51 Paragraph 8.15 of the CADG for the Canonbury Conservation Area states that the council is opposed to the erection of plant rooms, air conditioning units and other services including water tanks and radio satellite or telecommunications equipment at roof level where this can be seen from street level or public space, including long views from side streets. Paragraph 8.16 adds that the roofline of a street is a major component of its character.
- 10.52 The existing roof of Leroy House is untidy, with various overruns, items of plant and telecommunications equipment, glazed lanterns and railings rising above the roofline. The proposed additional storey would enable some tidying of the top of the building, and there is some merit in the applicant's proposal to rationalise rooftop plant into a single enclosure above the additional storey. This would have a footprint measuring 24.7m by 6.6m, and would be 2.5m high. It would be set at least 5.8m in from the edges of the building. The requirements of relevant policies are noted, however the relocation of this rooftop plant – if possible – may result in less B1 floorspace being provided within the envelope of the extended building.

- 10.53 The proposed rooftop installation is, however, contrary to planning policy and guidance. Although the dimensions and location of the enclosure would limit its visibility, it may still be visible in longer views from St Paul's Road and Balls Pond Road. Furthermore, full justification for an enclosure of this size has not been provided. A condition (4) is therefore recommended, stating that – notwithstanding what is shown on the submitted drawings – details and full justification for any such enclosure will need to be submitted and approved prior to work commencing.
- 10.54 The proposed rooftop photovoltaic panels and ductwork do not raise significant concerns in relation to design and townscape impacts, given their proposed heights and locations away from the edges of the building, however recommended condition 4 nonetheless requires details of these installations.
- 10.55 High-level signage is shown to the proposed west elevation of the four/five-storey extension on drawing P01 132 rev A. This is considered prominent, too high, and not compliant with Development Management Policy DM2.6, which states that advertisements are required to contribute to an attractive environment, must not contribute to clutter or a loss of amenity, and must be of a high quality and sensitive to the surrounding streetscene, especially in conservation areas. Signage to this elevation (that cannot be displayed without requiring approval, or that does not have deemed consent), would in any case require a separate advertisement consent. An informative (7), advising the applicant that the suggested signage is not approved, is recommended.
- 10.56 The proposed development raises no significant concerns in relation to crime, the fear of crime, and anti-social behaviour. The proliferation of CCTV cameras on the existing building may suggest that Leroy House is currently vulnerable to crime, and the proposed development provides opportunities to reduce these risks and improve on the existing situation. The development of the site's car park and replacement of the existing sunken, partly hidden main entrance may reduce opportunities for crime and anti-social behaviour. The proposed four/five-storey extension would improve the definition of the surrounding streets, would clarify which spaces are public and which are private, and would introduce active frontages with good outlook. Furthermore, a tidier site, with a greater number of employees, would also help reduce the risk of anti-social behaviour around the perimeter of the site. The response from the Metropolitan Police's Designing Out Crime Officer raised no in-principle objection to the development, and her detailed comments can be addressed by the applicant at detailed design stage.
- 10.57 The paving of the new areas of public realm proposed at the western end of the site would need to be implemented with materials that match or complement those of the adjacent council-maintained pavements, and with regard to guidance provided in Islington's Streetbook SPD and at paragraph 8.33 of the CADG for the Canonbury Conservation Area.

Neighbour Amenity

- 10.58 The National Planning Policy Framework identifies as a core planning principle that planning should always seek a high quality of design and a good standard of amenity for all existing and future occupants of land and buildings.

- 10.59 London Plan policy 7.6 (part Bd) states that buildings should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy and overshadowing. Policy 7.15 (part B) states that development proposals should seek to manage noise by 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; separating new noise sensitive development from major noise sources through the use of distance, screening or internal layout in preference to sole reliance on sound insulation; controlling and mitigating potential adverse effects through the application of good acoustic design principles; and promoting new technologies and improved practices to reduce noise at source and on the transmission path from source to receiver.
- 10.60 Development Management Policy DM2.1 (part Ax) confirms that, for a development proposal to be acceptable, it is required to provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook. Paragraph 2.13 states that the design and layout of buildings must enable sufficient sunlight and daylight to penetrate into and between buildings, and ensure that adjoining land or properties are protected from unacceptable overshadowing. This supporting text goes on to specifically reference relevant guidance prepared by the Building Research Establishment (BRE).

Daylight and sunlight

- 10.61 The applicant's Daylight and Sunlight Report (GL Hearn, 04/08/2017) notes at paragraph 4.3 that room sizes and layouts (that informed the applicant's analysis) were based on internal arrangement drawings where possible, however where drawings were unavailable the applicant has assumed room sizes and layouts based on external observation, estate agent details and the applicant's consultant's knowledge and experience. It is understood that the applicant team have not visited any neighbouring properties to ascertain or verify room sizes, layouts and uses. While this means some of the applicant team's NSL/DD information relies on unverified information (which might call into question the accuracy of the submitted results), their assumptions are not considered unreasonable, and it is considered that an adequate assessment of the development's impacts upon natural light can be made on the basis of the applicant's report.
- 10.62 The applicant's Daylight and Sunlight Report assesses impacts upon the following neighbouring properties:
- 196-200 Balls Pond Road
 - 194 Balls Pond Road
 - 192 Balls Pond Road
 - 190 Balls Pond Road
 - 184-188 Balls Pond Road
 - 172-182 Balls Pond Road
 - Queen Elizabeth Court
 - Canonbury Heights (10-12 Dove Road)
 - Arboretum Court (8 Dove Road)

- 1-19 The Pinnacle
- St Paul's Steiner School (in St Paul's Church)
- 2 St Paul's Road and 1a Newington Green Road

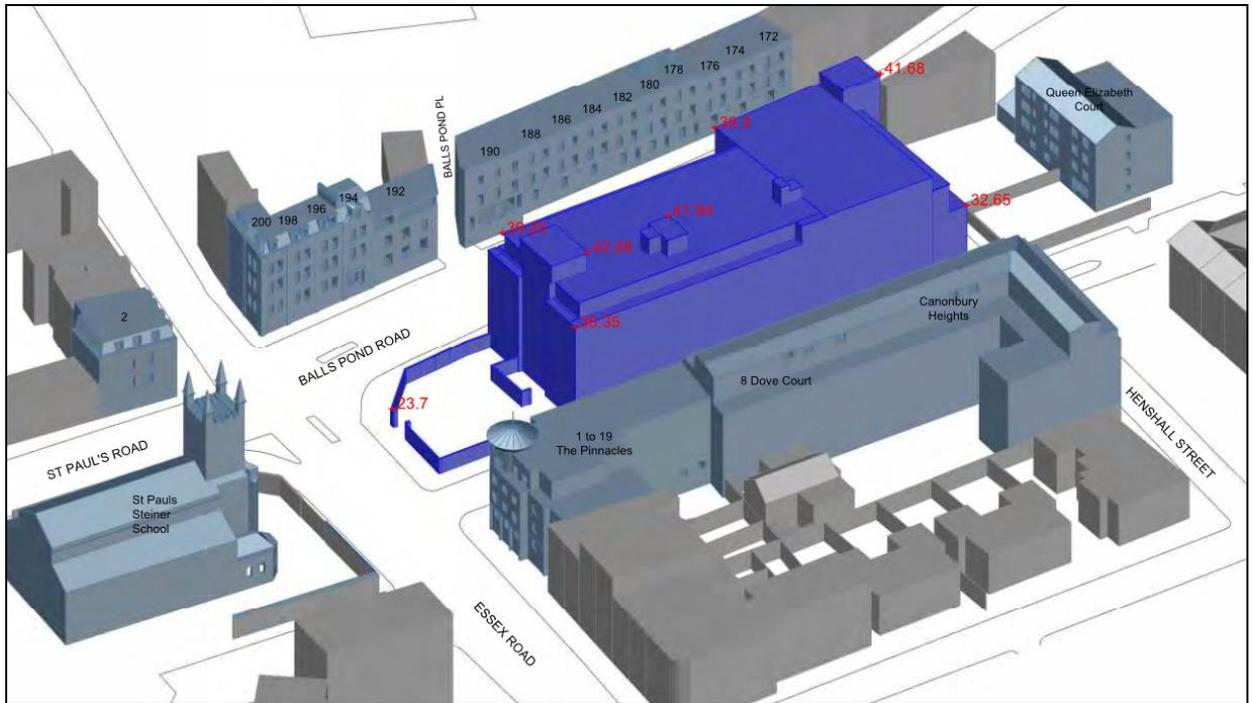


Image 7: Neighbouring properties assessed for daylight and sunlight impacts

- 10.63 The applicant's chosen methodology follows guidance provided by the BRE and uses BRE-recommended testing to assess natural light impacts. In relation to daylight, the Vertical Sky Component (VSC) and No Sky Line / Daylight Distribution (NSL / DD) tests have been used. For sunlight, the applicant has carried out Annual Probable Sunlight Hours (APSH) testing.
- 10.64 When using the BRE guidance to assist in the assessment of daylight and sunlight impacts, paragraph 1.6 of the BRE guidance must be noted. This confirms that:
- “The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design. In special circumstances the developer or planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings”.*
- 10.65 Regarding the weight to be attached to the BRE guidance, appeal decisions such as the decision dated 15/01/2014 relating to a major site in the south of the borough at Pentonville Road (ref: APP/V5570/A/13/2195285) generally indicate that closely adhering to BRE guidance is appropriate to ensure neighbour amenity is protected.

- 10.66 With regard to daylight, the BRE guidance notes that where VSC figures are greater than 27%, enough daylight should still be reaching the window of the existing building. If the VSC, with the new development in place, is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in daylight. Of note, the 0.8 figure is often expressed as a percentage in VSC analysis, such that a reduction of up to 20% would comply with this part of the BRE guidance if the 27% figure is also met.
- 10.67 In situations where post-development VSC figures fail to comply with the levels suggested by the BRE, a further test can be carried out to measure the overall amount of daylight in a room. This is the Daylight Distribution (No Sky Line, or NSL) test. BRE guidance state that if the NSL moves so that the area of the existing room which does receive direct skylight is reduced to less than 0.8 times its former value, then this will be noticeable to the occupants, and more of the room will appear poorly lit. The 0.8 figure is often expressed as a percentage in NSL analysis, such that a reduction of up to 20% would be acceptable.
- 10.68 With regard to sunlight, the applicant has used the APSH test to ascertain whether the centre of adjacent windows (facing within 90° of due south) would receive 25% of annual probable sunlight hours, including at least 5% of those hours in the winter months between 21st September and 21st March. If the available sunlight hours are both less than these amounts and less than 0.8 times their former value, occupants will notice a loss of sunlight.
- 10.69 BRE guidance suggests that, in some scenarios, it may be appropriate to test daylight and sunlight impacts with reference to a hypothetical mirror image of an impacted building. This concept is often referred to as “mirror massing”, and involves an imaginary building of the same height and size, and of an equal distance away from the site’s boundary (or centre line of the street), as the impacted building – this, arguably, represents the massing that might reasonably be found on a development site, bearing in mind prevailing heights and character in the area. The mirror massing concept involves setting the impacts of this hypothetical building as a bar or baseline, and then ascertaining how the impacts of a proposed development would worsen or improve on the hypothetical scenario.
- 10.70 This approach is of some use where an application site is currently undeveloped, and where existing neighbouring properties benefit from levels of daylight and sunlight that they wouldn’t receive had the application site already been developed to the same height and size as their own building. An applicant might reasonably argue that it would be unfair for their site to be restricted (in terms of what could be built) or blighted by the proximity of an existing, sensitive building (should BRE test targets be strictly applied), and might argue that a local planning authority should take into account what light would (or wouldn’t) have reached that sensitive building had the application site been previously developed. With such an approach, the light obstructed by a hypothetical building would be deducted from the light obstructed by the applicant’s proposed development.
- 10.71 Although this approach has some validity, *actual* (i.e., without hypothetical light obstruction deducted) VSC, NSL/DD and APSH test results are of more use to a decision maker, as they illustrate the real impacts that the occupants of neighbouring

properties would experience, should the proposed development go ahead. These actual results must be given more weight in the consideration of planning applications, however mirror massing test results should not be disregarded.

Property-by-property natural light assessment

- 10.72 172-182, 188 and 192-200 Balls Pond Road No VSC or NSL/DD failures predicted. In relation to sunlight the only failures of the BRE's APSP test are predicted to be at ground and first floor level, where five windows (one at 192 Balls Pond Road, one at 188, two at 182, and one at 180) would no longer meet the BRE's 5% winter target. These wintertime impacts, however, are not considered so significant as to warrant refusal of planning permission.
- 10.73 190 Balls Pond Road No VSC failures predicted. A first floor room (R2, in use as a living room) is predicted to marginally fail the NSL/DD test, but with a value difference of 0.78 (where the target is 0.8). This is not considered so significant as to warrant refusal of planning permission. In relation to sunlight, no failures of the BRE's APSP test are predicted.
- 10.74 184-186 Balls Pond Road No VSC failures predicted. In each of these properties, a single room is predicted to marginally fail the NSL/DD test – a first floor bedroom at 184 Balls Pond Road would have a value difference of 0.79, and a ground floor living room at 186 Balls Pond Road would also have a value difference of 0.79. These failures are not considered so significant as to warrant refusal of planning permission. In relation to sunlight the only failures of the BRE's APSP test are predicted to be at ground and first floor level, where four windows (one at 186 Balls Pond Road, and three at 184) would no longer meet the BRE's 5% winter target. These wintertime impacts, however, are not considered so significant as to warrant refusal of planning permission.
- 10.75 Queen Elizabeth Court No VSC, NSL/DD or APSP failures predicted.
- 10.76 Canonbury Heights (10-12 Dove Road) For this residential property to the south of the application site, five of the 71 windows tested are predicted to fail VSC, and 20 of the 45 rooms tested are predicted to fail NSL/DD. Discounting seven mezzanine rooms that would fail the DD/NSL test because the existing lit area would remain at 0%, the applicant's test results (for those rooms that are predicted to fail NSL/DD) are detailed below (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
First – W7	R5 – bedroom	19.03	15.43	0.81	59	44	0.75
Second – W5	R3 – bedroom	27.09	21.74	0.8	87	60	0.69

Second – W6	R4 – bedroom	26.26	20.51	0.78	88	54	0.62
Second – W7	R5 – bedroom	25.88	20.07	0.78	90	56	0.62
Second – W8	R6 – living / kitchen / dining	25.77	20.23	0.79	80	63	0.79
Second – W9		25.78	20.66	0.8			
Second – W11	R8 – bedroom	25.97	21.49	0.83	75	57	0.76
Second – W12	R9 – bedroom	26.05	21.72	0.83	98	75	0.77
Second – W13	R10 – bedroom	26.16	21.88	0.84	92	68	0.74
Third – W4	R2 – living / kitchen / dining	31.9	25.88	0.81	83	57	0.69
Third – W5	R3 – bedroom	31.26	24.74	0.79	96	76	0.79
Third – W6		30.97	24.32	0.79			
Third – W8	R5 – bedroom	30.82	24.69	0.8	98	65	0.66
Third – W9	R6 – bedroom	30.79	25.08	0.81	98	64	0.65
Third – W10	R7 – living / kitchen / dining	30.78	25.35	0.82	100	71	0.71
Third – W11		30.78	25.56	0.83			
Third – W12		30.82	25.71	0.83			

10.77 Given the relatively small number of failures (five VSC and 13 NSL/DD) listed above, and the degree of failure (noting the number of failures in the 0.7 to 0.79 range, which are generally considered to be lesser or minor infringements in relatively dense urban areas), it is considered that daylight impacts to this neighbouring building are acceptable.

10.78 In relation to the levels of sunlight reaching the windows of the residential units of Canonbury Heights, no failures of the BRE's APSH testing are predicted. The centres of all tested windows (facing within 90° of due south) would receive 25% of annual probable sunlight hours, including at least 5% of those hours in the winter months between 21st September and 21st March, and difference values would not be below 0.8.

10.79 Arboretum Court (8 Dove Road) For the 21 windows tested, no VSC failures are predicted, however 11 rooms would fail NSL/DD, as detailed below (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
Mezz – W1	R1 – living	15.27	13.49	0.88	4	0	0.01
Mezz – W2	R2 – dining	15.71	13.59	0.87	5	0	0.01
Mezz – W3	R3 – bedroom	16.29	13.71	0.84	6	0	0.05
Mezz – W4	R4 – bedroom	17.08	13.87	0.81	6	0	0.03
Second – W1	R1 – living	26.33	21.99	0.84	66	49	0.74
Second – W2	R2 – dining	26.59	22.1	0.83	77	56	0.73

Second – W3	R3 – bedroom	27	22.26	0.82	85	59	0.69
Second – W4	R4 – bedroom	27.5	22.49	0.82	79	54	0.68
Third – W1	R1 – kitchen	30.92	25.85	0.84	99	58	0.59
Third – W2	R2 – living	31.07	25.98	0.84	99	62	0.62
Third – W3	R3 – living / kitchen / dining	31.35	26.19	0.84	99	69	0.7
Third – W4		31.68	26.44	0.83			

10.80 Of note, the worst NSL/DD failures are predicted for mezzanine rooms where the existing lit areas are already very low. For the other seven failing rooms, three are in the 0.7 to 0.79 range. Although the predicted impacts on the other four rooms is unfortunate and must weigh negatively in the balance of planning considerations, given the weight to be attached to these shortcomings, it is not considered that they warrant refusal of planning permission.

10.81 A sunlight assessment only needed to be carried out for one window at Arboretum Court, as no other windows facing the application site face within 90° of due south. This window is predicted to pass the APSH test.

10.82 1-19 The Pinnacle For the 45 windows tested, the applicant predicts 21 VSC failures. 22 rooms are predicted to fail NSL/DD. The windows and rooms failing the VSC and NSL/DD do not fully correspond – for example, four NSL/DD failures are predicted for rooms where windows do not fail VSC. The applicant’s test results are detailed below (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
Ground – W6	R3 – bedroom	23.58	14.24	0.6	98	40	0.4
Ground – W7	R4 – living / kitchen/ dining	25.1	16.87	0.67	100	100	1
Ground – W8		25.68	18.8	0.73			
First – W1	R1 – living / kitchen / ground	21.44	16.12	0.75	43	21	0.49
First – W2	R2 – bedroom	23.65	16.68	0.71	58	24	0.41
First – W3	R3 – living / kitchen / ground	26.79	17.50	0.65	75	19	0.25
First – W4	R4 – bedroom	28.59	18.57	0.65	98	34	0.34
First – W5	R5 – bedroom	29.85	19.71	0.66	99	31	0.32
First – W6	R6 – bedroom	31.21	21.67	0.69	95	55	0.57
First – W7	R7 – living / kitchen / ground	32.28	23.56	0.73	98	68	0.7
First – W8	R8 – living / kitchen / ground	32.98	25.34	0.77	100	100	1
Second – W1	R1 – living / kitchen / ground	25.08	19.54	0.78	44	24	0.55

Second – W2	R2 – bedroom	26.99	20.22	0.75	60	27	0.45
Second – W3	R3 – living / kitchen / ground	29.63	21.19	0.72	76	23	0.3
Second – W4	R4 – bedroom	31.19	22.36	0.72	98	38	0.39
Second – W5	R5 – bedroom	32.27	23.46	0.73	99	34	0.35
Second – W6	R6 – bedroom	33.42	25.22	0.75	95	56	0.59
Second – W7	R7 – living / kitchen / dining	34.33	26.92	0.78	97	68	0.7
Third – W1	R1 – living / kitchen / dining	29.23	23.26	0.8	72	46	0.64
Third – W2	R2 – bedroom	30.71	23.97	0.78	76	44	0.58
Third – W3	R3 – living / kitchen / dining	32.61	24.99	0.77	84	34	0.4
Third – W4	R4 – bedroom	33.75	26.12	0.77	98	52	0.53
Third – W5	R5 – bedroom	34.58	27.16	0.79	98	51	0.52
Third – W6	R6 – bedroom	35.46	28.68	0.81	95	63	0.66
Third – W7	R7 – living / kitchen / dining	36.13	30.06	0.83	97	66	0.68

10.83 The majority of the predicted VSC failures fall within the 0.7 to 0.79 range, however the majority of the NSL/DD failures do not, and significant weight must be given to this level of failure, in terms of the numbers of rooms adversely affected, and the degree to which each of those rooms would be impacted.

10.84 The applicant has, however, carried out mirror massing testing for The Pinnacle. 44 windows were tested, and no VSC failures were predicted. NSL/DD failures were, however, predicted for 13 rooms as follows (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
First – W3	R3 – living / kitchen / dining	19.94	17.5	0.88	25	19	0.75
Second – W1	R1 – living / kitchen / dining	23.04	19.54	0.85	35	24	0.69
Second – W2	R2 – bedroom	23.96	20.22	0.84	41	27	0.65
Second – W3	R3 – living / kitchen / dining	25.13	21.19	0.84	39	23	0.58
Second – W4	R4 – bedroom	26.01	22.36	0.86	62	38	0.62
Second – W5	R5 – bedroom	26.7	23.46	0.88	50	34	0.68
Third – W1	R1 – living / kitchen / dining	28.29	23.26	0.82	72	46	0.64
Third – W2	R2 – bedroom	29.38	23.97	0.82	76	44	0.58

Third – W3	R3 – living / kitchen / dining	30.64	24.99	0.82	83	34	0.41
Third – W4	R4 – bedroom	31.46	26.12	0.83	98	52	0.53
Third – W5	R5 – bedroom	32.11	27.16	0.85	98	51	0.52
Third – W6	R6 – bedroom	32.8	28.68	0.87	95	63	0.66
Third – W7	R7 – living / kitchen / dining	33.45	30.06	0.9	93	66	0.71

- 10.85 It is considered that, even with mirror massing taken into account, the impacts on these 13 rooms would still be significant. Only two of the failing rooms would have NSL/DD results within the 0.7 to 0.79 range. The predicted impacts are unfortunate and must weigh negatively in the balance of planning considerations, particularly given that, as noted above, less weight should be given to mirror massing results than to actual results. Although the mirror massing results diminish the weight to be attached to the impacts highlighted in the table of *actual* results, the impacts of the proposed development upon The Pinnacle cannot be disregarded.
- 10.86 A sunlight assessment only needed to be carried out for one window at The Pinnacle, as no other windows facing the application site face within 90° of due south. This window passed the APSH test in both the actual and mirror massing testing.
- 10.87 St Paul's Steiner School and 2 St Paul's Road / 1a Newington Green Road No VSC, NSL/DD or APSH failures predicted.
- 10.88 Regarding sunlight at street level, the proposed development may result in some losses, however this is considered unlikely to be so significant as to warrant refusal of permission.

Daylight and sunlight summary

- 10.89 The applicant's testing predicts VSC and NSL/DD failures at residential properties to the north and south of the application site. Even taking into account mirror massing analysis carried out in relation to The Pinnacle, the impacts upon these properties would be unfortunate and must weigh negatively in the balance of planning considerations. However – having regard to each level of failure and the weight to be attached – it is not considered that the losses of natural light to any individual property or group of properties are so significant as to warrant refusal of planning permission. Overall, it is considered that the majority of neighbouring properties would retain adequate levels of amenity in relation to natural light.
- 10.90 Rights to Light are a private legal matter, and are not a material planning consideration.

Outlook

- 10.91 Outlook – the visual amenity provided by the immediate surroundings of a (usually residential) property, as experienced from its windows or outdoor spaces – can be affected by the close siting of another building or structure, which – depending on its proximity, size and appearance – can create an oppressive, increased sense of enclosure to the detriment of the amenities of rooms in a neighbouring property,

particularly those of single aspect dwellings, or those that already have limited outlook. Outlook does not refer to views of a particular landmark or feature of interest, or long views over land not in the ownership of the viewer.

- 10.92 The proposed development would introduce significant massing to the western end of the site, where there is currently no building. The proposed additional storey would also add to the existing building's massing.
- 10.93 Distances between the proposed four/five-storey extension and neighbouring windows must be noted. A distance of over 20m would be maintained between the windows of 192-200 Balls Pond Road and the north elevation of the extension. 11.5m would be maintained between the north-facing residential windows of The Pinnacle and the proposed extension. To the east, the windows of Queen Elizabeth Court are 21m away from the east elevation of Leroy House. The proposed additional storey would come no closer to neighbouring properties than the existing building does.
- 10.94 These distances, and the heights of the proposed development, suggest that – although the occupants of several neighbouring would look out onto new or increased massing – a good level of amenity (in terms of outlook) would be maintained for those occupants. Elevation-to-elevation distances would not be abnormal or uncharacteristic for this area. Sections submitted with the application illustrate acceptable (and not particularly narrow or claustrophobic) width-to-height ratios across Balls Pond Road, Henshall Street, Dove Road and Essex Road. The relatively spacious road junction, and the proposed stepped massing and setbacks of the extension and additional storey would help ensure that outlook impacts would be limited.
- 10.95 It is also noted that not all properties surrounding the application site are in residential use, and that the amenities of such non-residential uses are not normally afforded the same level of protection as that appropriate to residential properties. Finally, it is noted that some neighbouring rooms and properties may benefit from dual aspect, which would further limit the impacts of the proposed development in terms of outlook.
- 10.96 In summary, the proposed development would not be overbearing or lead to an unacceptable sense of enclosure for neighbouring occupants.

Privacy

- 10.97 Paragraph 2.14 of Islington's Development Management Policies states that "To protect privacy for residential development and existing residential properties, there should be a minimum distance of 18m between windows of habitable rooms. This does not apply across the public highway – overlooking across a public highway does not constitute an unacceptable loss of privacy". In the application of this policy, consideration must be given to the nature of views between habitable rooms – for instance, where views between habitable rooms would be oblique as a result of angles or height differences between windows, there may be no harm.
- 10.98 Paragraph 2.3.36 of the Mayor of London's Housing SPG states that such minimum distances "can still be useful yardsticks for visual privacy, but adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density". This is noted, and there have indeed been

instances where window-to-window distances of less than 18m have been accepted where exceptional circumstances apply, however the Mayor's guidance does not override Islington's Development Management Policies, and there remains a need to ensure that proposed developments maintain adequate levels of privacy for neighbouring residents.

- 10.99 The proposed development includes no residential accommodation or habitable rooms, therefore the 18m requirement does not necessarily apply. Nevertheless, there is potential for the windows of offices and employment spaces to adversely affect the privacy of neighbouring residential properties.
- 10.100 To the north, east and west of the application site, neighbouring properties stand over 18m away from the existing building, and distances of over 18m would be maintained, post-development.
- 10.101 The south elevation of the proposed four/five-storey extension would introduce three columns of windows at ground to third floor level, facing The Pinnacle. South-facing windows are also proposed at fourth floor level, although these would be set back from the edge of the site. This new fenestration would certainly introduce opportunities for overlooking from the extension into the windows of the residential units opposite, and this must weigh negatively in the balance of planning considerations, however the weight to be attached to this impact would be limited by the likely hours that the proposed B1 floorspace would be used (although it is noted that these hours would not be controlled), and the fact that this overlooking would occur across a public highway (paragraph 2.14 of Islington's Development Management Policies is again noted). It is not considered that the impact of the proposed development upon the privacy enjoyed by the occupants of The Pinnacle would be so great as to warrant refusal of planning permission.
- 10.102 The potential for overlooking from the south-facing windows of the additional storey (to Canonbury Heights, Arboretum Court and The Pinnacle) is also noted, however for the same reasons, refusal of planning permission is not recommended in relation to these impacts.
- 10.103 No usable roof terraces are proposed, and recommended condition 8 prevents the use of the extended building's roof areas as outdoor amenity or recreational spaces. Recommended condition 16 also restricts the use of the proposed blue and green roofs.

Light pollution

- 10.104 Normal office hours are unlikely to require internal lighting of the proposed development late into the evenings, however – to enable flexible use of the proposed floorspace – it is not recommended that the hours of occupation of the development be restricted. This raises the possibility of late night light pollution occurring, should staff need to work outside normal business hours. To address this, measures such as the use of daylight and occupancy sensors for the development's internal lighting, and blinds, can be used. Condition 7 requires the submission of details of such measures to address potential light pollution concerns.

Noise

- 10.105 The application site is located in an area subject to traffic noise. The area has a mix of commercial and residential uses located in close proximity to one another.
- 10.106 Although the proposed development would intensify the use of the site, the proposed development is not considered inappropriate in terms of the additional activity that would be introduced to the street and area, and the continued employment use of the site is considered appropriate, given the limited noise outbreak normally associated with such uses. Recommended conditions 8 and 16 would prevent the use of the extended building's roof areas, further limiting noise nuisance.
- 10.107 To address potential noise caused by any rooftop plant that may be proposed in the future in relatively close proximity to residential uses, recommended condition 25 relates to the provision of appropriate noise control measures, to ensure that plant would not lead to unacceptable disturbance to neighbouring occupiers.

Other environmental impacts

- 10.108 It is acknowledged that – due to the constraints of the site and the proximity of residential properties – there is certainly potential for construction works to significantly impact upon the amenities of neighbouring occupants.
- 10.109 To address potential disturbance and environmental impacts during construction, a condition (22) is recommended requiring the submission, approval and implementation of a Construction Environmental Management Plan (CEMP) to address noise, dust, light pollution and other potential environmental impacts. The CEMP would also need to account for potential cumulative impacts, should any planning permissions for developments at nearby sites be implemented or progressed at the same time.
- 10.110 The Section 106 agreement referred to in Appendix 1 would ensure that construction is carried out in compliance with the Code of Construction Practice. The Code of Construction Practice normally restricts noisy works to between 08:00 and 18:00 Monday to Friday and 08:00 to 13:00 on Saturdays to ensure amenity impacts are limited. Outside planning control there are further controls applicable to construction, including Environmental Health legislation and regulations that would further protect the amenities of neighbouring occupiers during the construction period.

Neighbour amenity summary

- 10.111 Neighbour amenity impacts were referred to in the council's reasons for refusal relating to the previous planning application for this site. Although it would not be appropriate to simply compare the previously-predicted impacts with those now predicted, it is noted that the development now proposed would have significantly less impact upon neighbour amenity, as a result of the applicant's redesign.
- 10.112 The cumulative impacts caused by the proposed development must also be considered. Where a neighbouring property is predicted to lose natural light, that impact may be compounded or more acutely felt if the same property would also lose (or has limited) outlook, for example.

- 10.113 Given the need to ensure efficient and optimised use of accessible sites, it is considered that some infringements of standards and requirements set out in relevant planning policies and guidance could be accepted. This reduces the weight to be attached to the proposed development's adverse impacts identified above.
- 10.114 Given the above assessment, while it is noted that the proposed development would cause some adverse impacts that must weigh negatively in the balance of planning considerations, it is not considered that they – either individually or cumulatively – are so significant as to warrant refusal of permission on neighbour amenity grounds. Overall, for most adjacent properties, a good level of neighbouring residential amenity would be maintained by the proposed development. On the basis of this assessment, refusal of permission is not recommended on amenity grounds, however conditions and Section 106 clauses would need to be applied to protect amenity during both the development's demolition/construction and operational phases.

Land Use

- 10.115 The site is within an Employment Growth Area, is the subject of Site Allocation OIS3, and is covered by Article 4 Directions relating to office-to-residential and light industrial-to-residential changes of use.
- 10.116 The site's existing building currently provides 6,053sqm GIA (4,013sqm NIA) of B1 floorspace, including ancillary spaces.
- 10.117 Site Allocation OIS3 allocates the site for refurbishment/intensification for business space to provide improved quality and quantity of spaces for small/medium-sized enterprises. Development Management Policy DM5.1 states that, within Employment Growth Areas, the council will encourage the intensification, renewal and modernisation of existing business floorspace. London Plan policy 4.2 supports the renewal and modernisation of existing office stock in viable locations to improve its quality and flexibility, and supports increases in stock where there is authoritative, strategic and local evidence of demand for office-based activities. The supporting text of London Plan policy 4.2 identifies a need for significant increases in office floorspace in the years to 2031. Part B of policy CS13 of Islington's Core Strategy 2011 states that in relation to existing employment floorspace, development which improves the quality and quantity of existing business floorspace provision will be encouraged. The recommendations of the council's 2016 Employment Study are also noted.
- 10.118 Given the site's relatively accessible location, where relevant planning policies encourage the renewal and modernisation of existing business floorspace, the proposed additional 2,154sqm GIA (1,698sqm NIA) of business floorspace is welcomed in land use terms. Along with the proposed four/five-storey extension and the additional storey, the proposed development includes alterations to and reconfiguration of parts of the existing building, including the provision of refuse and cycle stores, shower and changing facilities, and two lifts. These improvements would help modernise and update the existing accommodation, making it more accessible and flexible, and are similarly welcomed. These are benefits of the proposed development which weigh positively in the balance of planning considerations relevant to this application.

- 10.119 The site's existing car park is not protected by relevant land use policies. This land is not designated or considered to be open space or a semi-private amenity area, and its development would not be contrary to Development Management Policy DM6.3. Site Allocation OIS3 makes no mention of retaining open space at this site, but encourages public realm improvements. Map 3.10 in the Core Strategy confirms that, although the adjacent Mildmay ward is currently deficient in public open space, the Canonbury ward is not.
- 10.120 Floor-to-ceiling heights of over 3.6m (ground floor) and 3m (first to fourth floors) are proposed in the four/five-storey extension, in compliance with the standard set out at paragraph 5.10 of the Development Management Policies document. Substandard floor-to-ceiling heights are proposed in the additional storey, however this is considered necessary to help limit the visual and amenity impacts of this storey.
- 10.121 Part A of policy DM5.4 states that, within Employment Growth Areas, major development proposals for employment floorspace must incorporate an appropriate amount of affordable workspace and/or workspace suitable for occupation by micro and small enterprises (i.e., provided in the form of workspaces in business use with a gross internal floor area of around 90sqm (GIA) or less). To address this policy requirement, above ground floor level in the proposed four/five-storey extension the applicant proposes to divide the new floorspace into three or four units per floor, and similarly proposes internal partitioning within the additional storey. This internal configuration, together with the proposed building management arrangements, would render the new floorspace suitable for occupation by micro and small enterprises. Indeed, Leroy House already provides small units, and is let and managed specifically for, small business. This would continue, post-development. In compliance with part C of policy DM5.4, the design and management of the proposed units would meet the needs of small or micro enterprises, and recommended condition 13 would secure this provision.
- 10.122 No workspace which would be affordable in terms of its rental rate is proposed. Given the "and/or" wording of part A of policy DM5.4 of the Finsbury Local Plan, however, and given that the proposed development includes business floorspace that would be suitable for occupation by micro and small enterprises by virtue of its design and size, the council cannot insist upon the provision of affordable workspace on site as part of the proposed development.
- 10.123 In response to the council's consultation a query has been raised regarding the need for the new B1 floorspace, however given the quality of the space proposed, there is no reason to believe the development – if completed – would remain unoccupied.
- 10.124 In the covering letter (dated 12/09/2017) attached to the petition described earlier in this report, concerns were raised regarding the possible displacement of existing tenants. This, and tenancy agreements between the applicant and other parties, are not material planning considerations. In a letter dated 10/10/2017, however, the applicant stated that they "will be discussing the relocation process directly with individuals, assisting them both in relation to the potential provision of alternative premises within the building and/or the Workspace portfolio during the construction process, and supporting them should they wish to return to Leroy House when the development is complete".

- 10.125 The proposed café would occupy approximately 180sqm of floorspace in the proposed four/five-storey extension. It is considered to be ancillary to the B1 use of Leroy House, and therefore does not need to be assessed against Development Management Policies DM4.3 and DM4.4, however it is nonetheless considered that – subject to controls on opening hours and refuse storage – the café would not cause harm to neighbouring amenity or to the vitality and viability of Town Centres and Local Shopping Areas within Islington. The café would further add to the attraction of the extended building's business floorspace. Its impact upon custom at existing nearby cafés is not a material consideration (planning permission cannot be refused on the grounds of increased competition), and while some existing custom may be diverted to the café, it is noted that the increased employee population at the application site may also increase custom at existing local cafés and other businesses. Recommended conditions 24 and 27 include appropriate controls and provisions relating to hours and refuse storage.
- 10.126 The applicant has stated that the proposed development is likely to accommodate 131 employees, based on the Homes and Communities Agency's (HCA's) ratio of one employee per 13sqm of floorspace and the proposed uplift in floorspace. Officers consider this estimated figure to be reasonable, and do not believe a separate calculation needs to be carried out to ascertain employee numbers for the proposed ancillary café. The applicant's figure has been used by officers to calculate Section 106 contributions.
- 10.127 The application site is within Flood Zone 1 (and has a low probability of flooding), is less than one hectare in size, and is not within a Local Flood Risk Zone. The applicant was not required to submit a Flood Risk Assessment with the application. Sustainable urban drainage is considered in the Sustainability section of this report.

Inclusive Design

- 10.128 Paragraph 57 of the NPPF is relevant to the current proposal in relation to inclusive design. London Plan policy 7.2 requires all new development to achieve the highest standards of accessible and inclusive design, and refers to the Mayor's Accessible London SPG. At the local level, Development Management Policy DM2.2 requires all developments to demonstrate that they i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone; and iv) bring together the design and management of a development from the outset and over its lifetime. The Inclusive Design in Islington SPD is also relevant.
- 10.129 Lift access would be provided to every floor of the proposed four/five-storey extension, the additional storey, and the existing building, other than basement level. It is accepted that a requirement to provide lift access to this relatively small basement room would be disproportionately onerous. One of the new lifts would have two sets of doors, enabling staff and visitors to move from the entrance lobby (which would be at pavement level) to the internal ground floor level. As only one lift would facilitate movement between these levels, a second solution would be required for occasions when the lift is out of service.

- 10.130 Accessible WCs are proposed at ground to fifth floors, and an accessible shower room is proposed adjacent to the cycle store.
- 10.131 Two refuges are proposed within protected lobbies on every floor of the existing building, and in the additional storey. These are proposed in locations that would not obstruct access to escape stairs or routes.
- 10.132 Recommended condition 10 requires the submission of details relevant to inclusive design, to ensure the proposed business floorspace would comply with relevant planning policies and the relevant parts of the Inclusive Design in Islington SPD. The same condition requires details of a second solution to facilitate access between the entrance lobby and ground floor. Further details relating to evacuation are also required by the proposed condition – this is necessary given that the proposed refuges, while welcome, would effectively limit the number of mobility-impaired people permitted on each floor to two, other than at ground floor level. Details of storage for mobility scooters, manifestations to glazing, and the opening weight of the new entrance door, are similar referred to in recommended condition 10.

Accessible parking and drop-off

- 10.133 No on-site accessible parking is proposed. This is considered acceptable, given the site's constraints and the impact on-site parking would have had upon the design of the proposed development. Applying the standard set out at page 39 of the Planning Obligations (Section 106) SPD (of one accessible parking bay required for the uplift in employee numbers divided by 33), with a likely uplift of 131 employees, four accessible parking spaces would be required. Noting that there may be limited scope for on-street provision close to the application site, recommended condition 11 requires the submission of a survey to ascertain where such spaces could be provided. Paragraph 4.19 of the applicant's Transport Assessment suggests that there is sufficient capacity to accommodate "a level of disabled parking provision on-street". Should on-street provision not be possible, a financial contribution towards accessible transport initiatives can be accepted.
- 10.134 The same recommended condition requires details of where safe on-street drop-off could be provided for employees and visitors with disabilities.

Financial Viability

- 10.135 No financial viability information has been submitted with the current application. No weight, therefore, can be given to any arguments for policy non-compliance on cost grounds, and no such arguments have been made by the applicant.

Sustainability, Energy Efficiency and Renewable Energy

- 10.136 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and policies relevant to sustainability are set out throughout the NPPF.
- 10.137 Further planning policies relevant to sustainability are set out in chapter 5 of the London Plan, Core Strategy policy CS10 and chapter 7 of the Development Management Policies. Islington's Environmental Design SPD is also relevant.

- 10.138 The council requires all developments to meet the highest standards of sustainable design and construction and make the fullest contribution to the mitigation of and adaptation to climate change. Developments must demonstrate that they achieve a significant and measurable reduction in carbon dioxide emissions, following the London Plan energy hierarchy. All developments will be expected to demonstrate that energy efficiency has been maximised and that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. Carbon dioxide calculations must include unregulated, as well as regulated, emissions, in accordance with Islington's policies.
- 10.139 Islington's Core Strategy policy CS10 (part A) states that all major development should achieve an on-site reduction in total (regulated and unregulated) carbon dioxide emissions of at least 40% in comparison with total emissions from a building which complies with the Building Regulations 2006, unless it can be demonstrated that such provision is not feasible. This 40% saving is equivalent to a 30% saving compared with the 2010 Building Regulations, and 27% compared with the 2013 Building Regulations. A higher saving (50% in comparison with total emissions from a building which complies with the Building Regulations 2006, which translates into a 39% saving compared with the 2013 Building Regulations) is required of major development in areas where connection to a decentralised energy network (DEN) is possible. Development Management Policy DM7.3 requires all major developments to be designed to be able to connect to a DEN, and connection is required if a major development site is within 500m of an existing or a planned future DEN.
- 10.140 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport, sustainable construction and the enhancement of biodiversity. Development Management Policy DM7.1 requires development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG. Major developments are also required to comply with Islington's Code of Practice for Construction Sites and to achieve relevant water efficiency targets as set out in the BREEAM standards.

Carbon dioxide emissions

- 10.141 The applicant has submitted an Energy Strategy, setting out the applicant's proposed measures which would achieve a reduction in regulated carbon dioxide emissions of 46% against the 2013 Building Regulations. This complies with the relevant 35% London Plan target.
- 10.142 In relation to total (regulated and unregulated) emissions, the applicant proposes a saving of 27.9% against the 2013 Building Regulations. This complies with the 27% saving required by Islington's policies (note that the 27% requirement, rather than the 39% requirement, is applicable as it is accepted that the development cannot currently connect to a DEN).

- 10.143 Remaining carbon dioxide emissions would need to be offset with a payment of £47,012. It is recommended that this be included in a Section 106 agreement associated with any permission granted for the proposed development.
- 10.144 There is no existing or planned DEN within 500m of the application site. The submission of an assessment of the feasibility of connection to a DEN was therefore not required, however the applicant was required to explore the potential for a Shared Heating Network (SHN) linking nearby developments and/or existing buildings, as set out in part D of Development Management Policy DM7.3. Officers drew the applicant's attention to the development currently under way at the Dover Court Estate, and encouraged communication with that development's project manager. The applicant has reported, however, that heating and hot water on the Dover Court Estate is provided predominantly via individual boilers, and that the CHP system currently being installed (to serve a new block of 23 units) will be on the southern boundary of the estate, some distance away from Leroy House. On the basis of this information, the applicant has concluded that a SHN with the Dover Court Estate would not achieve any carbon dioxide savings over and above those currently proposed by the applicant, and the council's Energy Conservation Officer has accepted this.
- 10.145 As a minimum it is recommended that future-proofing of the proposed development for future connection to the DEN be addressed and secured via the necessary Section 106 agreement. Given the lack of detail provided by the applicant with regard to the technical feasibility of future connection, it is recommended that the Section 106 agreement requires details of sufficient space to be made available within the proposed development for the heat exchange plates and pipework required for future connection.
- 10.146 London Plan policy 5.6 requires applicants to explore the potential for on-site combined heat and power (CHP) facilities serving major developments, however at this site no such facility is proposed. The council's Energy Conservation Officer has accepted that the proposed development's heat loads demonstrate that an on-site CHP system would not be feasible.
- 10.147 The applicant proposes the use of variable refrigerant flow (VRF) active cooling at ground floor level. While the use of active cooling is not usually supported unless evidence is provided to demonstrate that technologies from the higher levels of the London Plan cooling hierarchy cannot deliver sufficient heat control, in this case the applicant's evidence is convincing. The applicant explored the full range of measures in the cooling hierarchy before specifying VRF, and the council's Energy Conservation Officer has accepted that there would be a residual risk of overheating that necessitates active cooling.

Sustainability

- 10.148 The applicant's Sustainability Statement confirms that the proposed four/five-storey extension and additional storey are intended to achieve BREEAM "Excellent", and a condition (19) securing this is recommended. The applicant's submission details various other measures in relation to sustainability and relevant planning policies, including blue and green roofs and measures relating to water efficiency.

- 10.149 A revised draft Green Performance Plan (GPP) has been submitted by the applicant during the life of the application. This includes measurable performance targets for water, electricity and gas usage. The revised draft GPP is considered to be acceptable, however a full, updated GPP would need to be secured via a Section 106 agreement.
- 10.150 Regarding the use of sustainable materials, condition 3 is recommended to secure the submission and approval of a Green Procurement Plan.
- 10.151 It is recommended that the applicant be required (via a Section 106 agreement) to sign up to Islington's Code of Construction Practice.

Trees, landscaping and biodiversity

- 10.152 There are six trees (all sycamores) within the application site, surrounding the car park. These would be removed as part of the proposed development. The two street trees immediately outside the application site on Balls Pond Road would be retained.
- 10.153 The applicant has asserted that the six sycamores are defective, self-seeded Category C trees of a low quality, and officers agree that these trees – due to their shape, size and condition – currently make a limited positive contribution to the surrounding townscape and the Canonbury Conservation Area. While the proposed loss of tree canopy cover is unfortunate, this impact is partly mitigated by the applicant's proposal to plant three replacement trees at the site – one at each corner of the proposed four/five-storey extension, and another adjacent to the two street trees (but within the curtilage of the application site) on Balls Pond Road. Through recommended condition 14, details of tree pits and maintenance would be secured, to help ensure the proposed trees can survive, grow to a significant size, and make a meaningful contribution in the future to the surrounding townscape and the conservation area. Climbing plants are also proposed to the north elevation adjacent to the proposed new entrance, to further mitigate the loss of trees.
- 10.154 The two street trees to be retained would need to be adequately protected during construction works, and recommended condition 14 requires details of appropriate protection measures.
- 10.155 The applicant's Preliminary Ecological Appraisal asserts that the application site currently has a low ecological value, which is not entirely accepted, given the contribution made to local biodiversity made by the six early-mature trees surrounding the site's car park. Other than in relation to the proposed tree removal, officers agree that the proposed development would have little or no impact on existing biodiversity, but provides an opportunity to increase the site's biodiversity interest. The applicant's list of suggested trees includes species that are attractive to birds, pollinators and other wildlife. Log piles for invertebrates are proposed at roof level. A "biodiversity roof" (i.e., a green roof) is also proposed above the blue roof, and the proposed climbing planting can be attractive to birds. Bird and bat boxes are referred to in the applicant's Preliminary Ecological Appraisal, which notes that swifts have been observed in the local area. This concurs with comments made in response to this application by representatives of Islington Swifts and Hackney Swifts, and it is recommended that specific swift nest boxes be secured by condition (15), along with the other measures detailed above.

- 10.156 Blue and green roofs would cover all parts of the proposed four/five-storey extension. Details (substrate depths, species etc) of these roofs are required by recommended condition 16, to ensure the standard requirements as set out in Islington's Environmental Design SPD are met. It is accepted that the additional storey and existing roof of Leroy House could not accommodate green or blue roofs, given the structural and depth requirements of such installations.

Drainage

- 10.157 Development Management Policy DM6.6 requires major developments to incorporate Sustainable Urban Drainage Systems (SUDS) and to be designed to reduce flow to a "greenfield rate" of run-off (8 litres/second/hectare) where feasible. Where it is demonstrated that a greenfield run-off rate is not feasible, rates should be minimised as far as possible, and the maximum permitted run-off rate will be 50 litres/second/hectare (l/s/ha).
- 10.158 The submitted Drainage and Surface Water Statement notes that 100% of the application site is hard surfaced, and that all surface water from the application site currently discharges directly to public sewers without any attenuation. Noting that the proposed four/five-storey extension would have a 306sqm footprint, the applicant states that a greenfield run-off rate would not be feasible at this site, as it would require a very small orifice / outlet pipe which would be at risk of siltation and blockages, requiring continuous maintenance. The applicant has therefore designed a rainwater attenuation solution that would achieve the equivalent of a 50l/s/ha run-off rate, which would comply with policy DM6.6. This solution would involve the installation of blue roofs to the proposed four/five-storey extension. Recommended condition 17 requires the implementation of the proposed measures to ensure the 50l/s/ha run-off rate is achieved.
- 10.159 The larger part of the site would remain occupied by the existing building, and it is accepted that there is little scope for retrofitting run-off attenuation without increasing the height of the building or sacrificing employment floorspace within the building. With the solution proposed for the four/five-storey extension, there would be an overall improvement in the site's run-off rate, and this is welcomed.

Highways and Transportation

- 10.160 Policies relevant to highways and transportation are set out in section 4 of the NPPF and chapter 6 of the London Plan. Islington's Core Strategy policy CS10 encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use. Detailed transport policies are set out in chapter 8 of Islington's Development Management Policies.

Existing conditions

- 10.161 All parts of the highways surrounding the application site are maintained by LB Islington, and all four streets are open to two-way traffic, although "no motor vehicles" signs have been installed at the Balls Pond Road entrance to Henshall Street, effectively restricting southbound traffic. Pavements widths vary around the application site.

- 10.162 The site has a high PTAL score of 6a, and is well served by buses. A bus stop exists directly outside the site, on Balls Pond Road, and there is a bus stand on the south side of Dove Road. A dropped kerb on Dove Road provides vehicular access to the site's car park, and there are other dropped kerbs along Dove Road. The car park can accommodate up to 14 vehicles (if double parked), although the applicant's Transport Statement suggests 18 vehicles (including two used by people with disabilities) can be accommodated. The site is within a Controlled Parking Zone, and is surrounded by double and single yellow lines, and parking spaces for permit holders.
- 10.163 The applicant has stated that there are currently only 10 informal cycle parking spaces on site. These are adjacent to the existing building's west-facing entrance.
- 10.164 The existing building is serviced from Dove Road.

Trip generation, parking and cycle parking

- 10.165 The applicant has submitted a Transport Statement which details the transportation and highways implications of the proposed development.
- 10.166 In relation to staff journeys to work, for the trips generated by the site's existing building the applicant has made use of TRICS data that specifically refers to Leroy House. The applicant has also noted that the site's existing car park would be removed, and that on-site cycle parking would be provided. With these changes in mind, the applicant predicts that the proposed development is likely to generate an increase in total person trips and a decrease in vehicle trips. Daily total (in and out) vehicle trips are predicted by the applicant to fall by 48, public transport trips would increase by 182, cycling trips would increase by 24, pedestrian trips would increase by 174, and trips using other forms of transport would increase by 29. The applicant concludes that the proposed development would have a beneficial impact in terms of vehicle trips. Officers agree with this conclusion, and note that the vast majority of additional trips generated by the proposed development would involve sustainable modes of transport.
- 10.167 The predicted additional daily public transport trips have been broken down by the applicant into 112 bus trips, 53 underground trips, and 16 rail trips (this does not add up to 182 due to rounding). Noting that the site isn't close to a London Underground station, and that the identified "underground" and some of the "rail" trips are more likely to be carried out using London Overground services, it is considered that the proposed development would not have a significant adverse impact upon local public transport capacity, and that additional Section 106 contributions towards transport (in addition to the contributions now collected via CIL) are not necessary.
- 10.168 It is considered that the predicted additional daily pedestrian and cycle trips would not have a significant adverse impact upon local highways and their capacity for pedestrians and cyclists.
- 10.169 The proposed development would be car-free in accordance with Core Strategy policy CS10 and Development Management Policy DM8.5. The loss of the site's existing parking spaces is policy-compliant and is welcomed, as it would discourage the use of less sustainable forms of transport. Accessible parking is discussed earlier in this report.

- 10.170 The applicant proposes a store at ground floor level (accessible directly from Dove Road, and internally) providing space for the storage 98 cycles, including two accessible or recumbent cycles. The store would be covered, secure and sufficiently convenient to use. The proposed shower and changing facilities (including those for employees with disabilities, at least in terms of their location) are considered acceptable. In accordance with the standards set out at Appendix 6 of the Development Management Policies, for the 2,154sqm GIA uplift in B1 floorspace, only 27 cycle parking spaces would be required, however the applicant also intends to provide at least some (and to formalise) cycle parking for staff of the existing building, which is welcomed. Three Sheffield stands (providing six spaces) are also proposed close to the site's entrance, for use by visitors. Recommended condition 12 requires the provision of the proposed cycle store, and the submission of details of racks within it.
- 10.171 The applicant has submitted a Travel Plan which – if implemented – would encourage the use of more sustainable modes of transport. It is recommended that a requirement for the Travel Plan to be implemented be included in a Section 106 agreement associated with any permission granted for the proposed development.

Other highways considerations

- 10.172 The proposed four/five-storey extension would be built entirely within the site's boundaries, and would be set in from the Essex Road / Balls Pond Road and Essex Road / Dove Road corners. The proposed development therefore does not raise concerns in relation to highways safety, sight lines for drivers, and the movements of vehicles moving along Dove Road and/or turning in or out onto Essex Road.
- 10.173 It is likely that footway and highway reinstatement works would be necessary following completion of the proposed development. This matter is referred to in the recommended Section 106 Heads of Terms.
- 10.174 Paragraph 4.20 of the applicant's Transport Assessment and paragraph 12.7 of the submitted Planning Statement state that obsolete vehicle crossovers surrounding the site would be reinstated as footways, and that dropped kerbs would be provided for refuse collection, loading and access for cyclists. Comparison of the existing and proposed ground floor plans suggests that the existing eight dropped kerbs and vehicle crossovers along Dove Road would be rationalised and reduced to two, which is welcomed. This would tidy up the pavement of Dove Road, and would make it more accessible to people using wheelchairs and buggies. As this pavement is owned and maintained by the council, the proposed works would need to be carried out by the council (to an agreed standard and design) at the expense of the developer.
- 10.175 The applicant has not submitted a Pedestrian Environment Review System (PERS), however pedestrian routes to and from the site are not known to be in a particularly bad condition, and the nearest pedestrian crossings have tactile paving and dropped kerbs for pedestrians. Streets around the site have an appropriate provision of street lighting. Some improvements to surfaces and other improvements could, however, be made to pavements surrounding the application site, and it is noted that parts of the Dove Road pavement are narrow, especially when items are left leaning against the wall of Leroy house. Paragraph 12.7 of the applicant's Planning Statement notes the

poor quality of the existing public realm on Dove Road. CIL moneys associated with the proposed development could be spent on improvements to pedestrian routes to and from the development, should any deficiencies be identified at a later date or following a more thorough assessment.

- 10.176 It is recommended that a Demolition and Construction Management and Logistics Plan (DCMLP), updating and expanding upon the submitted Construction Management Plan, be secured by condition (21). This would need to account for potential cumulative impacts and logistics implications, should any planning permissions for developments at nearby sites be implemented or progressed at the same time.

Servicing

- 10.177 The applicant's Transport Assessment confirms that Leroy House is currently serviced partly on-street from Dove Road, and partly from a roller-shuttered loading bay within the building envelope, accessed from Dove Road. Previous surveys carried out by the applicant found that Leroy House generated between 35 and 51 servicing vehicle trips a day. These include three visits to the site per week by the applicant's private refuse collector.
- 10.178 The submitted Delivery and Servicing Plan states that servicing would be carried out from the existing off-street loading bay (which would be retained), from a stretch of Dove Road where single yellow lines exist, and from a new on-street loading bay proposed on Dove Road directly outside the four/five-storey extension. Based on earlier survey data, the applicant predicts an additional 15 to 25 servicing vehicle trips each day in connection with the proposed development. These are predicted to be mostly couriers dropping off small, individual packages, mostly staying at the site for approximately five minutes for each visit. Refuse vehicles would continue to stop on Dove Road, and a dropped kerb to Dove Road would be retained to facilitate the movement of bins from the proposed refuse store. All movements, including reverse movements into the off-street loading bay, would be managed by on-site staff. Suppliers would be required to pre-book delivery slots, deliveries would be programmed to avoid refuse collections, and drivers would be required to switch vehicle engines off during loading and unloading. Provisions for the monitoring and review of the applicant's Delivery and Servicing Plan have also been proposed by the applicant.
- 10.179 These proposed arrangements for vehicle movements are considered acceptable in highways and amenity terms, given the low levels of vehicular traffic to Dove Road. Although Development Management Policy DM8.6 and supporting paragraph 8.40 set out a preference for on-site servicing of major developments, in this case it is accepted that such a provision would render the proposed development unacceptable in townscape and land use terms.
- 10.180 It is recommended that the commitments set out in the submitted Delivery and Servicing Plan (DSP) be secured by condition (23).
- 10.181 The submitted ground floor plan (P00 100) shows a single refuse store in the south elevation of Leroy House, accessed from Dove Road via an existing door and the retained loading bay door. This refuse store would be approximately 53sqm in size.

The applicant's Waste Management Strategy proposes a weekly storage capacity of 37,020 litres (37.02 cubic metres) with 70% of this provided for recycling, despite only 22 cubic metres being required for the 8,207sqm (GIA) of B1 floorspace that would exist at this site (note that the council's current Recycling and Refuse Storage Requirements set out a standard of 2.6 cubic metres per 1,000sqm of B1 floorspace). It is considered that the refuse store would be adequately sized to ensure that waste need not be stored outside on the pavement, and dragging distances would be minimal. Recommended condition 24 requires the provision of the refuse store prior to first occupation, requires at least 50% of the proposed capacity to be retained for the storage of separated waste for recycling, and – even though the proposed café would be ancillary to the building's B1 use – requires separate storage (within the refuse store) for that facility.

Fire Safety

- 10.182 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire. Although matters relating to fire safety are relevant to the Building Regulations, certain fire safety measures may have implications relevant to planning.
- 10.183 Section 10 of the submitted Design and Access Statement sets out the applicant's fire safety strategy. This notes that, as the building is less than 30m in height, no sprinkler system is required, nor are compartment floors (however a 60-minute compartment floor is proposed between the additional storey and the existing building). The applicant notes that, as no floor would be above 18m, only 60-minute compartmentation is required vertically between the four/five-storey extension and the existing building, and that there is no requirement for a firefighting shaft. The applicant further notes that no dedicated smoke ventilation is required from the existing basement, protected staircases and lobbies would achieve 30-minute fire rating, and service risers and shafts would achieve 60-minute fire rating.
- 10.184 An alternative means of escape is required for every storey above 11m, and the existing building's two escape stair cores would be retained as part of the proposed development. As one of these stair cores currently extends down to basement level, protective measures may be required at basement or ground floor level, however there is no reason to suggest this could not be achieved without losing employment floorspace or unacceptably restricting access inside the building.
- 10.185 The applicant has not provided details of the extent of unprotected area to the proposed development's elevations (justification and calculation will be required in relation to the extent of unprotected area in the proposed elevations relative to the surrounding streets' widths), however the applicant would be required to either remain within the limits set out in the Building Regulations, or would need to implement compensatory measures such as compartment floors or a sprinkler system.
- 10.186 The London Fire and Emergency Planning Authority have not responded to the council's consultation.
- 10.187 It must be noted that the fire safety information set out by the applicant is not normally provided at planning application stage, and if some amendments to the proposed development (in the form of internal reconfiguration) are required in order to comply

with the Building Regulations, there appears to be scope for doing this without rendering the development unacceptable in planning terms. For example, adjustments could be made to the building's internal configuration whilst ensuring the proposed development would still provide adaptable, accessible employment floorspace of a sufficiently high quality.

- 10.188 It is noted that fire brigade access to more than 15% of the site's perimeter (from the street) would be available.
- 10.189 Spaces for the storage of mobility scooters would need to be provide within fire-rated enclosures with appropriate ventilation to the outside. Section 7.0 of the applicant's Waste Management Strategy notes that the propose refuse store would need to be constructed within a fire compartment structure, with walls constructed of non-combustible materials.
- 10.190 The external materials proposed for the development's elevations are not known to be flammable.
- 10.191 It is considered that the fire safety implications of the proposed development have been considered as far as is necessary and appropriate at this stage, given the extent to which these matters can be considered as part of the planning process without duplicating assessments that will be carried out at a later, detailed design stage with regard to the Building Regulations.
- 10.192 An informative (6), advising the applicant to contact the council's Building Control team in relation to fire safety, is recommended.

Contaminated Land and Air Quality

- 10.193 Historic maps and photographs indicate that the site's car park was previously occupied by housing, a post office, a public house, and warehousing. Other uses and activities may have also been carried out, however the site is not known to be heavily polluted. The likelihood of a pollution linkage (between staff and visitors and any contamination that may exist on site) would be limited, however a condition (26) is recommended, requiring the implementation of measures in the event that unsuspected contamination is discovered during works.
- 10.194 The whole of the borough has been designated by the council as an Air Quality Management Area. It is recommended that, for the proposed development's construction phase, the submission, approval and implementation of a Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including in relation to air quality, dust, smoke and odour) be secured by condition (22). This would help ensure that the proposal would not detrimentally impact upon the amenity of the neighbouring occupiers with regard to air quality. Emissions from non-road mobile machinery would also need to be addressed in submissions made pursuant to condition 22.
- 10.195 The proposed development includes no on-site combined heat and power (CHP) facility or other potentially significant source of air pollution. For the development's operational phase, therefore, it is considered that conditions controlling emissions are not necessary.

10.196 The council's Pollution Team noted that the proposed development's occupiers may be at the site for an eight- or ten-hour working day, and recommended condition 9, requiring details of measures to minimise the development's future occupiers' exposure to air pollution.

Planning Obligations, Community Infrastructure Levy and Local Finance Considerations

Community Infrastructure Levy

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

Section 106 agreement

10.198 Officers have advised the applicant that a Section 106 agreement including relevant Heads of Terms would be necessary in order to adequately mitigate the impacts of the proposed development. The necessary Heads of Terms are:

- The repair and reinstatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- The removal of redundant existing dropped kerbs and the introduction of a new dropped kerb, to be paid for by the applicant and carried out by LBI Highways.
- Compliance with the Code of Employment and Training.
- Payment towards employment and training for local residents of a sum of £21,942, or delivery of employment and training initiatives (subject to the council's agreement) to an equivalent financial value.
- Facilitation, during the construction phase of the development, of 3 work placements. The placements must last a minimum of 26 weeks. The council's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage. If these placements are not provided, a fee of £15,000 to be paid to the council.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2,357, and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- The provision of four additional accessible parking bays or a contribution towards bays or other accessible transport initiatives of £8,000.

- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £47,012.
- Future-proofing of any on-site heating/hot water system so that the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- Adherence to the approved Travel Plan, including in relation to reporting.
- Car-free development.
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

10.199 All payments to the council would be index-linked from the date of Committee and would be due upon implementation of the planning permission.

10.200 The applicant has suggested that, in lieu of a £21,942 payment towards employment and training for local residents, employment and training initiatives to an equivalent financial value could be delivered via a third party going by the name XLP (or "The eXcel Project", a charity that specialises in youth work in London), subject to the agreement of the council. This proposal was discussed at length (during the life of the previous application) between the applicant and the council's Infrastructure and S106 Officer (Employment Skills and Culture division). Officers have accepted the principle of allowing the applicant to deliver employment and training initiatives instead of a financial payment, but required details of what kind of initiatives would be provided and how the proposed provision would be quantified. In response, the applicant confirmed that the following would be made available to young people within the Canonbury ward:

- Project 1 (XL-R8 mobile youth club, provided on board a converted double-decker bus) – 50 sessions made available on the Marquees Estate;
- Project 2 (X-Mobile converted police riot van, where coaching sessions for small groups are provided) – 60 sessions made available on the Marquees Estate;
- Project 3 (A2E (access to employment) project involving mentoring and training for young people currently seeking employment or not in education, employment or training) – 6 places on the Workspace Inspires Me training programme as well as ongoing 1-2-1 support to go to ward residents; and
- Project 4 (residential) – 6 places on XLP summer camp to go to ward residents and 20 places on weekenders.

10.201 Of note, the £21,942 sum would not fund all of the above. The delivery of these initiatives is also reliant on funding from the Big Lottery Fund, the Vivendi Create Joy Fund, and the City of London Corporation.

10.202 The abovelisted proposals are welcomed, however full details would need to be submitted to and approved by the council at a later date, and it is recommended that the relevant Section 106 agreement be worded to require the payment of the employment training contribution should the proposed initiatives not be delivered.

10.203 On 23/10/2017, the applicant agreed to the inclusion of the above Heads of Terms in a Section 106 agreement.

National Planning Policy Framework

10.204 Paragraph 17 of the NPPF sets out 12 core planning principles that should underpin decision-taking. The current proposal is strong in relation to the principles relating to the reuse of land and achieving high quality design. With the recommended conditions and Section 106 agreement, the proposed development would go some way towards addressing the NPPF's core principle related to addressing climate change. The proposal is not considered to be fully compliant in relation to the principle relating to achieving a good standard of amenity for existing occupants.

10.205 In the final balance of planning considerations set out below, officers have also considered the proposal in the context of the presumption in favour of sustainable development set out in the NPPF.

Other Matters

10.206 The applicant proposes limited excavation at the western end of the site to enable the ground floor of the proposed four/five-storey extension to be level with that of the existing building. Although excavation of only 1.25m (maximum, to accommodate the 1.1m difference between the finished floor level of the four/five-storey extension and pavement level, and a 0.15m slab, but not including pile caps or piles) is proposed, and although this is an island site and is separated from adjacent buildings by highways (which potentially reduces risks of damage to adjacent buildings – including the Grade II* listed St Paul's Church – during excavation works), in accordance with Islington's Basement Development SPD, the submission and assessment of a Structural Method Statement was necessary.

10.207 The applicant proposes to install temporary steel piles to shore up the surrounding pavements during excavation. The applicant then proposes to erect 0.25m thick reinforced concrete retaining walls around the perimeter of the excavated area. These would sit at the foot of the four/five-storey extension.

10.208 As confirmed at paragraph 6.4 of Islington's Basement Development SPD, the council (as Local Planning Authority) is not required to approve a technical solution for a development proposal in relation to structural stability, but is keen to ensure that such issues have been sufficiently evaluated and responded to in a design, and to ensure that this process has been undertaken by a suitably qualified and experienced professional. It is noted that the applicant's report was prepared by a Member of the Institute of Civil Engineers. A relevant condition (18), requiring the retention of a suitably qualified professional during excavation and construction, is recommended in accordance with paragraph 6.10 of the SPD.

10.209 Temporary piles are proposed during construction works, therefore it is recommended that Thames Water's proposed condition regarding piling be applied (condition 28).

10.210 The impact of the proposed development upon adjacent property values is not a material planning consideration, and planning permission cannot be withheld on these grounds.

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The benefits of the proposed development must be noted. These include the provision of new business floorspace including floorspace suitable for occupation by micro or small enterprises, the formalisation of refuse and cycle storage, and surface water run-off improvements. CIL contributions towards transport and other infrastructure, and Section 106 obligations, although required in order to mitigate the impacts of the development, would also benefit existing residents and visitors to the area.
- 11.2 These benefits must, however, be weighed against the shortcomings of the proposed development, the material harm that the proposed development would cause, and the development's non-compliance with development plan policies. Officers' primary concerns relate to the impacts of the proposed development upon the amenities of some neighbouring properties, and the harm the additional storey would cause to the existing building and the setting of the Canonbury Conservation Area and the Grade II listed 178-190 Balls Pond Road.
- 11.3 The comments made by residents and neighbouring businesses have been considered, as have responses from consultee bodies. It is considered that the concerns raised have been sufficiently addressed. The pre-application comments of the DRP have also been sufficiently addressed, such that the proposed development did not need to be considered again by the DRP.
- 11.4 It must be noted that the statutory starting point in the council's assessment of planning applications is to assess them against all relevant Development Plan policies and other material considerations, then to determine them in accordance with the plan as a whole unless material considerations indicate otherwise.
- 11.5 In this case, the benefits of the proposed development have been given due consideration, and are considered to outweigh those shortcomings of the development which cannot be adequately mitigated through the use of conditions and the provisions of a Section 106 agreement.
- 11.6 Although it would not be appropriate to simply compare the current proposal against the previously-proposed development, it is noted that the development now proposed represents a significant improvement, and that the council's 2016 reasons for refusal have been adequately addressed.
- 11.7 In conclusion, given the proposed development's adequate level of compliance with planning policies (including those of the NPPF and the London Plan), on balance it is recommended that planning permission be granted.

Conclusion

- 11.8 It is recommended that planning permission be granted subject to conditions and Section 106 agreement Heads of Terms as set out in Appendix 1 – RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

- The repair and reinstatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- The removal of redundant existing dropped kerbs and the introduction of a new dropped kerb, to be paid for by the applicant and carried out by LBI Highways.
- Compliance with the Code of Employment and Training.
- Payment towards employment and training for local residents of a sum of £21,942 or delivery of employment and training initiatives (subject to the council's agreement) to an equivalent financial value.
- Facilitation, during the construction phase of the development, of 3 work placements. The placements must last a minimum of 26 weeks. The council's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage. If these placements are not provided, a fee of £15,000 to be paid to the council.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2,357, and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- The provision of four additional accessible parking bays or a contribution towards bays or other accessible transport initiatives of £8,000.
- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £47,012.
- Future-proofing of any on-site heating/hot water system so that the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- Adherence to the approved Travel Plan, including in relation to reporting.
- Car-free development.
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

That, should the Section 106 Deed of Planning Obligation not be completed within the Planning Performance Agreement timeframe the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

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

RECOMMENDATION B

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

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans and documents list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>P00 099 P00 100 P00 101 P00 102 P00 103 P00 104 P00 105 P00 106 P01 021 rev A P01 022 rev A P01 132 rev A P03 022 rev A P03 131 P03 133 P03 134 P05 001 P05 002</p>

	<p>P05 003 Planning Statement (Lichfields, August 2017) Design and Access Statement (Piercy and Company, August 2017) Heritage, Townscape and Visual Impact Assessment (Lichfields, August 2017) Daylight and Sunlight Report (GL Hearn, 04/08/2017) Environmental Noise Survey (Hoare Lea, 27/07/2017, rev 04) Health Impact Assessment screening (undated) Air Quality Assessment (WYG, August 2017) Preliminary Ecological Appraisal (Greengage, July 2017) Tree Survey and Arboricultural Impact Assessment (Greengage, July 2017) Statement of Community Involvement (Quatro, July 2017) Transport Assessment (Caneparo Associates, July 2017) Workplace Travel Plan (Caneparo Associates, July 2017) Delivery and Servicing Plan (Caneparo Associates, July 2017) Waste Management Strategy (Etude, July 2017, rev B) Energy Statement (Etude, July 2017, rev B) as amended by Draft Green Performance Plan (Etude, July 2017, rev C) and Energy Technical Note (Etude, 23/10/2017, rev F) Sustainability Statement (Etude, July 2017, rev B) Drainage and Surface Water Statement (Heyne Tillett Steel, 19/07/2017, rev A) Mechanical, Electrical and Public Health Engineering Services Stage 2 Report (Hoare Lea, July 2017, rev P1) Structural Method Statement (Heyne Tillett Steel, 19/07/2017, rev A) Construction Management Plan (Knight Build, July 2017, rev 02) XLP/Workspace Islington Proposal (08/09/2017)</p> <p>REASON: For the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and samples (Details)
	<p>CONDITION: A Green Procurement Plan for sourcing the materials to be used in the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste. The materials shall be procured and the development shall be carried out strictly in accordance with the Green Procurement Plan so approved.</p> <p>Details of all facing materials including samples shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details and samples shall include:</p> <ul style="list-style-type: none"> a) brickwork, bond and mortar courses (sample panel to be provided on site); b) metal (or other) cladding panels (including details of the edge and seams/gap treatments, method(s) of fixing, and any profiling); c) windows and doors; d) roofing materials; and e) any other materials to be used on the exterior of the development.

	<p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard and contributes positively to the significance of heritage assets.</p>
4	Roof-level structures (Details)
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, enclosures, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding streetscene, the character and appearance of the area, or the settings and significance of heritage assets.</p>
5	Window and door reveals (Compliance)
	<p>CONDITION: All windows and doors of the four/five-storey extension hereby approved shall be set within reveals no less than 200mm deep unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard, to ensure sufficient articulation in the elevations, and to ensure the development contributes positively to the significance of heritage assets.</p>
6	External pipes, cables and CCTV (Compliance and Details)
	<p>CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the development hereby approved.</p> <p>Should external cables, plumbing, down pipes, rainwater pipes, foul pipes and/or CCTV cameras or related equipment be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard, and to ensure the development contributes</p>

	positively to the significance of heritage assets.
7	Security and general lighting (Details)
	<p>CONDITION: Notwithstanding the approved drawings listed under condition 2, details of general or security outdoor lighting (including full specification of all luminaries, lamps and support structures) and measures to prevent losses of amenity caused by internal illumination shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development hereby approved and shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of good design, security and protecting neighbouring and future residential amenity and future habitats from undue light-spill.</p>
8	Use of roofs (Compliance)
	<p>CONDITION: No parts of the roofs of the development hereby approved shall be used as outdoor amenity areas.</p> <p>REASON: To ensure that the amenity of neighbouring residential properties is not adversely affected.</p>
9	Air quality – staff exposure (Details)
	<p>CONDITION: Prior to the commencement of superstructure works, a report detailing measures to minimise the exposure of the development’s occupiers to air pollution shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the measures so approved, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure staff exposure to air pollution is minimised.</p>
10	Inclusive design (Details)
	<p>CONDITION: Details including floorplans, sections and elevations at a scale of 1:50 shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any of the part of the development hereby approved. The details shall include:</p> <ul style="list-style-type: none"> • accessible WC provision; • public entrances including sections showing level access, door furniture, door opening weights and manifestations to glazing; • space for the storage and charging of mobility scooters; • details of accessible changing facilities for staff; • details of evacuation arrangements for people with disabilities; • details of a second means of access between the entrance lobby and ground

	<p>floor when the lift is out of service; and</p> <ul style="list-style-type: none"> • details of how the development would comply with the relevant parts of the Inclusive Design in Islington SPD <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development is of an inclusive design.</p>
11	Disabled parking bays and drop-off (Details)
	<p>CONDITION: A survey identifying appropriate and available locations for additional disabled parking bays within the vicinity of the site, and details of where on-street drop-off could be provided for employees and visitors with disabilities, shall be submitted to and approved in writing by the Local Planning Authority prior to first occupation of the development hereby approved.</p> <p>REASON: To ensure adequate provision of parking for residents with disabilities.</p>
12	Cycle parking (Compliance and Details)
	<p>CONDITION: Detailed drawings and specifications of the bicycle storage area, and the racks within it, shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>The bicycle storage area, which shall be secure and provide for no less than 98 cycles (including 2 for accessible or recumbent cycles) shall be provided prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate and suitable bicycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
13	Micro and small enterprises (Compliance)
	<p>CONDITION: A minimum of 215sqm (GIA) of floorspace shall be provided in units of up to 90sqm (GIA) in size and shall be provided as accommodation suitable for occupation by micro and small enterprises prior to the occupation of any part of the development, shall be maintained as such in accordance with the details hereby approved, and no change therefrom shall take place without the prior written approval of the Local Planning Authority. These units shall not be amalgamated nor shall they be incorporated into the remainder of the office floor area.</p> <p>REASON: To ensure adequate provision of business accommodation suitable for occupation by micro and small enterprises.</p>
14	Landscaping (Details)

	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> • details of tree protection measures and working methods (in accordance with BS5837/2012 – Trees in Relation to Demolition, Design and Construction) for the two trees to be retained on Balls Pond Road; • existing and proposed underground services and their relationship to landscaping and tree planting; • proposed trees, their location, species and size at planting; • tree pit details; • modular system providing adequate soil volume for the tree planting; • hard landscaping, including surface treatment, permeability, drainage, kerbs, edges, unit paving, furniture and lighting; and • any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
15	Biodiversity enhancements (Compliance and Details)
	<p>CONDITION: Details of bat and bird nesting boxes/bricks and log piles for invertebrates shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details to be submitted and approved shall include the exact location, specification and design of the installations, and shall include specific swift nest boxes.</p> <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority. The boxes/bricks and log piles shall be installed prior to the first occupation of the development hereby approved.</p> <p>REASON: To ensure the development provides the maximum possible provision in respect of the creation of habitats and valuable areas for biodiversity.</p>
16	Green roofs (Details and Compliance)

	<p>CONDITION: Notwithstanding the plans hereby approved, details of green roofs to the development hereby approved (including details of the extent of green roofs, and the species to be planted/seeded) shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The green roofs shall:</p> <ul style="list-style-type: none"> • form biodiversity-based roofs with extensive substrate bases (depth 80-150mm); • cover at least all of the areas shown in the drawings hereby approved, confirmed by a location/extent plan; and • be planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works. <p>An explanation as to why any areas of roof would not be covered with green roofs shall be included with the above details.</p> <p>The green roofs shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, to protect neighbouring privacy, and to ensure surface water run-off rates are reduced.</p>
17	Sustainable urban drainage (Details)
	<p>CONDITION: All water attenuation measures set out in the Drainage and Surface Water Statement (Heyne Tillett Steel, 19/07/2017, rev A) shall be implemented, and a run-off rate of 50l/s/ha shall be achieved for the relevant part of the site, prior to occupation of the four/five-storey extension hereby approved. The water attenuation measures shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development achieves appropriate surface water run-off rates.</p>
18	Excavation works (Compliance)
	<p>CONDITION: The author of the Structural Method Statement (Heyne Tillett Steel, 19/07/2017, rev A) hereby approved (or a suitably qualified person with relevant experience) shall be retained throughout the duration of excavation and ground-level structural works.</p> <p>REASON: To ensure the necessary expertise is available to inform decision making throughout the demolition, excavation and construction process.</p>
19	BREEAM (Compliance)

	<p>CONDITION: All new employment floorspace within the development hereby approved shall achieve a BREEAM (2014) New Construction Scheme rating of no less than “Excellent”.</p> <p>REASON: In the interests of sustainable development and addressing climate change.</p>
20	<p>Energy/carbon dioxide reduction (Compliance)</p> <p>CONDITION: The development hereby approved shall be implemented in accordance with all the measures set out in the Energy Statement (Etude, July 2017, rev B) as amended, and shall provide for no less than a 27.9% on-site total (regulated and unregulated) carbon dioxide reduction in comparison with total emissions from a building which complies with Building Regulations 2013. All the measures set out in the Energy Statement as amended shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interests of sustainable development and to ensure that the Local Planning Authority may be satisfied that the relevant carbon dioxide reduction target is met.</p>
21	<p>Demolition and Construction Management and Logistics Plan (Details)</p> <p>CONDITION: No demolition shall take place unless and until a site-specific Demolition and Construction Management and Logistics Plan (DCMLP) has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The DCMLP shall include measures to protect street trees to be retained on the footway of Balls Pond Road. The development shall be carried out strictly in accordance with the approved DCMLP throughout the demolition and construction period.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
22	<p>Construction Environmental Management Plan (Details)</p> <p>CONDITION: A Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, emissions from non-road mobile machinery, vibration, light pollution and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of residential and local amenity, and air quality.</p>

23	<p>Delivery and Servicing Management Plan and Waste Management Plan (Details)</p>
	<p>CONDITION: An updated Delivery and Servicing Management Plan (DSMP), including a Waste Management Plan (WSP), shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The DSMP shall include details of all servicing and delivery requirements, including details of how waste (including recyclable waste) would be transferred and collected, and shall confirm the timings of all deliveries and collections from service vehicles.</p> <p>The development shall be carried out strictly in accordance with the DSMP (including the WSP) so approved.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
24	<p>Waste storage (Compliance)</p> <p>CONDITION: The dedicated refuse store hereby approved shall be provided prior to first occupation of the development hereby approved, shall include:</p> <ul style="list-style-type: none"> • 50% of its capacity dedicated to the storage of recyclable materials; • dedicated storage for refuse generated by the ancillary café hereby approved; and • facilities for the recycling of food/compostable waste <p>and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure the necessary physical waste storage to support the development is provided.</p>
25	<p>Plant noise (Compliance and Details)</p> <p>CONDITION: The design and installation of any new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq,T}$ arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90,T}$. The measurement and/or prediction of the noise shall be carried out in accordance with the methodology contained within BS 4142:2014.</p> <p>A report to demonstrate compliance with the above requirements and prepared by an appropriately experienced and qualified professional shall be submitted to and approved by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the scheme and report so approved prior to first occupation, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the</p>

	<p>Local Planning Authority.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
26	Site contamination (Details)
	<p>CONDITION: If, during works, contamination not previously identified is found to be present at the site, no further development shall be carried out (unless otherwise agreed in writing with the Local Planning Authority) until a remediation strategy has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be implemented as approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>All soils used for landscaping shall be clean and free of contamination.</p> <p>REASON: Previous industrial and/or commercial activities at this site may have resulted in contaminated soils and groundwater, and potential contamination must be investigated and a risk assessment carried out to determine impacts.</p>
27	Servicing and deliveries and café hours (Compliance)
	<p>CONDITION: Loading or unloading of vehicles in association with the development hereby approved (in its operational phases) shall only occur between the hours of 08:00 and 18:00 Monday to Saturdays, and at no times on Sundays or Bank Holidays.</p> <p>The ancillary café hereby approved shall be open to customers only between the hours of 07:00 and 23:00 Mondays to Saturdays, and 10:00 and 18:00 Sundays and Bank Holidays.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
28	Piling (Details)
	<p>CONDITION: No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: Works are proposed in close proximity to underground sewerage utility infrastructure, and piling has the potential to impact on local underground sewerage utility infrastructure.</p>

List of Informatives:

1	<p>Section 106 Agreement</p> <p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</p>
2	<p>Definition of ‘Superstructure’ and ‘Practical Completion’</p> <p>A number of conditions attached to this permission have the time restrictions ‘prior to superstructure works commencing on site’ and/or ‘following practical completion’. The council considers the definition of ‘superstructure’ as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of ‘practical completion’ to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p> <p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington’s Community Infrastructure Levy (CIL) and the Mayor of London’s Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the council at cil@islington.gov.uk. The council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <p>Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these unidentified pre-commencement conditions have been discharged.</p>
4	<p>Sustainable Sourcing of Materials</p> <p>Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE’s Green Guide Specification.</p>
5	<p>Thames Water</p> <p>Your attention is drawn to informatives and advice included in Thames Water’s comments of 21/08/2017.</p>
6	<p>Fire Safety</p> <p>It is recommended that you obtain technical advice regarding compliance with</p>

	<p>the Building Regulations (and/including matters relating to fire safety and evacuation) prior to any further design work commencing and prior to the selection of materials. Islington's Building Control team has extensive experience in working with clients on a wide range of projects. Should you wish to discuss your project and how Islington Building Control may best advise you regarding compliance with relevant (building control) regulations, please contact Andrew Marx on 020 7527 2045 or by email on andrew.marx@islington.gov.uk</p>
7	Signage
	<p>For the avoidance of doubt, no signage shown on any of the drawings listed under condition 2 is hereby approved.</p>

APPENDIX 2 – RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

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

2 Development Plan

The Development Plan comprises the London Plan 2016 (incorporating Minor Alterations), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) **The London Plan 2016 – Spatial Development Strategy for Greater London**

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

Policy 5.20 Aggregates

Policy 5.21 Contaminated land

2 London's places

Policy 2.9 Inner London

Policy 2.18 Green infrastructure: the network of open and green spaces

6 London's transport

Policy 6.1 Strategic approach

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.7 Better streets and surface transport

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.16 Protection and enhancement of social infrastructure

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.13 Parking

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.10 New and emerging economic sectors

Policy 4.12 Improving opportunities for all

7 London's living places and spaces

Policy 7.1 Lifetime neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide

Policy 7.9 Heritage-led regeneration

Policy 7.13 Safety, security and resilience to emergency

emissions
Policy 5.3 Sustainable design and construction
Policy 5.5 Decentralised energy networks
Policy 5.6 Decentralised energy in development proposals
Policy 5.7 Renewable energy
Policy 5.9 Overheating and cooling
Policy 5.10 Urban greening
Policy 5.11 Green roofs and development site environs
Policy 5.12 Flood risk management
Policy 5.13 Sustainable drainage
Policy 5.14 Water quality and wastewater infrastructure
Policy 5.15 Water use and supplies
Policy 5.16 Waste net self-sufficiency
Policy 5.18 Construction, excavation and demolition waste

Policy 7.14 Improving air quality
Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
Policy 7.18 Protecting local open space and addressing local deficiency
Policy 7.19 Biodiversity and access to nature
Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

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

Policy CS11 (Waste)
Policy CS13 (Employment Spaces)
Policy CS14 (Retail and Services)
Policy CS15 (Open Space and Green Infrastructure)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

C) Islington's Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive design
DM2.3 Heritage
DM2.6 Advertisements

Shops, culture and services

DM4.3 Location and concentration of uses
DM4.4 Promoting Islington's Town Centres

Employment

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

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements
DM7.3 Decentralised energy networks
DM7.4 Sustainable design standards
DM7.5 Heating and cooling

Transport

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

Infrastructure

Health and open space

DM6.1 Healthy development
DM6.3 Protecting open space
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

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

3 Designations

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013:

Islington Local Plan	London Plan
Site Allocation OIS3 Employment Growth Area	n/a

4 Supplementary Planning Guidance (SPG) / Documents (SPD)

The following SPGs and SPDs are relevant:

Islington Local Plan

- Basement Development SPD
- Conservation Area Design Guidelines (Canonbury Conservation Area)
- Development Viability SPD
- Environmental Design SPD
- Inclusive Design in Islington SPD
- Islington Urban Design Guide SPD
- Planning Obligations (Section 106) SPD
- Streetbook SPD

London Plan

- Accessible London: Achieving an Inclusive Environment SPG
- The Control of Dust and Emissions During Construction and Demolition SPG
- London Planning Statement SPG
- Planning for Equality and Diversity in London SPG
- Shaping Neighbourhoods – Character and Context SPG
- Social Infrastructure SPG
- Sustainable Design and Construction SPG
- Use of Planning Obligations in the Funding of Crossrail, and the Mayoral Community Infrastructure Levy SPG

**APPENDIX 3 – DESIGN REVIEW PANEL RESPONSE LETTER DATED
01/06/2017**

CONFIDENTIAL

ATT: Sophie Hitchins
Lichfields
14 Regent's Wharf
All Saints Street
London
N1 9RL

Planning Service
Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA
T 020 7527 2389
F 020 7527 2731
E Luciana.grave@islington.gov.uk
W www.islington.gov.uk

Our ref: DRP/124

Date: 1 June 2017

Dear Sophie Hitchins

ISLINGTON DESIGN REVIEW PANEL

RE: Leroy House, 436 Essex Road, London, N1 3QP (pre-application ref. Q20170459MJR)

Thank you for attending Islington's Design Review Panel meeting on 11 May 2017 for a first review of the above scheme. The proposed scheme under consideration is for alterations and extensions to the existing building, including additional storey above existing building and part 4, part 5 storey extension over car parking area (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth, George Saumarez Smith, Martin Pearson and Charles Thomson on 11 May 2017 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

Panel members generally commended the carefully considered approach, which was thought to be a sophisticated conceptual response to extending the existing building. However, whilst the Panel recognised the concept to be a good starting point, it was felt that there were a number of fundamental issues which need to be resolved around the potential overdevelopment of the site and impact on context. Some panel members also commented that care should be taken not to compromise the qualities of the existing building. The Panel's comments primarily concerned the following key issues:

Relationship with St Paul's Church

The Panel expressed concern that bringing the building line up to the pavement by developing over the existing carpark, would create a significantly different dialogue between Leroy House and the Grade II* listed Church of St Paul than exists. They commented that the open space provides a comfortable and potentially attractive urban square in front of Leroy house. The idea of creating a gateway by giving the extension a civic identity, mirroring the prominence of the church, was not considered to be appropriate by the Panel and is misleading about the

building's function. Panel members were not persuaded that an office building should echo a church in terms of its form or that the church should be a reference for the expression of the proposed extension. The Panel felt that more work was needed with regard to the massing and articulation of this corner of the site. They also encouraged thought to be given to the historic role played by the space in front of Leroy house as an entrance, in relation to the urban grain and as part of the setting of the church. Panel members felt that this might generate ideas of the positive function of the space in front of Leroy House, particularly given the decision which has already been taken to remove the car parking.

Public realm

The Panel suggested that the scheme is not successful where the proposed extension meets the ground, with limited open space and a relatively mean street entrance considering the large numbers of persons that would be using it on a daily basis. Panel members commented that the existing car park has the potential to be a good open space and a greater provision of this would be more desirable from an urban design point of view.

Detailed design

The Panel queried the strategy of a very strong vertical emphasis combined with large areas of blind brickwork chosen for the extension which gives the building a civic/ ecclesiastical character.

Panel members commented that the meeting point of the existing building and the new extension is critical and hoped to see more exploration of how this junction would be treated. This also applies to the roof top addition to the existing building, with the Panel remarking that it needed to feel more connected to the host building. They also felt it should be more clearly detailed and articulated, rather than simply implying the transparency and anonymity of a glass box. Some concerns were also raised over its massing and the Panel suggested it could be less aggressive. Finally, the Panel sought further clarification over the visibility of the rooftop plant in certain views.

Summary

The Panel applauded the architectural approach to the design of the proposed west-end extension, but expressed concerns regarding the relationship it would have with its context in particular the listed church and with the public realm. It was felt that a more appropriate design solution could be achieved by giving these issues further thought. Panel members suggested that further thought should also be given to the roof extension, which was considered to be a much more generic response. The Panel look forward to seeing how the scheme progresses and advised the scheme returned for a second review.

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

Confidentiality

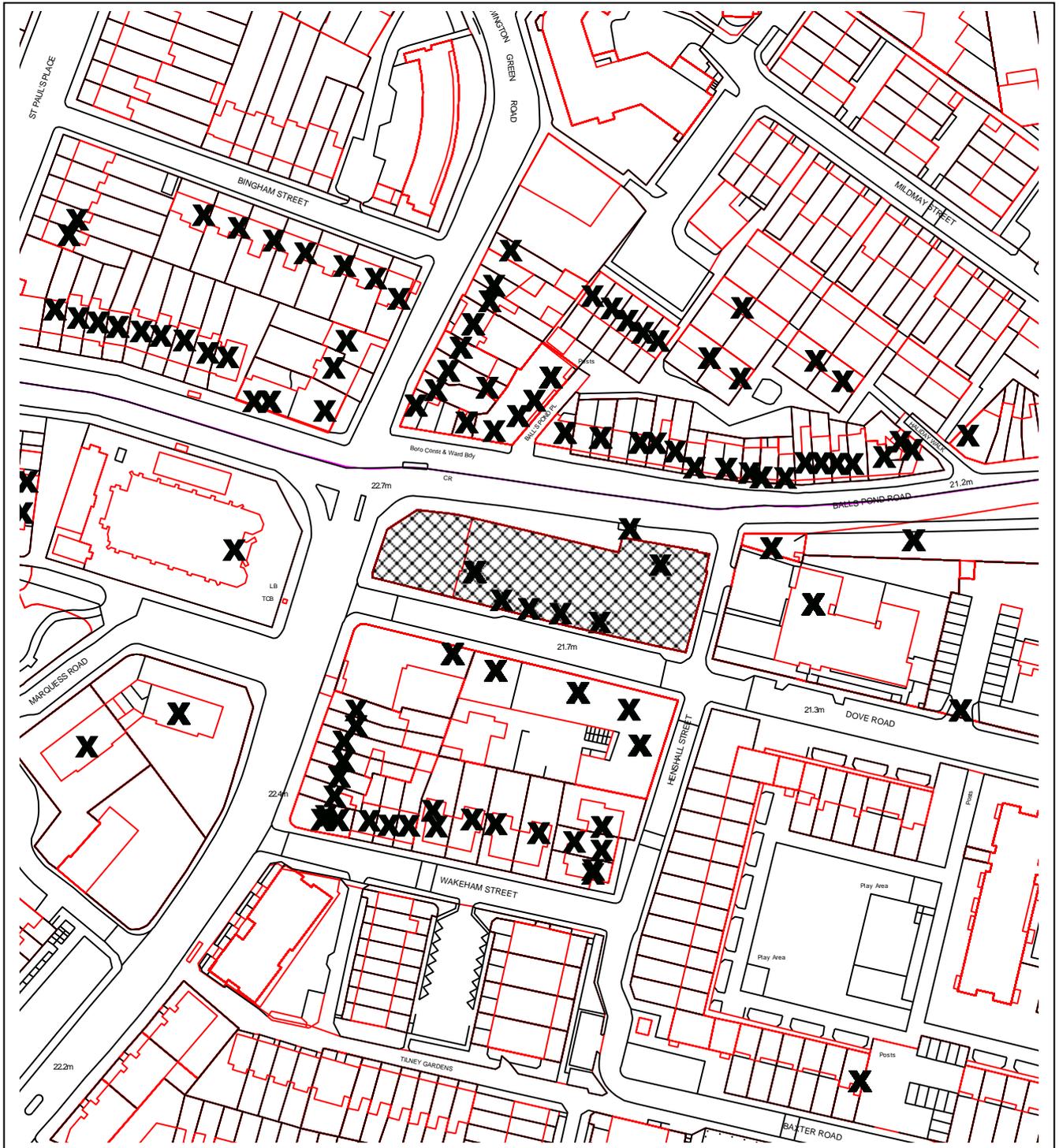
Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in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

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Lucy", is enclosed within a rectangular box with a dotted background.

Luciana Grave
Design Review Panel Coordinator
Design & Conservation Team Manager

Islington SE GIS Print Template



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PLANNING COMMITTEE REPORT



ISLINGTON

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 PO Box 3333
 222 Upper Street
 LONDON N1 1YA

PLANNING COMMITTEE	AGENDA ITEM NO:
Date: 7 November 2017	

Application number	P2017/3389/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	No
Conservation area	Within 50 metres of the Hat and Feathers Conservation Area.
Development Plan Context	Core Strategy: CS7 - Key Area Bunhill & Clerkenwell Employment Priority Area (General) Central Activities Zone (CAZ)
Licensing Implications	None
Site Address	Gee Street, London EC1V
Proposal	Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 4,050 sqm (GIA) office (Use Class B1a) floorspace.

Case Officer	Simon Greenwood
Applicant	Chait Investment Corporation Ltd
Agent	CBRE – Matt Gore

1. RECOMMENDATION

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

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

2. SITE PLAN (site outlined in red)

Site location plan



3. PHOTOS OF SITE/STREET

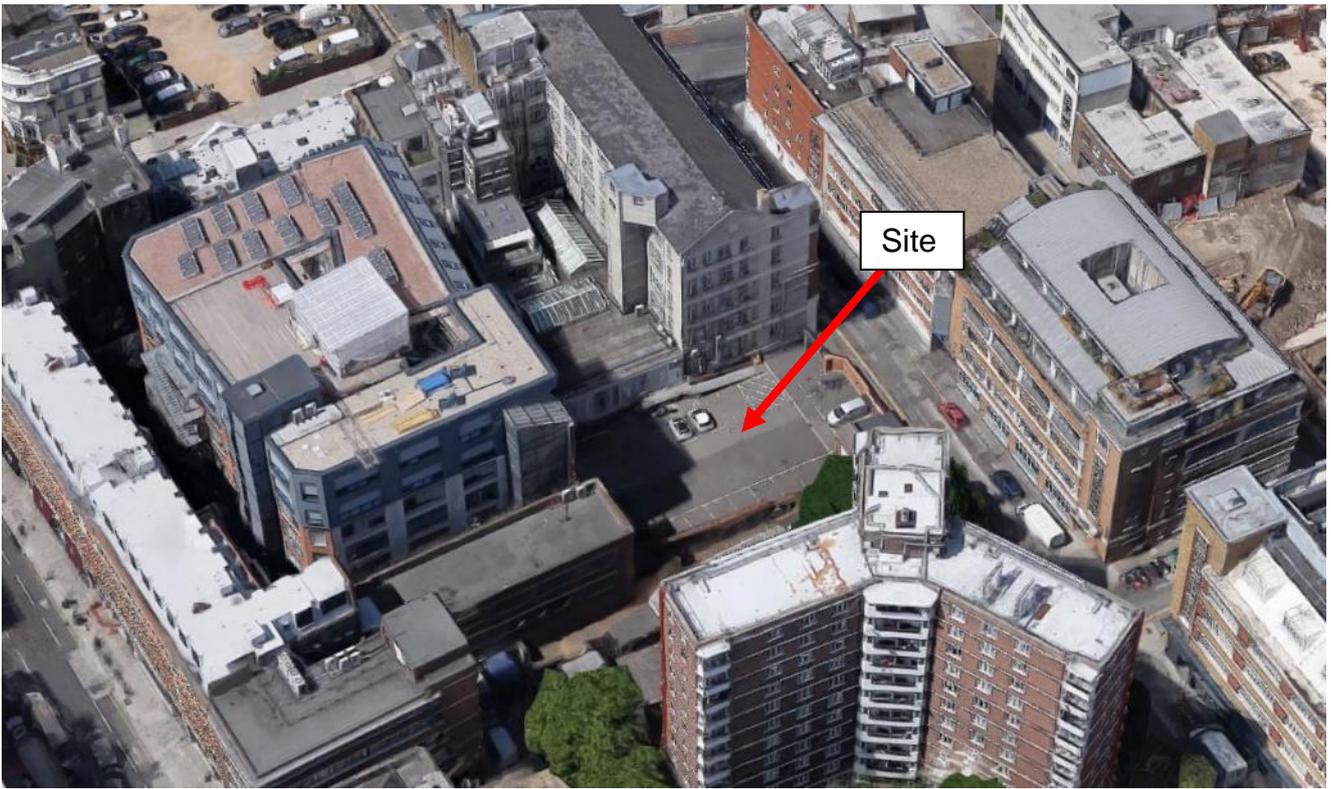
Aerial View



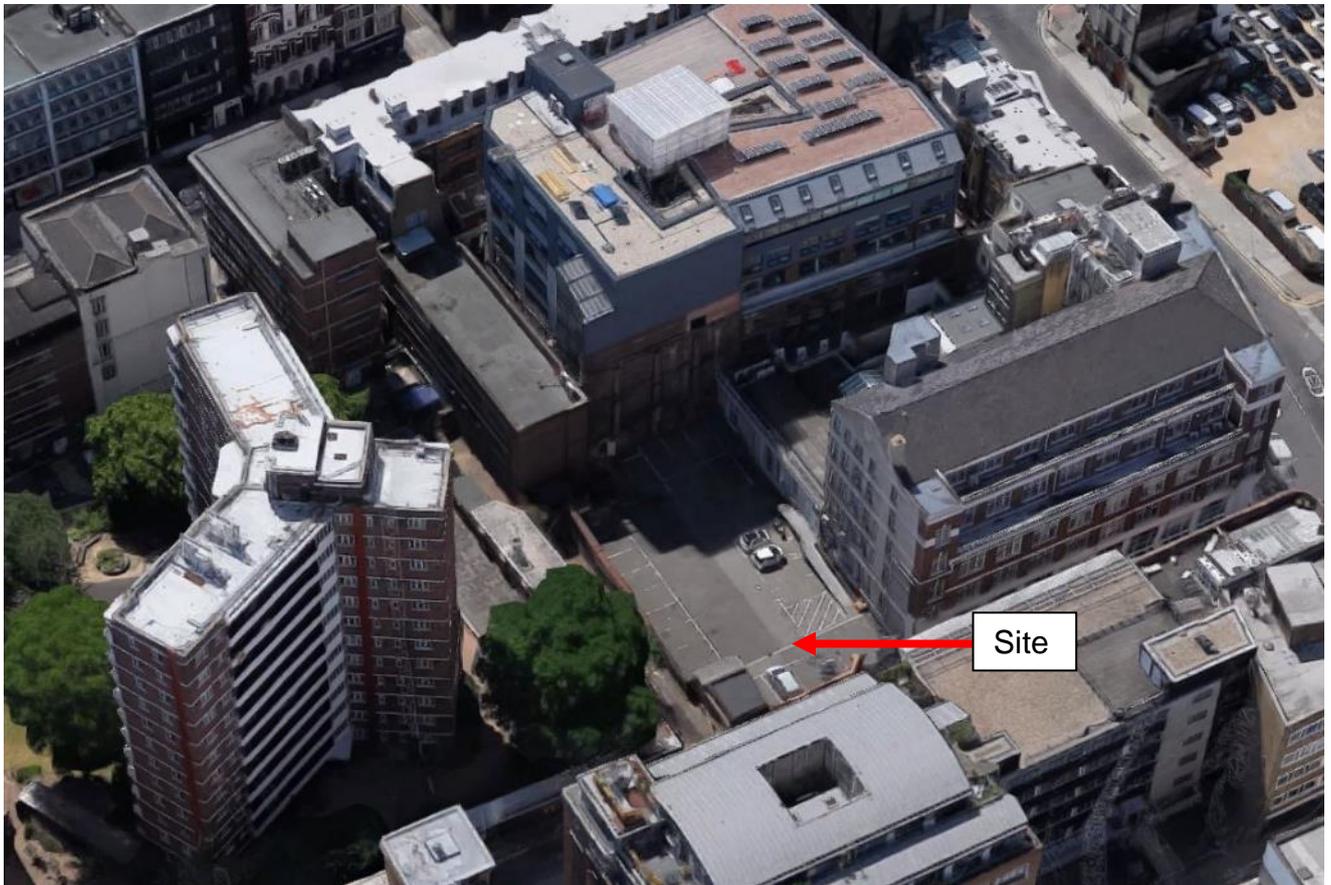
Birds eye view looking from south to north



Birds eye view looking from east to west



Birds eye view looking from north to south



View of site looking west down Gee Street (site indicated in red)



View of site from Goswell Road looking east down Gee Street (site indicated red)



4. SUMMARY

- 4.1 The 677m² site is located on the southern side of Gee Street and currently accommodates a car park along with an electricity sub-station. The site is located in a highly accessible location within the Central Activities Zone (CAZ) and within an Employment Priority Area (General).
- 4.2 It is proposed to relocate the existing substation to Harella House and erect a 7 storey office building (4,050m² GIA) fronting Gee Street with a courtyard adjacent to Harella House.
- 4.3 The policy framework along with the available evidence base provides a strong justification for the provision of new office floorspace in this location. The delivery of new offices on the site is therefore strongly supported.
- 4.4 There is a policy requirement for the delivery of on-site housing along with active, complementary uses at ground floor level. The applicant has satisfactorily demonstrated that a solely office scheme is appropriate in this instance. A payment in lieu of on-site housing of £648,000 is proposed.
- 4.5 207m² of ground floor office floorspace suitable for use by small and micro enterprises is proposed which represents 5.1% of the overall floor space and is in accordance with the Council's policy requirements.
- 4.6 The design approach is informed by the architectural and historic context of the site and the elevational treatment of the building features brickwork within a concrete, gridded frame and a glass and metal curtain walling system. It is considered that the proposed development represents a high quality of architecture and is supported in design terms.
- 4.7 The proposal is considered acceptable in terms of its impact upon the residential amenities of the occupants of nearby dwellings. Furthermore, the proposal is considered acceptable in relation to technical matters, subject to the recommended conditions.
- 4.8 The proposal would deliver flexible, high quality office accommodation in an area of high demand whilst enhancing the street scene and the character of the area. The proposal is considered acceptable in planning terms and it is recommended that planning permission be granted.

5. SITE AND SURROUNDINGS

- 5.1 The 677m² site is located on the southern side of Gee Street and currently accommodates a car park along with an electricity sub-station to its north-east corner. The five storey Harella House is located immediately to the west of the site at the junction of Gee Street and Goswell Road and is in office use.
- 5.2 To the north of the site on the opposite side of Gee Street is 100-102 Goswell Road which is a five storey office building and 15-27 Gee Street which is a 6 storey mixed use office and residential building.

- 5.3 To the south of the site is the Morelands complex which comprises offices and includes a five storey frontage building on Old Street (Nos. 5-23) and a six storey building to the rear with a windowless elevation adjoining the southern boundary of the application site. To the south-east of the site is 27 Old Street which is in office use and comprises a five storey frontage building and a three storey building to the rear with a windowless elevation adjoining the southern boundary of the application site.
- 5.4 There is service road immediately to the east of the site which leads to single storey buildings accommodating plant and caretaker facilities associated with the Stafford Cripps Estate. The Stafford Cripps Estate itself is further to the east and comprises three Y shaped 12 storey residential blocks set within generous grounds.
- 5.5 There is residential accommodation within the upper floors of 15-27 Gee Street (opposite the site) and within the upper floors of 86 Goswell Road (to the west of the site) whilst the remainder of the surrounding area predominantly comprises commercial and office uses.
- 5.6 The site is not located within a Conservation Area. However, the Hat and Feathers Conservation Area is located to the west (along Goswell Road and south along Old Street) and the site has some visibility from within the Conservation Area on Goswell Road. The St Luke's Conservation Area is located to the east and south of the site and the site cannot be viewed from this conservation area.
- 5.7 The site has a Public Transport Accessibility Level (PTAL) rating of 6a (excellent) which is the highest level of accessibility.
- 5.8 The site is located within the Central Activities Zone and is designated as an Employment Priority Area (General).

6. PROPOSAL (IN DETAIL)

- 6.1 It is proposed to relocate the existing substation to Harella House and erect a 7 storey office building (4,050m² GIA) fronting Gee Street with a courtyard adjacent to Harella House.
- 6.2 207m² of ground floor office floorspace suitable for use by small and micro enterprises, representing 5.1% of the overall floor space. The remaining office floorspace is intended to be flexible and therefore suitable for a single occupier or multiple occupiers.
- 6.3 The proposal includes access to external terraces on the fifth and sixth floors of the building which are intended to recess the building more into its frame, thereby mitigating some of the bulk of the building. The terraces will provide external amenity space for occupants of the building.
- 6.4 The proposal includes a courtyard entrance to the building accessed from Gee Street, which is inspired by similar features in the locality. The courtyard area is landscaped at ground level and provides access into an office reception and central

core at ground level. A courtyard gate will be provided which will be open and discreetly located during office hours and will be closed outside of office hours to ensure that the recessed courtyard is effectively managed. A stair core will be provided behind the courtyard and adjoining the rear wall of Harella House which is intended to be a visually attractive feature within the overall composition of the building.

- 6.5 The materiality of the scheme is intended to reflect the industrial built context of Clerkenwell. The eastern façade features textured pink brickwork within a gridded frame which is inspired by the gridded nature of exposed party walls in the surrounding area. The brickwork is recessed more into the frame and becomes lighter in colour as the height increases. A metal glazing system inspired by crittal windows in the surrounding area is proposed on the north facade.

7. RELEVANT HISTORY

- 7.1 Planning permission was refused in June 2015 for the change of use of the site from private car park (Use Class Sui Generis) to commercial car park (Use Class Sui Generis) (application reference P2015/1736/FUL) on the following ground:

‘The proposed public car park would represent an unsustainable use of the site by virtue of encouraging private car journeys which would increase unacceptably traffic movements around the site and surrounding area. The proposed development is considered contrary to Policy CS10 of the Core Strategy and Policy DM8.5 of Islington's Development Management Policies document, which seek to promote sustainable transport choices.’

Harella House

- 7.2 Planning permission was granted in February 2017 for minor external alterations to Harella House including the replacement of windows and entrance door, provision of relocated substation, removal of roof structures including plant room, remodelling of existing single storey rear extension, infilling of lower ground level rear lightwell, provision of consolidated plant enclosure, provision of new balustrade to terraces and other associated works (application reference P2016/5042/FUL).
- 7.3 The application granted approval for the relocation of the substation which is currently located on the application site.

Pre-application Advice

- 7.4 Pre-application discussions took place with Officers which commenced with a meeting in June 2016 and was followed by a further meeting in July 2016.
- 7.5 Following the meetings and in response to the Council's pre-application advice the scheme was revised to incorporate a reduction the overall height and bulk of the proposed block and to amend the way in which the elevations were articulated.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 296 adjoining and nearby properties on Bastwick Street, Gee Street, Goswell Road and Old Street on 11 September 2017. A site notice and a press advert were displayed on 14 September 2017. The public consultation of the application therefore expired on 5 October 2017. However, it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2 At the time of the writing of this report a total of 1 objection and 1 representation expressing support for the proposal had been received from the public with regard to the application. The issues raised within the objection can be summarised as follows (with the paragraph(s) that provides responses to each issue indicated within brackets):

Objections

- Daylight and Sunlight Report does not assess the full impact on Parmoor Court as it only extends to the 6th floor and dwellings on the 7th and 8th floor will also be affected (paragraph 11.72)
- Increased pressure on on-street car parking (paragraphs 11.34-11.36)
- Dust pollution during construction period (paragraphs 11.78-11.79).

Applicant's Consultation

- 8.3 The applicant carried out a consultation exercise with local residents in March 2017. A public exhibition was held on Tuesday 28 and Wednesday 29 March 2017 and 400 newsletters were distributed to local residents, groups and businesses. The consultation is detailed within a Statement of Community Involvement which accompanied the planning application.

External Consultees

- 8.4 Metropolitan Police (Crime Prevention) – no objections raised.
- 8.5 Thames Water – no objections raised.
- 8.6 London Fire and Emergency Planning Authority – no objections raised.

Internal Consultees

- 8.7 Access Officer – the proposal has been revised to incorporate an accessible cycle parking space, an accessible shower and a mobility scooter parking space and charging point. No objections are raised in terms of accessibility.
- 8.8 Design and Conservation Officer – no objections raised to the principle of the development including its massing, height and general architectural approach. However, there are some outstanding concerns relating to the detailed architectural

design of the scheme. Accordingly, a condition (No. 3) should be attached to any planning permission to secure the following:

- Details of materials and elevational detailing including a suitable brickwork bond (preferably a Flemish bond) and satisfactory detailing at the junction of the eastern and northern elevations;
- Appropriate detailing to the courtyard gate on Gee Street;
- Satisfactory details of the appearance of the rooftop plant and plant screen.

8.9 Energy Conservation Officer – at the time of writing the applicant had responded to most of the queries and concerns raised by the Council’s Energy Conservation Officer. The applicant has been requested to explore whether there are opportunities to further improve the energy efficiency of the building. A verbal update will be provided at the committee meeting.

8.10 Public Protection Division (Noise) – no objections raised subject to a condition restricting plant noise levels (No. 7).

8.11 Public Protection Division (Air Quality) – no objections raised subject to a condition securing measures to minimise future occupiers’ exposure to air pollution (No. 14).

8.12 Highways Officer – no objections raised.

8.13 Sustainability Officer – no objections raised.

Other Consultees

8.14 Design Review Panel – The proposal was considered by the Design Review Panel at pre-application stage on 16 September 2016. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The Panel’s observations are attached at **Appendix 3** and are detailed below:

Massing, height and design approach

The Panel felt that the design development had been very positive in relation to height and massing of the new building. They thought that the proposed height responded well to the surrounding context.

Panel members thought there were a lot of positive aspects in the design, in particular, the gap between Harella House and the proposed new building which would insert a lightwell between them with the stair, keeping the existing east elevation of Harella House exposed. This would serve both as a reminder of the historic gable end but also provide some detail relief.

However, there was some concern raised in relation to the different treatments and lack of integration of the front (north) and the side (east) elevations. They felt that the corner of the building needed to be better expressed and the junction between the two different treatments needed to be properly resolved. Further consideration should be given to how the building meets the ground; most buildings nearby have a clearly articulated plinth.

Officer note: Following the comments of the DRP the interface between the glazed Gee Street (north) façade and the brick side (east) facade has been revised and rationalised. The Crittal treatment of the northern elevation no longer wraps around the corner of the building. This allows a clear distinction between the differing elevational treatment. There is a subtle connection between the two facades on the second floor level where the horizontal precast concrete profile continues along the glazed Gee Street facade, wrapping into the entrance courtyard.

Elevational treatment and materiality

The Panel commended the design team for their presentation and approach to materiality. They thought the success of the scheme will be very much dependant on achieving the right detail and appearance.

In terms of the palette of materials, there was a general positive response in particular in relation to the east elevation. Panel members welcomed the proposed use of bricks, the expression of the frames, the set backs to assist in articulating the elevation, the introduction of the terrace. However, they thought clarification was needed on how the concrete frame would meet the ground.

In relation to the North façade, there were some concerns raised in relation to implementation and detail and whether the design would be technically successful. The Panel felt that whilst the initial inspiration may have been a crittal façade, it appeared that due to technical constraints, a different system would be used. Panel members were also unclear about the appearance of the slabs through the curtain walling and stated that details of floor slabs and spandrels needed to be further explored/clarified.

Officer note: To provide further clarity and confidence regarding the quality of the north façade further detailed design development of the curtain walling and the bespoke caps has been carried out. The cap profiles are C and T sections and additional detail is provided within the Design and Appearance section of this report. The application submission has included eastern elevation drawings which provide clarity on the appearance of the building at ground floor level.

The Panel commented on the proportions of Harella House north street elevation and the expression of bottom, middle and top. They felt the ground floor of the proposed building appeared squat and considered that the articulation of the base would benefit from relating more closely to Harella House.

Officer note: In response to comments made about the ground floor proportion, the number of glazing bars on ground and first floor is reduced. A horizontal precast concrete profile/banding has been introduced at second floor level which accentuates this architectural change as well as allowing greater transparency at street level. When the proposal is viewed from Goswell road the change also relates positively to the articulation of the

adjacent Harella House tying in with the proportions and banding of the render and brickwork treatment of this building.

Servicing and implications on design

The Panel felt that a major outstanding issue that needed to be resolved was the servicing/loading bay solution and how it would relate to the substation. Panel members noted that as currently proposed the proposed servicing did not comply with the requirements of the Council's Highways department and encouraged Highways and Planning to find a compromise that would suit both their requirements. The Panel commented that if the proposals were to change and the servicing were to be provided on the ground floor there may be sense in retaining the substation within the new building rather than moving it to Harella House.

Officer note: The Council's Highway advisor had initially raised concern over the servicing proposals. However, following further clarification over how and when servicing would take place, and taking account of the existing single yellow line marked in Gee Street opposite the site, the Highway officer retracted the concerns relating to servicing and deliveries and now supports the proposal.

Summary

The Panel felt that the redevelopment of the car park presented a positive opportunity to improve not only the site but its relationship with the public realm.

Panel members were positive in principle about the height, massing and general design approach. However, concerns were raised in relation to the detail of the front street elevation and the junction/integration between front and side elevations. The Panel also raised concerns about the uncertainty surrounding the servicing requirements as this could have a significant impact on the ground floor and the appearance of the building.'

Officer note: These outstanding matters of the front elevation, junction/integration between the front and side elevations of the building and the servicing arrangement have been responded to positively in the application submission as detailed above.

9. RELEVANT POLICIES

Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following Development Plan documents.

National Guidance

- 9.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

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

Development Plan

9.3 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy (2011) and Development Management Policies (2013) and Finsbury Local Plan (2013). The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

9.4 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013:

Islington Local Plan

- Bunhill and Clerkenwell Key Area
- Employment Priority Area (General)

London Plan

- Central Activities Zone (CAZ)

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

10.1 EIA screening is not required by this development, as the site is less than 0.5 hectare.

10.2 The applicant team did not submit a request for an Environmental Impact Assessment (EIA) scoping opinion, however the general characteristics of the site and the proposed development are not considered to fall within Schedule 1 or 2 development as set out in the Environmental Impact Assessment Regulations (2017). In particular, the site is significantly less than 0.5 hectares in size and it is not in a sensitive area as defined by the Regulations (nor is it considered appropriate in this case to bring other, local designations into consideration as allowed for under paragraph 032 (ref: 4-032-20170728) of the NPPG). As such, the proposal is not considered to be EIA development.

11. ASSESSMENT

11.1 The main issues arising from this proposal relate to:

- Land use:
 - Office use
 - Lack of on-site housing
 - Lack of ground floor retail or leisure use
 - Loss of car park
- Provision of workspace suitable for small or micro enterprises

- Design and conservation
- Accessibility
- Neighbouring amenity
- Sustainability, energy efficiency and renewable energy
- Highways and transportation
- Planning obligations.

Land-use policy

Office use – planning policy and studies

- 11.2 Chapter 1 of the London Plan sets out the Context and Strategy and Table 1.1 details a projection that between 2011 and 2036 employment in Islington will have grown by 27.1%, from 196,000 to 249,000 jobs.
- 11.3 Policy 2.10 of the London Plan is concerned with the strategic priorities of the CAZ and states, inter alia, that boroughs should:
- ‘enhance and promote the unique international, national and Londonwide roles of the CAZ, supporting the distinct offer of the Zone based on a rich mix of local as well as strategic uses and forming the globally iconic core of one of the world’s most attractive and competitive business locations.’
- 11.4 Policy 4.1 of the London Plan is concerned with Developing London’s Economy and states, inter alia, that:
- ‘The Mayor will work with partners to:
- a1) promote and enable the continued development of a strong, sustainable and increasingly diverse economy across all parts of London, ensuring the availability of sufficient and suitable workspaces in terms of type, size and cost, supporting infrastructure and suitable environments for larger employers and small and medium sized enterprises, including the voluntary and community sectors
 - d) support and promote the distinctive and crucial contribution to London’s economic success made by central London and its specialist clusters of economic activity
 - e) sustain the continuing regeneration of inner London and redress its persistent concentrations of deprivation.’
- 11.5 Policy 4.2 of the London Plan is concerned with Offices and states, inter alia, that ‘the Mayor will and boroughs and other stakeholders should:
- a) support the management and mixed use development and redevelopment of office provision to improve London’s competitiveness and to address the wider objectives of this Plan, including enhancing its varied attractions for businesses of different types and sizes including small and medium sized enterprises.
 - d) seek increases in the current stock where there is authoritative, strategic and local evidence of sustained demand for office-based activities in the context of policies 2.7, 2.9, 2.13 and 2.15–2.17’

11.6 The Mayor of London's Central Activities Zone Supplementary Planning Guidance (SPG) (2016) states at paragraph 1.1.3 that:

'The CAZ is an internationally and nationally significant office location, complemented by the north of the Isle of Dogs and Tech City. The density, scale and mix of business functions and activities in the CAZ is unique. This agglomeration results in exceptional levels of productivity which cannot be replicated elsewhere in the UK and provides national level benefits.'

11.7 The SPG further notes at paragraph 1.3.1 that 'The supply of sufficient office floorspace, in terms of type, size and cost within the CAZ...to meet growing demand are central to London's economic success.'

11.8 The Islington Core Strategy identifies the site as being located within the Bunhill and Clerkenwell Key Area and notes at paragraph 2.8.2 that 'Overall, it is estimated that the Bunhill and Clerkenwell area may need to accommodate an additional 14,000 B-use jobs and around 3,200 new homes by 2025.'

11.9 Policy CS7 of the Core Strategy is concerned with Bunhill and Clerkenwell and states, inter alia, that:

'A. Employment development within Bunhill and Clerkenwell will contribute to a diverse local economy which supports and complements the central London economy...Creative industries and Small/Medium Enterprises (SMEs), which have historically contributed significantly to the area, will be supported and encouraged. Accommodation for small enterprises will be particularly encouraged.'

11.10 Policy CS13 of the Core Strategy sets out how the Council will provide and enhance employment space throughout the Borough. New business floorspace will be encouraged in the CAZ and town centres, where access to public transport is greatest. New business space will be required to be flexible to meet future business needs and will be required to provide a range of unit types and sizes, including those suitable for SMEs. Development should provide jobs and training opportunities, including through a proportion of small, micro and/or affordable workspace or affordable retail space.

11.11 Paragraph 3.4.3 of the Core Strategy notes that employment in Islington is expected to increase by around 35,000 to 45,000 jobs between 2012 and 2027. Furthermore, it notes that the Islington Employment Study 2008 projected that just over 50% of these jobs will be provided within B-use floorspace. Paragraph 3.4.4 states that

'The CAZ is expected to continue to be the most attractive location for increases in B-use floorspace, accounting for around 75% of total growth. In terms of the Key Areas identified in the Spatial Strategy, Bunhill and Clerkenwell is expected to account for around 70% of the borough's new B-use floorspace.'

11.12 The Islington Employment Land Study (2016) notes at paragraphs 7.3.1-7.3.2 that:

‘One consequence of the recent rapid growth in office employment in London is that vacancy rates are currently low. A vacancy rate of 8% is generally considered to be an optimal one, and the London Office Policy Review 2012 advises boroughs to factor in this level of vacancy in terms of planning for future supply. This permits the market to function with an appropriate degree of choice or churn without applying significant upward or downward pressure on rents.

Where existing vacancy rates are below 8% then additional supply should be added to the forecast to account for this shortfall. At 2014, the base date for our forecasts, the estimated vacancy rate in Islington’s CAZ area was almost 4%.’

11.13 The Study further notes at paragraph 7.8.1 that:

‘For the period 2014-2036, employment as a whole in Islington is projected to increase by 50,500. Continued high levels of growth are projected for the future. Islington is forecast to have high levels of employment growth in the types of professional and technical services sectors that generate demand for office space. The London Office Policy Review 2012 had a guideline figure of 433,000 sq m over the period 2011-2036, and our revised forecasts come out with broadly the same figure. Once we have adjusted for the current low vacancy rate our forecasts in total give a planning target of 400,000 sq m of office floorspace for the period 2014-2036 to meet forecast demand and allowance of an 8% vacancy factor.’

11.14 Against the backdrop of an identified requirement to deliver new office floorspace Islington Council’s Annual Monitoring Reports (AMR) have identified consistent net losses in office floorspace over recent years as follows:

Reporting Period	Net loss Class B1(a) floorspace (m²)
1 April 2011 – 31 March 2012	4,630
1 April 2012 – 31 March 2013	7,923
1 April 2013 – 31 March 2014	7,705
1 April 2014 – 31 March 2015	15,635

11.15 The application is accompanied by a Market Demand Analysis which identifies that in May 2017 approximately 33,000m² of B1(a) floorspace was vacant and available in the EC1V postcode within which the site lies. The analysis also identified the following:

- The area has a vacancy rate of 4.8%, significantly lower than the optimal rate of 8% and the current vacancy rate of 5.7% found in the City as a whole;
- The market within this area is characterised by small units, with 87.5% of available units being less than 1,500m² in size - this presents little potential opportunity for large office occupiers to take space in this area;
- The quality of the office floorspace available is also limited with only two of the current 24 available units in the area being considered to provide good quality space;

- Historically, this area primarily provided floorspace for creative and ‘tech’ companies, with such companies taking 45% of total floorspace in 2006, whilst in 2017, this has reduced to 14% showing that the occupier market is becoming much more diverse and attractive;
- Across Central London active demand for space stands at circa 595,000m² - it is estimated that there is around 32,000m² of demand from office occupiers in the EC1V market.

11.16 It is therefore the case that, in land use terms, the policy framework along with the available evidence base provides a very strong justification for the provision of new, high quality office floorspace on the application site.

Requirement for mix of uses in the CAZ – planning policy

11.17 Policy 4.3 of the London Plan states that ‘Within the Central Activities Zone...increases in office floorspace...should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies within this plan’.

11.18 Core Strategy Policy CS12(B) makes clear that proposed development which results in the reduction of land supply for conventional housing will be refused.

11.19 Policy BC8 of the Finsbury Local Plan is concerned with achieving a balanced mix of uses and states, inter alia, that:

‘A. Within the Employment Priority Areas (General and Offices) designated on the Policies Map and shown on Figure 16:

- ii. Proposals should incorporate the maximum amount of business floorspace reasonably possible on the site.

B. Within the Employment Priority Area (General) designated on the Policies Map and shown on Figure 16, the employment floorspace component of a development or change of use proposal should not be unfettered commercial office (B1(a)) uses, but, where appropriate, must also include retail or leisure uses at ground floor, alongside:

- i. A proportion of non-B1(a) business or business related floorspace (e.g. light industrial workshops, galleries and exhibition space), and/or
- ii. Office (B1(a)) or retail (A1) floorspace that may be suitable for accommodation by micro and small enterprises by virtue of its design, size or management, and/or
- iii. Affordable workspace, to be managed for the benefit of occupants whose needs are not met by the market.

For proposals in excess of 10,000m² gross employment floorspace, the proportion of micro, small and/or affordable workspace or retail space to be provided should be equivalent to at least 5% of the total amount of proposed employment floorspace.

D. Throughout the area, major development proposals that would result in a net increase in office floorspace should also incorporate housing, consistent with London Plan Policy 4.3. Where housing comprises less than 20% of the total net increase in office floorspace, an equivalent contribution will be sought for the provision of housing off-site.

I. New business floorspace must be designed to allow for future flexibility for a range of uses, including future subdivision and/or amalgamation for a range of business accommodation; and should provide full separation of business and residential floorspace where forming part of a mixed use residential development.'

11.20 Policy DM5.1 is concerned with New Business Floorspace and states, inter alia, that:

'E. Within the Central Activities Zone (CAZ) major development proposals that would result in a net increase in office floorspace should also incorporate housing, consistent with London Plan Policy 4.3. Where housing comprises less than 20% of the total net increase in office floorspace, an equivalent contribution will be sought for the provision of housing off-site.

F. New business floorspace must be designed to:

i) allow for future flexibility for a range of uses, including future subdivision and / or amalgamation for a range of business accommodation, particularly for small businesses...'

11.21 The subtext at paragraphs 5.9-5.10 states, inter alia, that:

'London Plan Policy 4.3 states that, within the CAZ, strategically important office developments should provide for a mix of uses, including housing. Policy DM5.1 quantifies this requirement by stating that major development proposals which would result in a net increase of office floorspace should also incorporate housing; and that the total amount of housing floorspace should be equivalent to at least 20% of the total net increase in office floorspace...Where it is not appropriate for housing to be provided on site, an equivalent financial contribution will be sought for the development of affordable housing off-site by the council. This will be determined based on the number of additional housing units that would be required on-site to achieve a genuine mixed use development...'

11.22 The proposal does not include housing or ground floor retail or leisure uses and would therefore fail to meet the requirements of Policies CS12, DM5.1 and BC8 and London Plan Policy 4.3. This matter is considered in the assessment of the proposed land use below.

Affordable Workspace - planning policy

11.23 Policy 2.7 of the London Plan identifies that the Mayor and boroughs should manage and improve the stock of industrial capacity to meet both strategic and local needs, including those of small and medium size enterprises, start-ups and businesses

requiring more affordable workspace, including flexible, hybrid office/industrial premises.

11.24 Policy BC8 of the Finsbury Local Plan is detailed above and requires the provision of 5% of the uplift in office floorspace to be provided as affordable workspace. The policy indicates that the workspace can be provided as micro, small and/or affordable workspace.

11.25 The subtext at to Policy BC8 at paragraph 11.1.5 advises that, 'Micro and small workspaces are considered to be workspaces in business use (B use classes) with a gross internal floor area of around 90m² (gross) or less and which will be offered to occupants on favourable and flexible terms.'

11.26 Policy DM5.4 of the Council's Development Management Policies Document is concerned with the size and affordability of workspace and states, inter alia, that:

'A. Within Employment Growth Areas and Town Centres, major development proposals for employment floorspace must incorporate an appropriate amount of affordable workspace and/or workspace suitable for occupation by micro and small enterprises.

C. Where workspace is to be provided for small or micro enterprises, but is not within physically separate units, the applicant will be required to demonstrate that the floorspace will meet the needs of small or micro enterprises through its design, management and/or potential lease terms.'

11.27 Paragraphs 5.27-5.28 state, inter alia, that:

'The design of workspace for small or micro enterprises will vary, depending on the end occupier or sector. In general; however, applicants should demonstrate that workspace for small/micro enterprises incorporates:

- a basic, but good quality fit-out, which incorporates servicing to all areas of workspace;
- flexible internal arrangements that permit a number of different internal work areas to be accessed from shared spaces;
- good standards of internal sound insulation;
- a range of shared spaces and facilities, such as communal breakout space, kitchen areas, bike storage and goods lifts; and external space reserved for loading/unloading.'

11.28 The applicant proposes 207m² (5.1% of the total floor space) of small/micro workspaces in accordance with policies BC8 and DM5.4.

11.29 The applicant has advised that viability considerations informed the decision to provide small/micro units rather than affordable workspace. The application site is a cleared site and accordingly there is no existing floorspace on the site to discount against the proposed floorspace in calculating the Mayoral Crossrail levy and Islington Community Infrastructure Levy (CIL). The scheme gives rise to a requirement for a Mayoral CIL payment of £261,524.66, a Crossrail contribution of

£305,475.34 and an Islington CIL payment of £390,426.78 as well as a payment in lieu of on-site affordable housing of £648,000. Furthermore, the applicant proposes to connect to the Bunhill District Energy Network in accordance with Policy DM7.3, which is understood to be more expensive than alternative options. As noted above, the provision of micro/small workspaces is policy compliant.

Land use assessment

Office floorspace

- 11.30 As noted above, the policy framework and available evidence base provides very strong support for the delivery of new office floorspace and employment growth in this location. The proposal would result in the delivery of 4,050m² new office floorspace to contribute towards meeting an identified need, with corresponding economic and employment benefits, and is welcomed.

Lack of on-site housing

- 11.31 The proposed development does not include residential floorspace. An alternative mixed-use scheme featuring four residential units on the 6th floor is detailed within the Design and Access Statement which accompanied the planning application. The details of the alternative scheme demonstrate that the provision of 20% of the GIA as residential floorspace would result in a less efficient scheme due to the requirement for a separate residential entrance, lobby, core, refuse and cycle storage which would result in a corresponding reduction in business floorspace. It is therefore proposed to make a £648,000 financial contribution in lieu of on-site housing. It is noted that if housing were proposed on-site it would not give rise to a requirement for on-site affordable housing as it would be below the 10 unit threshold indicated in Policy CS12. In this alternative scenario a financial contribution of £240,000 would be sought in accordance with the Affordable Housing Small Sites Contribution SPG, which is significantly lower than the £648,000 which would be secured under the application proposal.
- 11.32 In view of the fact that the applicant has demonstrated that a mixed use scheme would undermine the efficiency and functionality of the building, and given the evidence base and policies which lend strong support for the delivery of new office floorspace in this location, it is considered that there is sufficient justification in this instance to accept a payment in lieu of on-site housing.

Lack of ground floor retail or leisure use

- 11.33 Policy BC8(B) requires that new development of employment floorspace should include retail or leisure floorspace at ground floor level. The provision of retail or leisure floorspace would be at the expense of office floorspace, for which there is a demonstrably strong demand in this location. Gee Street is not located within a designated Town Centre or Shopping Frontages where retail and leisure uses are focused. Gee Street has the characteristics of a secondary street in the context of the surrounding area and does not feature any other examples of retail or leisure uses at ground floor level. Accordingly, the introduction of an active commercial retail or leisure use at ground floor level is considered out of keeping with the established character of Gee Street. The applicant also notes that the viability and long term success of such a unit is of question given its isolation from other similar uses and relative absence of significant footfall which helps sustain such uses, and this point is acknowledged. Accordingly, it is considered that there is sufficient justification in this instance to provide unfettered office floorspace within the proposed block.

Loss of car park

11.34 The scheme involves the loss of the existing car park. Core Strategy Policy CS10(H) seeks to minimise Islington's contribution to climate change by 'encouraging sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free.'

11.35 Development Management Policies policy DM8.5(E) states that 'proposals for the redevelopment of existing car parks for a different use shall be subject to the car-free restriction within this policy and the Core Strategy.' The proposed loss of existing parking is in keeping with the borough's car free strategy and is supported.

Relocation of substation

11.36 The existing substation detracts from the appearance of the street scene and its relocation to Harella House is considered beneficial in character terms.

Design & Appearance

11.37 The National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

11.38 London Plan Policy 7.4 is concerned with Local Character and states, inter alia, that:

'Buildings, streets and open spaces should provide a high quality design response that:

- a) has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass
- b) contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
- c) is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
- d) allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area is informed by the surrounding historic environment.'

11.39 London Plan Policy 7.6 is concerned with architecture and states, inter alia, that:

'Buildings and structures should:

- a) be of the highest architectural quality
- b) be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm
- c) comprise details and materials that complement, not necessarily replicate, the local architectural character
- d) not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.

- e) incorporate best practice in resource management and climate change mitigation and adaptation
- f) provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces
- g) be adaptable to different activities and land uses, particularly at ground level
- h) meet the principles of inclusive design
- i) optimise the potential of sites.'

11.40 Policy DM2.1 (Design) requires all forms of development to be of a high quality, to incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Development which fails to take the opportunities available for improving the character and quality of an area and the way that it functions will not be supported.

Height of block

11.41 In terms of the context of the site, Harella House immediately to the west is 5 storeys high. 100-102 Goswell Road on the opposite side of Gee Street to the north is 5 storeys high whilst the adjoining 15-27 Gee Street is 6 storeys high. To the south of the site is the 27 Old Street which comprises a five storey frontage building and a 3 storey building to the rear which adjoins the south-east boundary of the application site. The adjoining Morelands complex comprises a 5 storey frontage building and a 6 storey building to the rear which adjoins the southern boundary of the application site. The buildings fronting Old Street effectively prevent views of the proposed new building from the south and southwest. The Stafford Cripps Estate to the east of the site comprises three 12 storey blocks and it is noted that these buildings benefit from a spacious landscaped setting.

11.42 In view of the context of the application site, the seven storey height of the proposed building is not considered excessive or to result in a building which is overly prominent, and is therefore considered acceptable.

Eastern facade

11.43 The principal elevations of the building visible from Gee Street would be the eastern facade and the front elevation facing onto Gee Street. The eastern facade is inspired by the gridded exposed party walls found in the locality and is composed of regular gridded brick bays and glazing.

Gridded exposed party walls in the locality



Gee Street, Clerkenwell



Kiffen Street, Shoreditch

Existing eastern elevation



Proposed eastern elevation



- 11.44 The eastern elevation will feature three shades of dusky pink brickwork laid in a running bond, lightening in colour to the upper floors. The design has been articulated and textured by varying the depth of the brick bays on the elevation, which creates shadows on the upper levels and reveals the chamfer of the façade frame. This approach is intended to present subtle shifts in the façade geometry and form and to create refinement and relief.

Variation in colour and varying depth of brick bays on the east elevation



11.45 When looking from the east to the west along Gee Street the proposed new building would appear quite prominent. The visual impact of the eastern elevation is moderated through the deeper reveals and setbacks in the elevation to the upper levels. It is considered that the pattern and rhythm of the bays on the east elevation is successful in breaking up its visual mass. The elevational treatment and use of materials on the eastern elevation is supported in design terms.

Northern facade

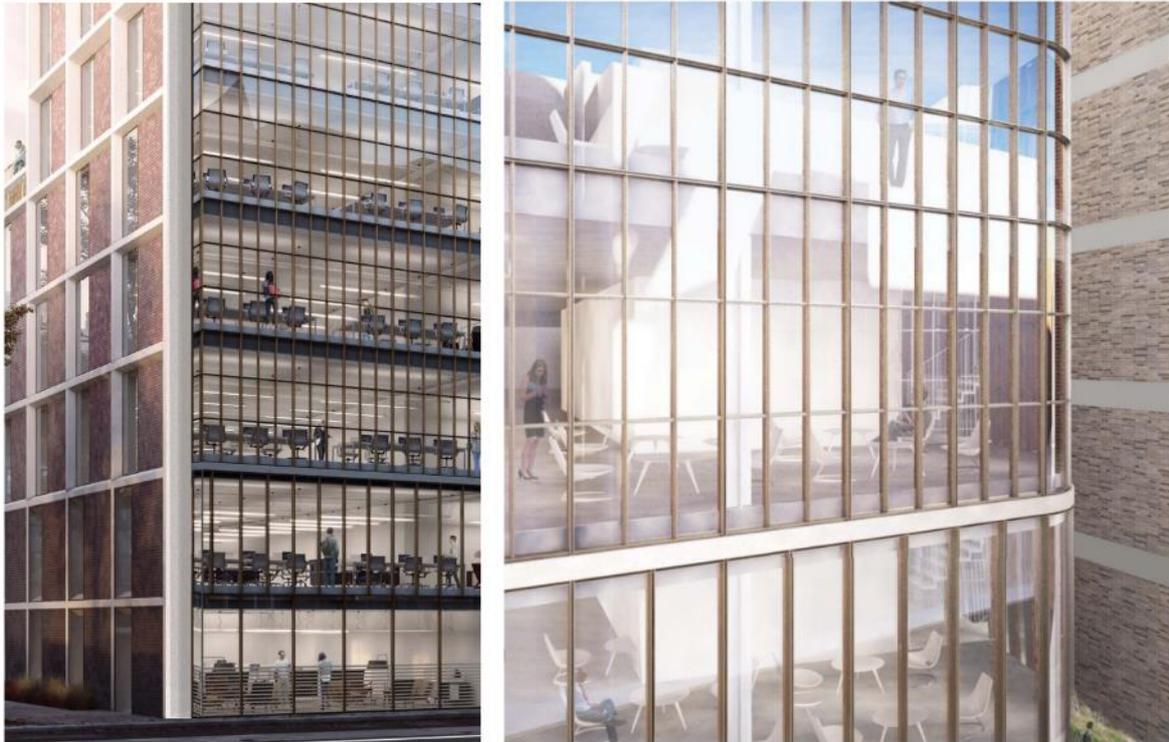
11.46 The proposed north elevation of the facade including where it turns into the courtyard space is a composed of glass and metal. The proportions and detailing of the facade are inspired by the industrial past of the surrounding area and by a number of old factory and warehouse style buildings in the area which feature crittal windows.

Crittal windows in the locality



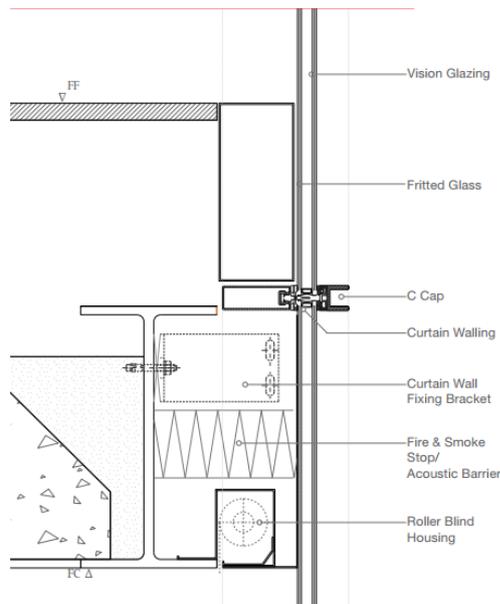
- 11.47 The northern façade will feature a curtain walling system which would appear as crittal window style glazing.

Northern façade elevational treatment



- 11.48 The application is accompanied by a detailed design for the curtain walling bespoke cap system. This responds to the comments from the DRP regarding potential technical constraints associated with the curtain walling system and its detailed appearance. The submission of this detailed design information is considered to satisfactorily address the DRP comments in this regard.

Curtain walling bespoke cap system – Detail section



Detail Section

11.49 The glazing would be set back to form a small courtyard where the proposed building adjoins Harella House and is inspired by examples of similar features in the locality. This approach is intended to integrate the proposed building with Harella House and allows the existing party wall to be seen and contribute positively to the entrance space. There would be a horizontal precast concrete profile at second floor level of the proposed building at a similar level to a horizontal band on Harella House and this is intended to provide a subtle connection between two buildings. It is considered that the design approach would provide a suitable interface between the eastern end of Harella House and the proposed office building.

Courtyard entrance and interface with Harella House



Views from the west

11.50 In views of Gee Street from the west, much of the proposal would be screened by Harella House.

Existing view from the west on Goswell Street



Proposed view from the west on Goswell Street



Conclusion

- 11.51 It is considered that there is a strong rationale and justification for the proposed design approach which has been informed by the architectural and historic context of the site. The height and massing of the proposed building is considered appropriate and the treatment of the eastern elevation is successful in mitigating against any impression of bulk. The treatment of the northern elevation in particular is considered to represent a high quality design approach. The proposed building has been carefully considered in architectural terms and represents a high quality of detailed architectural design.

Accessibility

- 11.52 London Plan Policy 7.2 states that development should achieve the highest standards of accessible and inclusive design, ensuring that developments can be used safely, easily and with dignity by all regardless of disability, age gender ethnicity or economic circumstances.
- 11.53 The Council's Accessibility Officer observed that the proposed development did not include mobility scooter parking/charging points, accessible cycle parking and accessible shower facilities. The applicant has submitted an amended ground floor plan which satisfactorily addresses these matters. The proposed development is considered acceptable in terms of accessibility.

Neighbouring Amenity

- 11.54 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. London Plan policy 7.6 identifies that buildings should not cause unacceptable harm to the amenity of in particular, residential buildings in respect of matters including privacy and overshadowing. Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook.
- 11.55 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 11.56 Daylight: the BRE Guidelines stipulate that there should be no real noticeable loss of daylight provided that either:

The Vertical Sky Component (VSC) as measured at the centre point of a window is greater than 27%; or the VSC is not reduced by greater than 20% of its original value. (Skylight); or

The area of the working plane in a room which can receive direct skylight is not reduced to less than 0.8 times its former value. (No Sky Line / Daylight Distribution).

- 11.57 The No Sky-Line or Daylight Distribution contour shows the extent of light penetration into a room at working plane level, 850mm above floor level. If a substantial part of the room falls behind the no sky-line contour, the distribution of light within the room may be considered to be poor.
- 11.58 Average Daylight Factor (ADF) is another daylight measurement which requires 1% for a bedroom, 1.5% for a living room and 2% for a family kitchen. In cases where one room serves more than one purpose, the minimum ADF should be that for the room type with the higher value. It should be noted that this test is normally applicable to proposed residential units, but in some cases is used as supplementary information (rather than key assessment criteria) to provide a clearer picture regarding impacts upon existing properties.
- 11.59 Sunlight: the BRE Guidelines confirm that windows which do not enjoy an orientation within 90 degrees of due south do not warrant assessment. For those windows that do warrant assessment, it is considered that there would be no real noticeable loss of sunlight where:
- In 1 year the centre point of the assessed window receives more than 1 quarter (25%) of annual probable sunlight hours (APSH), including at least 5% of Annual Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March – being winter; and less than 0.8 of its former hours during either period.*
- In cases where these requirements are breached there will still be no real noticeable loss of sunlight where the reduction in sunlight received over the whole year is no greater than 4% of annual probable sunlight hours.*
- 11.60 Where these guidelines are exceeded then daylighting and/or sunlighting may be adversely affected. The BRE Guidelines provides numerical guidelines, the document though emphasizes that advice given here is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design. In special circumstances the developer or planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings.
- 11.61 The application site is located within an accessible location, where the potential of sites and density should, according to policy, be maximised where possible. Urban design considerations are also important when applying the guidance quoted above.
- 11.62 It is noted that the BRE Guidelines are predicated upon a suburban development model and the 'ideal' baseline target values they set out are based upon a suburban situation i.e. the level of light that would be expected in a situation with two storey dwellings facing one another across a reasonable width road.
- 11.63 The Mayor of London's Housing SPD is primarily concerned with the impacts of new residential development but can be considered more generally relevant in stating at paragraphs 1.3.45-46 that:

'Policy 7.6Bd requires new development to avoid causing 'unacceptable harm' to the amenity of surrounding land and buildings, particularly in relation to privacy and overshadowing and where tall buildings are proposed. An appropriate degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.

The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm.'

11.64 The following 4 properties contain residential dwellings which need to be assessed in terms of daylight/sunlight impacts:

- 1-60 Parmoor Court;
- Upper Floors of 86 Goswell Road;
- 100-102 Goswell Road;
- 3 Upper Floors of 15-27 Gee Street.

11.65 The assessment demonstrates that all of the rooms within 100-102 Goswell Road will experience no transgression beyond the BRE Recommendations in relation to any loss of daylight and sunlight.

11.66 The following table identifies all cases where there will be a loss of daylight which exceeds the BRE recommendations in terms of the VSC or the NSL method of assessment. As noted above, the BRE Guidelines indicate that there would only be a real noticeable loss of daylight in cases where there the loss would exceed the recommendations under both the VSC and the NSL method of assessment.

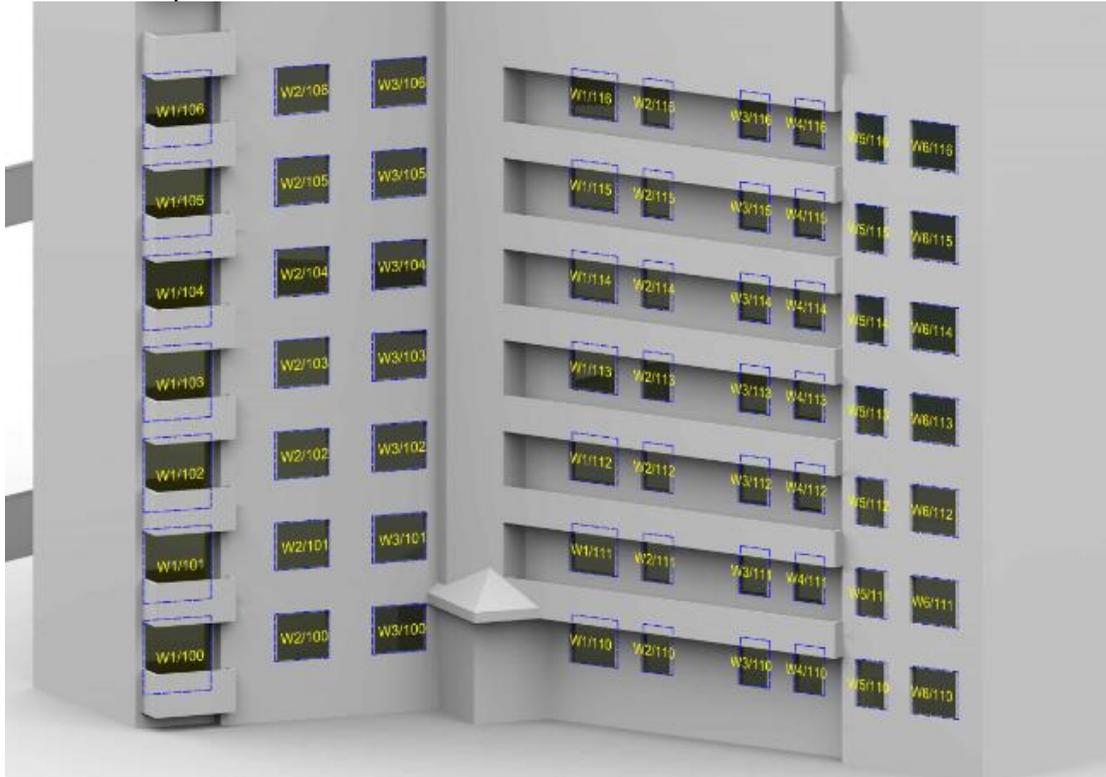
Daylight losses in excess of BRE recommendations (indicated in **bold**)

 Achieves compliance with BRE Guidelines for one method of assessment – no real noticeable loss of daylight

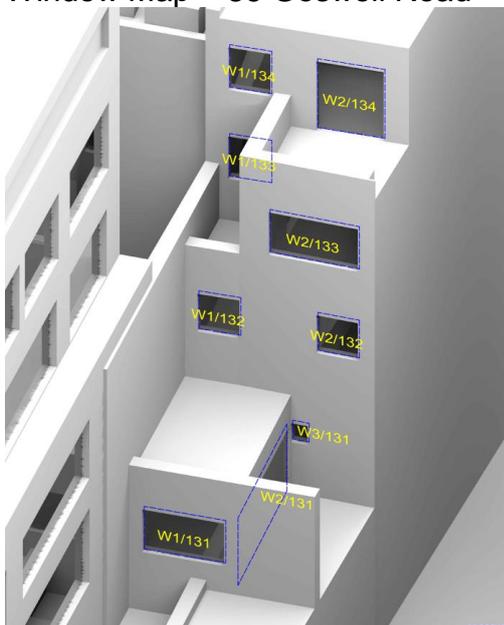
 Does not achieve compliance with BRE Guidelines for either VSC or NSL – noticeable loss of daylight

Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)			
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Whole room m ²	Previous m ²	Proposed m ²	Factor of former value (target: 0.8)
1-60 Parmoor Court								
R1/100 W1	Living Room	21.69	17.15	0.79	8.0	7.8	7.6	0.97
R1/110 W1	Kitchen	22.22	16.21	0.73	8.9	8.6	5.0	0.58
R3/110 W3	Bedroom	23.45	17.84	0.76	5.4	5.2	3.0	0.58
R4/110 W4	Bedroom	22.39	17.29	0.77	5.5	5.1	3.1	0.61
R6/110 W6	Kitchen	21.89	17.99	0.82	11.1	8.8	5.1	0.58
R2/111 W2	Kitchen	25.30	19.44	0.77	6.0	5.9	3.8	0.66
R3/111 W3	Bedroom	25.38	20.06	0.79	5.4	5.2	3.5	0.67
R4/111 W4	Bedroom	24.34	19.47	0.8	5.5	5.2	3.7	0.71
R6/111 W6	Kitchen	24.20	20.37	0.84	11.1	9.5	5.9	0.62
R2/112 W2	Kitchen	27.08	21.66	0.8	6.0	5.9	4.6	0.79
R6/112 W6	Kitchen	26.60	22.90	0.86	11.1	9.7	6.8	0.70
86 Goswell Road								
R1/131 W1	Unknown	11.20	7.91	0.71	33.0	15.2	7.8	0.51
R2/132 W2	Unknown	11.70	10.82	0.94	11.7	8.4	5.1	0.60
15-27 Gee Street								
R2/173 W2	Unknown	29.50	16.38	0.55	30.6	30.6	28.3	0.93
R3/173 W3	Unknown	29.45	21.37	0.73	32.0	32.0	0.0	1.0
R1/174 W2	Unknown	32.54	21.33	0.66	21.5	21.5	0.0	1.0
R1/174 W3	Unknown	32.41	23.86	0.74				

Window Map – 1-60 Parmoor Court



Window Map – 86 Goswell Road



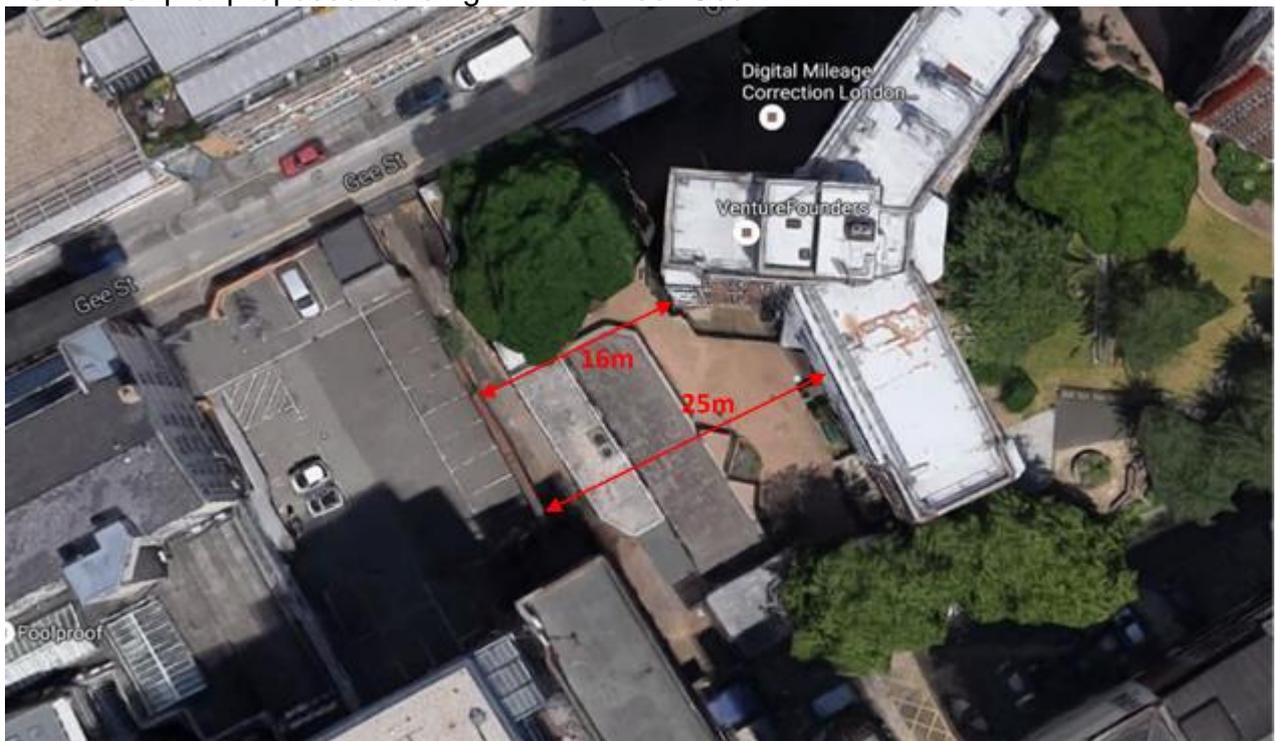
11.67 Two kitchens and three bedrooms at 1-60 Parmoor Court would experience a reduction in VSC and NSL in excess of the BRE recommendations. It is noted that the reduction in VSC for these units is not significantly in excess of the 20% reduction considered acceptable within the BRE Guidelines. It is also noted that the retained VSC levels are reasonable for dwellings in a built up urban context. The reductions in daylight distribution for these rooms is considered acceptable in view of the VSC results.

- 11.68 One window at 86 Goswell Road will experience a 29% reduction in VSC and a 49% reduction in daylight distribution. The report notes that this window is located directly adjacent to Moorlands and is therefore subject to a lower existing VSC level and therefore a 3.4% reduction reflects disproportionately as a percentage reduction.
- 11.69 Four windows serving 15-27 Gee Street will experience notable reductions in VSC but limited or nil reductions in NSL due to the size of the windows. The VSC test takes a calculation point from the centre of the window and therefore does not take into account the size of the window (which in this case are wide) whilst the NSL test considers the size of the window and the overall distribution of daylight within the room.
- 11.70 Only one room relevant for sunlight assessment would experience a transgression beyond the BRE Guidelines in terms of sunlight. Room R4/110 W4 located on the ground floor of 1-60 Parmoor Court would receive 23% APSH which is 2% below BRE Guidance and in view of the urban context is considered reasonable.
- 11.71 In view of the densely built up urban context of the site and given the above considerations it is considered that the daylight and sunlight impacts of the proposal would not be unduly harmful in planning terms.
- 11.72 An objection has been received from a resident of Parmoor Court that an assessment of the daylight and sunlight impact upon rooms to the 7th floor and above has not been carried out. On the basis that the impact to the lower floors is considered acceptable, and given that there will be less impact to the rooms at higher levels, it is not considered necessary to assess these rooms.
- 11.73 Overlooking / Privacy: The subtext to Policy DM2.1 at paragraph 2.14 sets out guidance to be applied in assessing overlooking of existing residential properties from new residential development. The proposed development will provide office floorspace which will generally be unoccupied at times when residential dwellings may be most intensively occupied, and accordingly the guidance is not directly applicable. The policy subtext can nevertheless offer a helpful guideline and it states that:
- ‘To protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’.
- 11.74 In the application of the above guidance it should be acknowledged that the nature of views between rooms can vary. For instance, where the views between rooms are oblique as a result of angles or height difference between windows, there may be no harm.
- 11.75 The proposal is considered acceptable in terms of overlooking of nearby office buildings to the south and west. There are residential units to the upper floors of 86 and 100-102 Goswell Road. However, these units are located approximately 30m

from the proposed building and this is considered to be a sufficient distance to ensure that there will be no unduly harmful overlooking.

- 11.76 There are residential units to the upper floors of 15-27 Gee Street. However, any overlooking of these flats will occur across a public highway and would therefore not constitute an unacceptable loss of privacy.
- 11.77 The proposed eastern elevation of the proposed office building would have windows facing directly towards residential units within Parmoor Court. These flats are approximately 25m from the proposed building, which is considered a sufficient distance to ensure that no unduly harmful overlooking would occur. The north-western arm of Parmoor Court includes flats which have a south-westerly outlook towards the proposed building, albeit at an oblique angle. There are two windows and a balcony served by doors on each floor. The windows are located more than 18m from the site whilst the balconies are approximately 16m from the site. In view of the distance from the proposed building and the oblique angle of the balcony doors as well as the non-residential use of the proposed development it is considered that no unduly harmful loss of privacy will occur within the accommodation served by these doors.

Relationship of proposed building with Parmoor Court



Outlook / Sense of Enclosure: The impact of a development on outlook can be considered a material planning consideration if there is an undue sense of enclosure for neighbouring residential properties. There are no established guidelines for what is acceptable or unacceptable in this regard, with any assessment subjective as opposed to empirical with key factors in this assessment being the local context and arrangement of buildings and uses.

- 11.78 In view of the siting of the building in relation to neighbouring residential properties it is considered that the proposed development would not result in any unduly harmful loss of outlook or visual impact.
- 11.79 Construction Impacts: In the interest of protecting neighbouring residential amenity during the construction phase of the development (having regard to impacts such as noise and dust) the applicant is required to comply with the Council's Code of Construction Practice. Compliance would need to be secured as part of a section 106 agreement together with a payment towards the monitoring of the site to ensure its neighbourliness. This payment is considered be an acceptable level of contribution having regard to the scale of the development, the proximity of other properties, and likely duration of the construction project. The submission of a method statement for the construction phase and a construction logistics plan would also be required.
- 11.80 The Council's Environmental Health (Pollution) Officer has recommended that a Construction Environmental Management Plan (CEMP) is secured by condition (No. 4), in particular to ensure that a satisfactory acoustic environment is maintained for hearings and procedures at the nearby Clerkenwell and Shoreditch County Court on Gee Street. The CEMP would also be required to address other environmental impacts including (but not limited to) air quality (including dust), smoke and odour, vibration and TV reception.
- 11.81 Noise: The application is accompanied by a Noise Report which sets out suitable noise level limits for plant installed as part of the proposed development.
- 11.82 The Council's Environmental Health (Pollution) Officer has raised no objections to the proposal subject to a condition restricting plant noise levels.
- 11.83 Air Quality: Policy 7.14 of the London Plan states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs)). Policy DM6.1 of the Development Management Policies document requires that development should not cause significant harm to air quality, cumulatively or individually.
- 11.84 The application is accompanied by an Air Quality Report which advises that good practice measures will ensure any impact on air quality from construction activity will be reduced to an acceptable level. The Report further advises that, based upon the air quality assessment carried out, there will be no requirement for air quality mitigation measures during the operational stage of the development.
- 11.85 The Council's Environmental Health (Pollution) Officer does not accept the Report's recommendation that air quality mitigation measures would not be required for the operational stage of the development as the site is predicted to exceed annual mean nitrogen dioxide objective levels. Accordingly, it is recommended that measures to minimise future occupier's exposure to air pollution is secured by condition 9No. ??).
- 11.86 Subject to the above recommended conditions the proposal is considered acceptable in terms of air quality.

Sustainability, Energy Efficiency and Renewable Energy

- 11.87 London Plan Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent (below 1990 levels) by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 11.88 Core Strategy Policy CS10 requires it to be demonstrated that new development has been designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO₂ emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO₂ emissions should be offset through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.

BE LEAN

Energy efficiency standards

- 11.89 The Council's Environmental Design SPD states 'The highest possible standards of thermal insulation and air tightness and energy efficient lighting should be specified'. 'U values' are a measure of heat loss from a building and a low value indicates good insulation. The proposed U-values for the development are: external walls = 0.20w/m²k, roof = 0.13w/m²k, floors = 0.20 w/m²k and glazing = 1.5w/m²k. These U-values are generally consistent with the values suggested in the Council's SPD. The air permeability would be 3m³/m²/hr.
- 11.90 LED lighting with occupancy and daylight sensor control systems are proposed and these measures are supported.
- 11.91 The Council's Energy Conservation Officer notes that the development falls short of the London and Islington carbon reduction targets. It is therefore recommended that additional improvements to the energy demand reduction measures are targeted in order to deliver further CO₂ reductions. At the time of writing a response was awaited from the applicant and an update will be provided at the committee meeting.

BE CLEAN

District heating

- 11.92 Policy DM7.3B requires that proposals for major developments within 500m of an existing or planned District Energy Network (DEN) should be accompanied by a feasibility assessment of connection to that network, to determine whether connection is reasonably possible.

- 11.93 The applicant proposes connection to the Bunhill Heat Network and this is welcomed and supported. The applicant has also confirmed that the scheme will be futureproofed for connection to the Network if connection is not currently feasible.

BE GREEN

Renewable energy technologies

- 11.94 The Energy Strategy indicates that photovoltaic arrays covering an area of 24m² would be provided on roof and which would produce an output of 3kWp and would deliver a saving of 1.47 tCO₂ per year. There is a very constrained area on the roof available for PV and it is not feasible to expand the area of the proposed system. The Council's Energy Conservation Officer has advised that, given that the development falls short of its emissions targets, the applicant should investigate the feasibility of increasing the output per area through greater panel efficiencies. At the time of writing a response was awaited from the applicant and an update will be provided at the committee meeting. Further details of renewable energy technologies will be secured by condition should planning permission be granted (condition 11).
- 11.95 The proposed development is expected to achieve a BREEAM rating of 'Excellent' with a score of 73.79% and this is supported (condition 5).
- 11.96 Carbon Emissions: Policy CS10A states that the promote zero carbon development by minimising on-site carbon dioxide emissions, promoting decentralised energy networks and by requiring development to offset all remaining CO₂ emissions associated with the building through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.
- 11.97 Paragraphs 2.0.8 – 2.0.10 detail the Council's energy hierarchy which should be followed in meeting the Council's CO₂ emissions reduction target. The final stage of the hierarchy requires developers to:

'...offset all remaining CO₂ emissions (Policy CS10) through a financial contribution, secured via a Section 106 agreement, towards measures which reduce CO₂ emissions from the existing building stock (e.g. through solid wall insulation of social housing). For all major developments the financial contribution shall be calculated based on an established price per tonne of CO₂ for Islington. The price per annual tonne of carbon is currently set at £920, based on analysis of the costs and carbon savings of retrofit measures suitable for properties in Islington.

The applicant proposes a reduction on regulated emissions of 27.5% compared to a 2013 baseline target, which falls short of the London Plan target of 35%. The development is predicted to achieve a reduction in total emissions of 12.2% compared to a 2013 Building Regulations Baseline, which falls short of the Islington requirement of 39%. The scheme therefore gives rise to a requirement for a carbon offset contribution of £137,825.

- 11.98 Overheating and Cooling: Policy DM7.5A requires developments to demonstrate that the proposed design has maximised passive design measures to control heat gain and deliver passive cooling, in order to avoid increased vulnerability against rising

temperatures whilst minimising energy intensive cooling. Part B of the policy supports this approach, stating that the use of mechanical cooling shall not be supported unless evidence is provided to demonstrate that passive design measures cannot deliver sufficient heat control. Part C of the policy requires applicants to demonstrate that overheating has been effectively addressed by meeting standards in the latest CIBSE (Chartered Institute of Building Service Engineers) guidance.

- 11.99 The applicant has provided evidence to demonstrate how the lower levels of the cooling hierarchy have been maximised and it is accepted that active cooling, provided via a centralised chiller plant, would be required within the development.
- 11.100 Sustainable Urban Drainage System (SUDS): Policy DM6.6 is concerned with flood prevention and requires that schemes must be designed to reduce surface water run-off to a 'greenfield rate', where feasible.
- 11.101 The proposed development will incorporate a 29m² storage tank underneath the building in order to achieve a discharge rate of 50 l/s/ha into the public sewer on Gee Street.
- 11.102 The Council's Sustainable Design Officer has reviewed the proposals and raises no objection subject to further details to be secured by condition. Thames Water raise no objections to the proposal in relation to foul or surface water drainage. It is recommended that the Sustainable Urban Drainage System proposals are secured by condition (No. 13).
- 11.103 Green Performance Plan: This would be secured through the Section 106 legal agreement.

Highways and Transportation

- 11.104 The site has a Public Transport Accessibility Level (PTAL) rating of 6a indicating excellent accessibility.
- 11.105 Cycle access and parking: Development Management Policy DM8.4 (Walking and cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. Appendix 6 of the Development Management Policies document details a requirement for cycle parking to be provided at a rate of 1 long stay space per 80m² (GIA) for office uses, which equates to a requirement for 50 cycle parking spaces.
- 11.106 Table 6.3 of the London Plan details a requirement for cycle parking to be provided at a rate of one long stay space per 90m² and one short stay space per 500m² for the first 5,000m² and one space per 5,000m² thereafter. London Plan standards therefore give rise to a requirement for 45 long stay and 8 short stay cycle parking spaces.
- 11.107 It is proposed to provide 51 secure, covered cycle parking spaces at ground floor level including 1 accessible cycle parking space, in accordance with Islington's requirements. Five showers and cycle lockers will also be provided.

- 11.108 Servicing, deliveries and refuse collection: The proposed development will be serviced from a single yellow line area opposite the site on Gee Street. The single yellow line area restricts the parking of cars (not loading vehicles) between 8.30am and 6.30pm.
- 11.109 A refuse and recycling store would be provided at ground floor level and during collections the bins would be wheeled through the bicycle store to the entrance courtyard area on Gee Street.
- 11.110 In order to ensure satisfactory delivery and servicing arrangements it is recommended that a Delivery and Servicing Plan (DSP) is secured by condition should planning permission be granted (condition No. 18).
- 11.111 The Council's Highways Officer has raised no objections to the proposed delivery, servicing and refuse collection arrangements.
- 11.112 Vehicle parking: Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. Development Management Policies policy DM8.5(E) states that 'proposals for the redevelopment of existing car parks for a different use shall be subject to the car-free restriction within this policy and the Core Strategy.' The proposed loss of existing parking is in keeping with the borough's car free strategy and is supported
- 11.113 Disabled car parking is not proposed on-site and it was agreed at pre-application stage that this could be justified in highway safety and townscape terms and the need to make efficient use of the site. The applicant has agreed to make a contribution of £14,000 towards the provision of accessible transport initiatives, to be secured through a Section 106 agreement.
- 11.114 The proposals involve the removal of the existing crossover used to access the car park and this will be carried out under a Section 278 agreement, to be secured under the Section 106 agreement.
- 11.115 Construction Management Plan and Construction Logistics Plan: The Transport Statement proposes measures to minimise the highways impacts of the proposed development during the construction period. It is recommended that a full Construction Management Plan and Construction Logistics Plan be secured by condition (No. 16) should planning permission be granted.
- 11.116 Travel Plan: The application is accompanied by a Framework Travel Plan which details proposals to promote sustainable travel amongst future occupiers of the building. It is recommended that a full Travel Plan be secured through the Section 106 legal agreement, should planning permission be granted.
- 11.117 The Council's Highways Officer has raised no objections to the proposal and the proposal is considered acceptable in highways terms.

Planning Obligations, Community Infrastructure Levy and local finance considerations

11.118 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

11.119 The Section 106 agreement would include the following agreed Heads of Terms:

- Contribution of £137,825 towards offsetting projected residual CO2 emissions of the development;
- The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required;
- Compliance with the Code of Employment and Training;
- Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI;
- Compliance with the Code of Local Procurement;
- Compliance with the Code of Construction Practice, including a monitoring fee of £4,050;
- Provision of 7 additional accessible parking bays or a contribution of £14,000 towards provision of on-street bays or other accessible transport initiatives;
- Submission of a Green Performance Plan and a post occupation Green Performance Plan;
- Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development;
- Submission of a final post occupation Green Performance Plan;
- Payment of Council's fees in preparing and monitoring the S106;
- Connection to the Bunhill Heat Network, or futureproofing for connection if it is not currently feasible;
- Provision of micro/small workspace;
- Payment towards employment and training of local residents of a commuted sum of £39,929;
- A contribution towards Crossrail of £567,000 (note: the Mayoral CIL liability is deducted from this sum);
- Contribution towards off-site housing of £648,000.

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

12. SUMMARY AND CONCLUSION

Summary

12.1 The 677m² site is located on the southern side of Gee Street and currently accommodates a car park along with an electricity sub-station. The site is located in a highly accessible location within the Central Activities Zone (CAZ) and within an Employment Priority Area (General).

- 12.2 It is proposed to relocate the existing substation to Harella House and erect a 7 storey office building (4,050m² GIA) fronting Gee Street with a courtyard adjacent to Harella House.
- 12.3 The policy framework along with the available evidence base provides a strong justification for the provision of new office floorspace in this location. The delivery of new offices on the site is therefore strongly supported.
- 12.4 There is a policy requirement for the delivery of on-site housing along with active, complementary uses at ground floor level. The applicant has satisfactorily demonstrated that a solely office scheme is appropriate in this instance. A payment in lieu of on-site housing of £648,000 is proposed.
- 12.5 207m² of ground floor office floorspace suitable for use by small and micro enterprises is proposed which represents 5.1% of the overall floor space and is in accordance with the Council's policy requirements.
- 12.6 The design approach is informed by the architectural and historic context of the site and the elevational treatment of the building features brickwork within a concrete, gridded frame and a glass and metal curtain walling system. It is considered that the proposed development represents a high quality of architecture and is supported in design terms.
- 12.7 The proposal is considered acceptable in terms of its impact upon the residential amenities of the occupants of nearby dwellings. Furthermore, the proposal is considered acceptable in relation to technical matters, subject to the recommended conditions.
- 12.8 The proposal would deliver flexible, high quality office accommodation in an area of high demand whilst enhancing the street scene and the character of the area. The proposal is considered acceptable in planning terms and it is recommended that planning permission be granted.

Conclusion

- 12.9 The proposal is considered to comply with local, regional and national planning policy and guidance. It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms as set out in Appendix 1–RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

1. Contribution of £137,825 towards offsetting projected residual CO2 emissions of the development;
2. The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required;
3. Compliance with the Code of Employment and Training;
4. Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI;
5. Compliance with the Code of Local Procurement;
6. Compliance with the Code of Construction Practice, including a monitoring fee of £4,050;
7. Provision of 7 additional accessible parking bays or a contribution of £14,000 towards provision of on-street bays or other accessible transport initiatives;
8. Submission of a Green Performance Plan and a post occupation Green Performance Plan;
9. Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development;
10. Submission of a final post occupation Green Performance Plan;
11. Payment of Council's fees in preparing and monitoring the S106;
12. Connection to the Bunhill Heat Network, or futureproofing for connection if it is not currently feasible;
13. Provision of micro/small workspace;
14. Payment towards employment and training of local residents of a commuted sum of £39,929;
15. A contribution towards Crossrail of £567,000;
16. Contribution towards off-site housing of £648,000.

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

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

RECOMMENDATION B

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

List of Conditions:

1	<p>Commencement (compliance)</p> <p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<p>Approved plans list (compliance)</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans: 13505-AP-L00-01-100; 13505-A-L00-03-002; 13505-AP-LXX-01-141; 13505-E-LXX-01-142; 13505-E-LXX-01-151; 13505-E-LXX-01-152; 13505-E-LXX-01-001; 13505-E-L00-02-100; 13505-A-L00-00-100 Rev. A; 13505-A-L01-00-101; 13505-A-L02-00-102; 13505-A-L03-00-103; 13505-A-L04-00-104; 13505-A-L05-00-105; 13505-A-L06-00-106; 13505-A-L07-00-107 Rev A; 13505-A-LXX-04-141; 13505-A-LXX-04-142; 13505-A-LXX-04-143; 13505-A-LXX-05-151; 13505-A-LXX-05-152; Daylight and Sunlight Report prepared by Point 2 Surveyors (May 2017) - amended version received 21 September 2017; Noise Report prepared by Applied Acoustic Design (16 June 2017); Air Quality Assessment prepared by Resource and Environmental Consultants Ltd (May 2017); Design and Access Report prepared by Piercy and Company (June 2017) (as amended by revised page 48 submitted by email on 17 October 2017) ; Draft Construction Management Plan prepared by CBRE (April 2017); Drainage Strategy (DMag-1608-DrSt1) prepared by Davies Maguire (October 2016); Market Demand Analysis prepared by CBRE (June 2017); Planning Statement prepared by CBRE (August 2017); Sustainable Design and Construction Statement prepared by Elementa (19.10.2017); Draft Green Performance Plan prepared by Elementa (October 2017) Transport Statement prepared by Steer Davies Gleave (May 2017); Framework Travel Plan prepared by Steer Davies Gleave (May 2017).</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p>Materials and Samples (Compliance and Details)</p> <p>Details and samples of the following facing materials shall be submitted to and</p>

	<p>approved in writing by the Local Planning Authority before the relevant part of the works commence on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) Brickwork, bond and mortar courses; b) Window treatment (including glazing, sections and reveals); c) Doors; d) Curtain walling; e) Balustrades; f) Terraces; g) Green procurement plan for sourcing the proposed materials; h) Courtyard gate; i) Plant screen; j) Roofing materials; k) Updated Green Procurement Plan for sourcing the proposed materials; l) Any other materials to be used. <p>The Updated Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste.</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	<p>Construction Environmental Management Plan (Details)</p> <p>CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of residential and local amenity, and air quality.</p>
5	<p>BREEAM (Compliance)</p> <p>CONDITION: The commercial element of the development shall achieve a BREEAM rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
6	<p>Green/Brown Biodiversity Roofs (Details)</p> <p>CONDITION: Notwithstanding the roof plan indicated on drawing reference</p>

	<p>13505-A-L07-00-107 details of a lightweight biodiversity (green/brown) roof shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site unless it is satisfactorily demonstrated that it is not feasible. The biodiversity (green/brown) roof(s) shall be:</p> <ul style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth to be agreed); and b) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum) unless it can be robustly demonstrated that this mix cannot be provided. <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
7	<p>Fixed Plant (Compliance)</p>
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: In the interests of neighbouring residential amenity.</p>
8	<p>Piling Method Statement (Details)</p>
	<p>CONDITION: No impact piling shall take place until a piling method statement (detailing the type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure.</p>
9	<p>Energy Efficiency – CO2 Reduction (Compliance/Details)</p>
	<p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy which shall together provide for no less than an 12.2% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 as detailed within the</p>

	<p>Sustainability Statement shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following shall be submitted prior to the commencement of the development:</p> <p>a) A revised Energy Strategy, which shall provide for no less than a 12.2% onsite total CO₂ reduction in comparison with total emissions from a building which complies with Building Regulations 2013. This shall include the details of any strategy needed to mitigate poor air quality (such as mechanical ventilation).</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
10	<p>Renewable Energy (Compliance)</p>
	<p>CONDITION: The energy efficiency measures/features and renewable energy technology (solar PV panels), which shall provide for no less than 1.94% on-site regulated CO₂ reduction as detailed within the 'Energy Strategy' shall be installed and operational prior to the first occupation of the development.</p> <p>Should, following further assessment, the approved renewable energy option be found to be no-longer suitable:</p> <p>a) a revised scheme of renewable energy provision, which shall provide for no less than 1.94% onsite regulated CO₂ reduction, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The final agreed scheme shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO₂ emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
11	<p>Solar Photovoltaic Panels (Details)</p>
	<p>CONDITION: Prior to the commencement of the development hereby approved, details of the proposed Solar Photovoltaic Panels at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - Location; - Area of panels; and - Design (including elevation plans).

	<p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development and to secure high quality design in the resultant development.</p>
12	<p>Cycle Parking Provision (Compliance)</p> <p>CONDITION: The long stay bicycle parking indicated on approved plan reference 13505-A-L00-00-100 Rev. A which shall provide no less than 50 long stay parking spaces and 1 accessible parking space shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
13	<p>Sustainable Urban Drainage System (Compliance)</p> <p>CONDITION: The development hereby permitted shall incorporate the Sustainable Urban Drainage Systems proposals detailed within the Drainage Strategy (DMag-1608-DrSt1 – October 2016) prepared by Davies Maguire unless otherwise agreed in writing by the Local Planning Authority. The drainage system will achieve a discharge rate of 50/l/s/ha (or 3l/s based on site area). The drainage system shall be installed/operational prior to the first occupation of the development and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
14	<p>Air Quality (Details)</p> <p>CONDITION: Prior to the commencement of works on the development hereby permitted, a site report detailing steps to minimise the development's future occupiers' exposure to air pollution shall be submitted to and approved by the Local Planning Authority. The approved scheme is to be completed prior to occupation of the development and shall be permanently maintained thereafter.</p> <p>REASON: In order to ensure satisfactory air quality for future occupants of the development.</p>
15	<p>Roof-top Plant and Lift Overrun</p> <p>CONDITION: Details of any roof-top structures/enclosures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall include the location, height above roof level, specifications and cladding and shall relate to:</p> <ul style="list-style-type: none"> • roof-top plant; • ancillary enclosures/structure; and • lift overrun

	<p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of good design and also to ensure that the Authority may be satisfied that any roof-top plant, ancillary enclosure/structure and/or the lift overruns do not have a harmful impact on the surrounding streetscene.</p>
16	<p>Construction Management Plan and Construction Logistics Plan (Details)</p>
	<p>CONDITION: No construction works shall take place unless and until a Construction Management Plan (CMP) and a Construction Logistics Plan (CLP) have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The reports shall assess the impacts during the construction phase of the development on surrounding streets, along with nearby residential amenity and other occupiers together with means of mitigating any identified impacts.</p> <p>The development shall be carried out strictly in accordance with the approved CMP and CLP throughout the construction period.</p> <p>REASON: In the interests of residential amenity, highway safety, and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
17	<p>Refuse/Recycling Provided (Compliance)</p>
	<p>CONDITION: The dedicated refuse / recycling enclosures shown on plan reference 13505-A-L00-00-100 Rev. A shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
18	<p>Delivery and Servicing Plan (Details)</p>
	<p>CONDITION: A Delivery and Servicing Plan (DSP) detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.</p>
19	<p>Cycle Lockers and Showers (Compliance)</p>
	<p>CONDITION: Unless otherwise approved in writing by the local planning authority, changing facilities and showers, including no less than 5 showers (including 1 accessible shower) and 19 lockers, shall be provided in accordance with the drawings reference 13505-A-L00-00-100 Rev. A hereby</p>

	<p>approved and maintained throughout the life of the building for the use of occupiers of the building.</p> <p>REASON: To make travel by bicycle more convenient in order to encourage greater use of bicycles by commuters.</p>
20	<p>Retention of Current Architect (Compliance)</p> <p>CONDITION: The current architect shall be retained for the design development phase of the project unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure continuity in the design approach and the standard of the appearance and construction of the development.</p>
21	<p>Mobility Scooter Storage and Charging Facilities (Compliance)</p> <p>CONDITION: The mobility scooter parking space with charging points indicated on plan reference 13505-A-L00-00-100 Rev. A shall be made available prior to first occupation of the building unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: In the interests of providing an accessible and inclusive development.</p>
22	<p>Construction Method Statement (Details)</p> <p>CONDITION: No development (including demolition works) shall take place on site unless and until a Construction Method Statement (CMS) has been submitted to and approved in writing by the Local Planning Authority. The approved CMS shall accord with the Code of Construction Practice and be strictly adhered to throughout the construction period. The CMS shall cover:</p> <ul style="list-style-type: none"> i. the parking of vehicles of site operatives and visitors ii. loading and unloading of plant and materials iii. storage of plant and materials used in constructing the development iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate v. wheel washing facilities vi. measures to control the emission of dust and dirt during construction vii. a scheme for recycling/disposing of waste resulting from demolition and construction works. <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not adversely impact on neighbouring residential amenity due to its construction and operation.</p>
23	<p>Roof terraces (Compliance)</p> <p>CONDITION: The roof terraces of the development hereby approved shall not be used except between the hours of 09:00 and 19:00 Monday to Friday except in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>REASON: To ensure that the amenity of neighbouring residential properties is</p>

	not adversely affected in accordance with policies 7.6 and 7.15 of the London Plan 2016 and policy DM2.1 of Islington's Development Management Policies 2013.
24	External pipes, cables and CCTV (Compliance/Details)
	CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the buildings hereby approved. Should CCTV or additional cables, pipes be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. REASON: To ensure that the resulting appearance and construction of the development is to a high standard.
25	Landscaping (Detail)
	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> a) a biodiversity statement detailing how the landscaping scheme maximises biodiversity; b) proposed trees: their location, species and size; c) soft plantings: including grass and turf areas, shrub and herbaceous areas; d) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; and e) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>

List of Informatives:

1	Planning Obligations Agreement
	SECTION 106 AGREEMENT You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.

2	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
4	Thames Water (Surface Water Drainage)
	<p>With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water, it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921.</p>
5	Thames Water (Mains Water Pressure)
	<p>Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>
6	Groundwater Risk Management Permit
	<p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.</p>
7	Thames Water Main
	<p>There is a Thames Water main crossing the development site which may/will need to be diverted at the Developer's cost, or necessitate amendments to the proposed development design so that the aforementioned main can be retained. Unrestricted access must be available at all times for maintenance and repair. Please contact Thames Water Developer Services, Contact Centre on Telephone No: 0800 009 3921 for further information.</p>
8	Secured by Design
	<p>You are advised that, where relevant, the development hereby approved should incorporate all of the 'Secured by Design' requirements detailed in the 'Commercial Developments 2015' Guide.</p>
9	CIL Informative
	<p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable</p>

to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.

Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60 day payment window.

Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at <http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/>

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

2. Development Plan

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

A) The London Plan 2016 - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.9 Inner London

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

3 London's people

Policy 3.2 Improving health and addressing health inequalities

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.3 Mixed use development and offices

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.18 Construction, excavation and demolition waste

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.5 Funding Crossrail and other strategically important transport infrastructure

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Lifetime Neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.6 Architecture

Policy 7.14 Improving air quality

Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS7 (Bunhill and Clerkenwell)

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

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

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Policy CS13 (Employment Spaces)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

Employment

DM5.4 Size and affordability of workspace

Health and open space

DM6.1 Healthy development

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.3 Decentralised energy networks

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM8.6 Delivery and servicing for new developments

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

D) Finsbury Local Plan June 2013

Role Within London's Central Activities Zone

BC8 Achieving a balanced mix of uses

Delivery and Monitoring

BC10 Implementation

3. Designations

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013:

- Bunhill and Clerkenwell Key Area

- Central Activities Zone (CAZ)

- Employment Priority Area (General)

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

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan

- Planning Obligations and S106
- Urban Design Guide
- Environmental Design
- Inclusive Design in Islington

London Plan

- Accessible London: Achieving and Inclusive Environment
- The Control of Dust and Emissions during Construction and Demolition
- Shaping Neighbourhoods: Character and Context
- Sustainable Design & Construction
- Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy
- Central Activities Zone

**APPENDIX 3:
OCTOBER 2017**

DESIGN REVIEW PANEL LETTER DATED 7

CONFIDENTIAL

ATT: Mr Joe Wilson
CBRE Limited,
St Martin's Court,
10 Paternoster Row,
London EC4M 7HP

Planning Service
Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA

T 020 7527 2389
F 020 7527 2731
E Luciana.grave@islington.gov.uk
W www.islington.gov.uk

Our ref: DRP/100

Date: 7 October 2016

Dear Joe Wilson,

ISLINGTON DESIGN REVIEW PANEL

RE: Car Park Adjoining Harella House, Gee Street, London, EC1V 3RE (pre-application ref. Q2016/1770/MJR)

Thank you for attending Islington's Design Review Panel meeting on 16 September 2016 for a first review of the above scheme. The proposed scheme under consideration is for refurbishment works to the existing office (use Class B1) building known as Harella House, including installation of balustrades to the terraces facing Gee Street and redevelopment of the existing car park (ancillary to Harella House) to create a new 7 storey office building (use Class B1).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (chair), David Crookes, George Saumarez Smith, Shahriar Nasser and Martin Pearson on 16 September 2016 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

Panel's observations

The Panel welcomed the principle of redeveloping the currently redundant car park and the potential for improvement of the public realm and relationship with the street. During their discussion, the Panel made the following observations:

Massing, height and design approach

The Panel felt that the design development had been very positive in relation to height and massing of the new building. They thought that the proposed height responded well to the surrounding context.

Panel members thought there were a lot of positive aspects in the design, in particular, the gap between Harella House and the proposed new building which would insert a lightwell between them with the stair, keeping the existing east elevation of Harella House exposed. This would serve both as a reminder of the historic gable end but also provide some detail relief.

However, there was some concern raised in relation to the different treatments and lack of integration of the front (north) and the side (east) elevations. They felt that the corner of the building needed to be better expressed and the junction between the two different treatments needed to be properly resolved. Further consideration should be given to how the building meets the ground; most buildings nearby have a clearly articulated plinth.

Elevational treatment and materiality

The Panel commended the design team for their presentation and approach to materiality. They thought the success of the scheme will be very much dependant on achieving the right detail and appearance.

In terms of the palette of materials, there was a general positive response in particular in relation to the east elevation. Panel members welcomed the proposed use of bricks, the expression of the frames, the set backs to assist in articulating the elevation, the introduction of the terrace. However, they thought clarification was needed on how the concrete frame would meet the ground.

In relation to the North façade, there were some concerns raised in relation to implementation and detail and whether the design would be technically successful. The Panel felt that whilst the initial inspiration may have been a crittal façade, it appeared that due to technical constraints, a different system would be used. Panel members were also unclear about the appearance of the slabs through the curtain walling and stated that details of floor slabs and spandrels needed to be further explored/clarified.

The Panel commented on the proportions of Harella House north street elevation and the expression of bottom, middle and top. They felt the ground floor of the proposed building appeared squat and considered that the articulation of the base would benefit from relating more closely to Harella House.

Servicing and implications on design

The Panel felt that a major outstanding issue that needed to be resolved was the servicing/loading bay solution and how it would relate to the substation. Panel members noted that as currently proposed the proposed servicing did not comply with the requirements of the Council's Highways department and encouraged Highways and Planning to find a compromise that would suit both their requirements. The Panel commented that if the proposals were to change and the servicing were to be provided on the ground floor there may be sense in retaining the substation within the new building rather than moving it to Harella House.

Summary

The Panel felt that the redevelopment of the car park presented a positive opportunity to improve not only the site but its relationship with the public realm.

Panel members were positive in principle about the height, massing and general design approach. However concerns were raised in relation to the detail of the front street elevation and the junction/integration between front and side elevations. The Panel also raised concerns about the uncertainty surrounding the servicing requirements as this could have a significant impact on the ground floor and the appearance of the building.

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



Confidentiality

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

Yours sincerely,

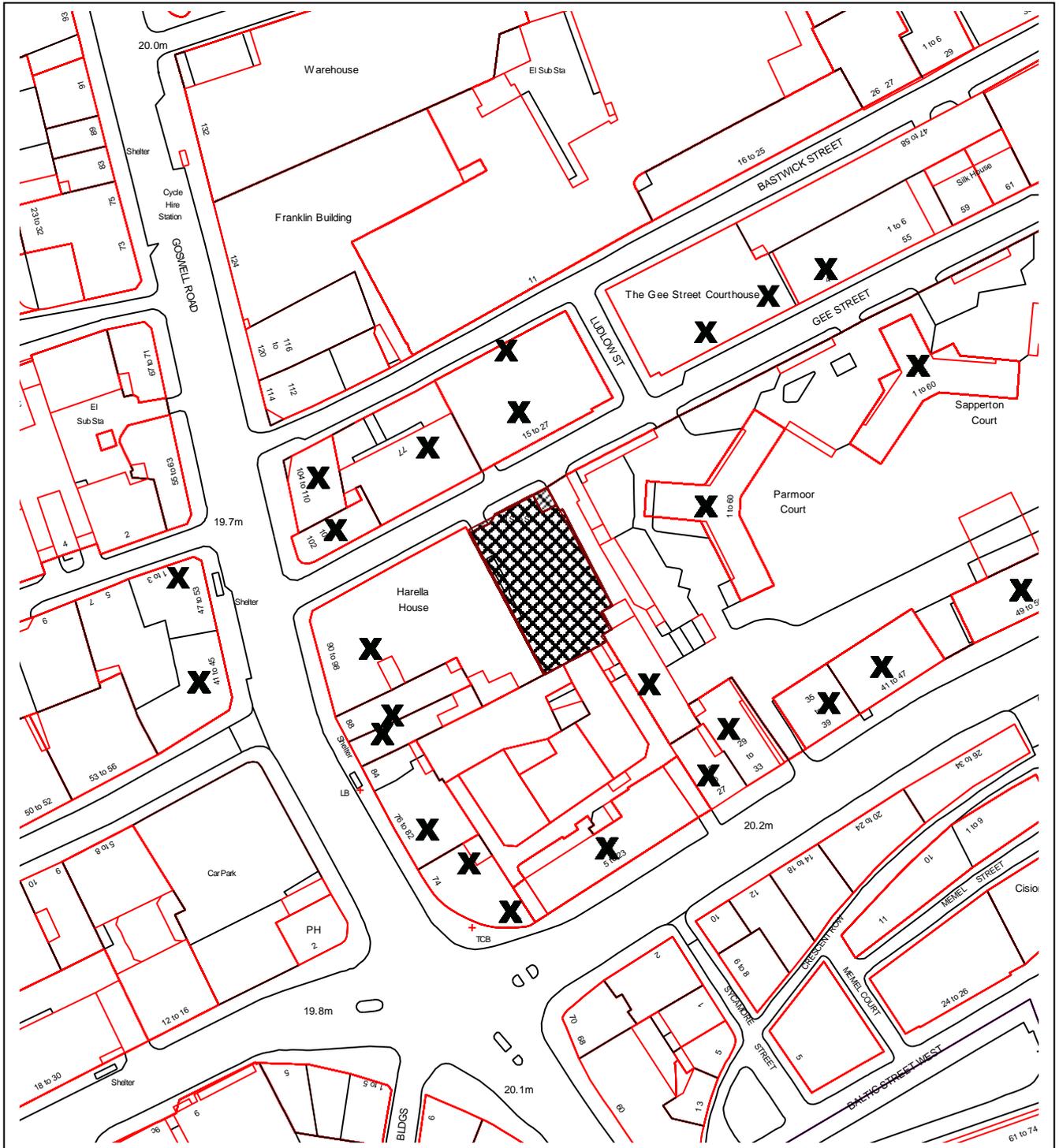
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Luciana Grave
Design Review Panel Coordinator
Design & Conservation Team Manager



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Islington SE GIS Print Template



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P2017/3389/FUL

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PLANNING COMMITTEE REPORT

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

PLANNING COMMITTEE		AGENDA ITEM NO: B6
Date:	7 November 2017	NON-EXEMPT

Application number	P2017/2822/FUL
Application type	Full Planning Permission
Ward	St. Georges
Listed building	Adjoins grade II listed building – No. 23 Carleton Road
Conservation area	Tufnell Park Conservation Area
Development Plan Context	Site of Importance for Nature Conservation – Tufnell Park Primary School Tufnell Park Conservation Area (including Article 4 Directions) Local and Major Cycle Route
Licensing Implications	Not Applicable
Site Address	Tufnell Park Primary School, Dalmeny Road (and Carleton Road), London, N7 0HJ.
Proposal	Demolition of the existing school buildings and erection of a new part two/part three-storey primary school building in brick along with associated landscaping works including the removal/replacement of trees, provision of new play space and multi-use games area, alterations to the existing site fencing/boundaries, provision of a refuse store, alterations to existing parking, as well as the provision of a temporary two-storey building in the north western corner of the site for use as classrooms during the construction process.

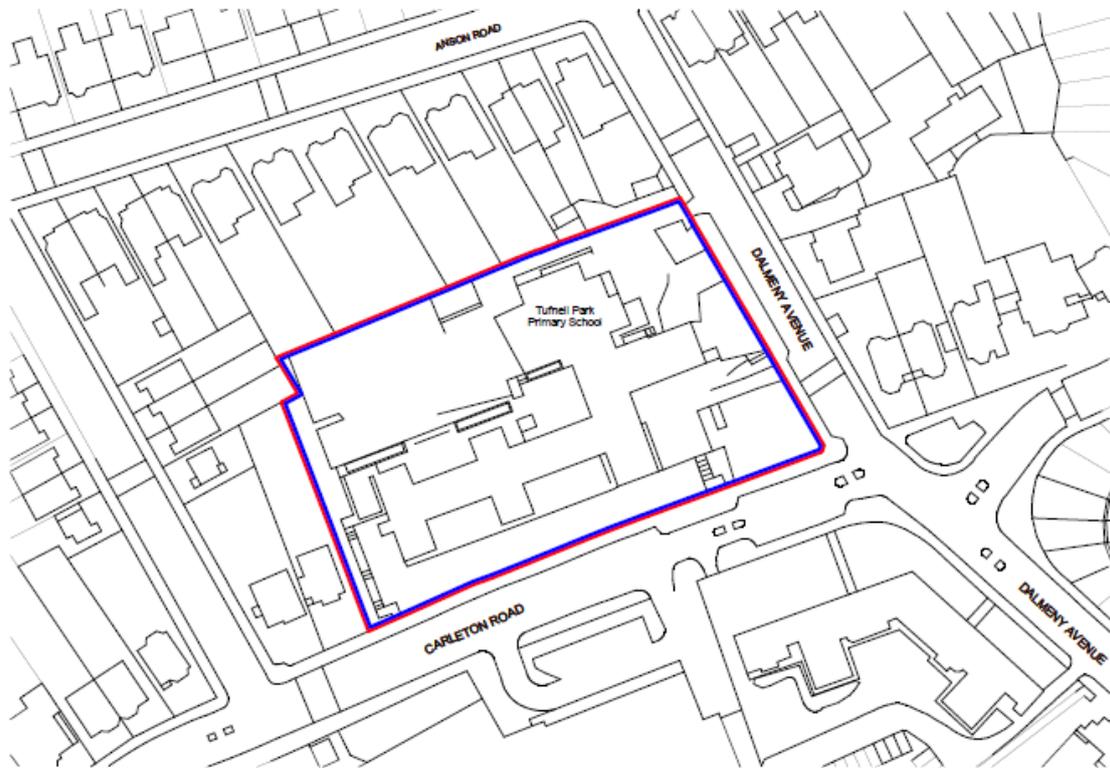
Case Officer	John Kaimakamis
Applicant	Morgan Sindall [Construction] PLC on behalf of LBI Children's Services Department
Agent	CBRE LTD

1. RECOMMENDATION

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

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

2. SITE PLAN (site outlined in red)



3. PHOTOS OF SITE/STREET





Grade II listed residential property to the west

4. SUMMARY

- 4.1 The proposed new school for a 3 form entry to accommodate up to 630 students is considered appropriate and acceptable. In general terms, it is considered that the expansion of the school at this location would offer a number of policy benefits specific to this proposal and would be consistent with the development plan policies.
- 4.2 The design of the building including its height, scale, appearance and relationship to street scene is acceptable, subject to appropriately worded conditions to secure aspects of the detailed design of its external appearance and materials to be of a high quality. The scheme maximises the efficient use of the site and in this location with a good public transport accessibility rating.
- 4.3 Whilst some identified harm to the existing designated SINC area will result as part of the proposal, when balanced against the wider planning benefits of the proposal, whereby the proposal would also deliver a valuable and much needed piece of social infrastructure, it is considered acceptable. Subject to appropriate conditions, the retention of existing landscaping and retained SINC areas would broadly comply with the development plan.
- 4.4 No part of the development would result in adverse impacts in terms of loss of daylight, sunlight, outlook, sense of enclosure or privacy that would justify refusing planning permission.

- 4.5 Subject to appropriate conditions the development would comply with relevant planning policies relating to sustainability and energy efficiency. No significant transport and parking impacts are posed by the scheme having regard to access, servicing, parking, trip generation, potential public transport impact, promotion of sustainable transport behaviour (through the green travel plan), and potential impacts during the construction period.
- 4.6 In addition to the Mayoral and Islington Community Infrastructure Levy, the application is supported by a legal agreement and contributions related to and mitigating impacts of the scheme. For these reasons and all the detailed matters considered in this report, the scheme is acceptable subject to conditions, informatives and the s106 legal agreement.

5. SITE AND SURROUNDING

- 5.1 The application site, known as Tufnell Park Primary School, currently comprises a 1.5 form entry primary school.
- 5.2 The site is located within St. George's ward and is situated on the periphery of the Tufnell Park Conservation Area. The surrounding area is predominantly residential in character, with three storey terraced residential dwellings to the north, east and west of the site. Immediately to the west is a Grade II listed residential property (no.23 Carleton Road). To the south, directly opposite, is the Bridge Secondary School which rises to part 4, part 5 storeys in height.
- 5.3 The application site covers an area of approximately 0.76 hectares. The topography of the site has significant level changes with a different of c.5m across the site. The existing school building currently provides 1,847 square metres of floorspace.
- 5.4 Pedestrian and vehicular access is currently provided from the east via two separate entrances along Dalmeny Road. There are also further access points along Carleton Road; however, these are rarely utilised.
- 5.5 The current school building, which was built in the 1950s, comprises a single storey steel and brickwork structure, with the built form located along the building's frontage with Carleton Road. Minor extensions to the existing building have been constructed more recently however the general fabric of the building is in a poor state of repair. Even if there was not a pressing need to extend the school, it would likely be necessary to carry out significant works to upgrade the existing building given its present condition.
- 5.6 Externally, the north-eastern part of the site is in use as an existing Multi Use Games Area (MUGA). Extending to the north-west is an area of hardstanding which provides informal car parking and vehicular servicing/drop off for employees and visitors to the site. To the south, part of the frontage of the site onto Carleton Road is identified as a Local Site of Interest for Nature Conservation (SINC). A large number of scattered trees also cover the site, comprising a variety of species and maturity.

6. PROPOSAL (IN DETAIL)

- 6.1 The proposals as originally submitted sought planning permission for the demolition of the existing school buildings and erection of a new part two/part three-storey primary school building along with associated landscaping works including the removal/ replacement of trees, provision of new play space and multi-use games area, alterations to the existing site fencing/boundaries, provision of a refuse store, alterations to existing parking, as well as the provision of a temporary two-storey building in the north western corner of the site for use as classrooms during the construction process.
- 6.2 The new building was proposed to be clad in timber. Planning and Design officers, as well as the Design Review Panel, expressed concerns in relation to the introduction of timber cladding in this location given it was not considered appropriate for the site in this location within a conservation area and within the setting of a listed building. Additionally, there were concerns regarding the maintenance of timber as a material for such a building.
- 6.3 The preferred option would be for the use of brickwork as the predominant material. Consequently, the applicant amended the scheme since its submission and the new school building would consist mainly of brickwork.
- 6.4 The new school seeks to increase the existing 1.5 form entry that accommodates up to 320 students to a 3 form entry to accommodate up to 630 students. In addition to the increase in students as a result of the proposed works, the proposal also includes a nursery up to 60 spaces and a pre-nursery for 2 year olds with 12 spaces.

7. RELEVANT HISTORY:

- 7.1 910472: Erection of a prefabricated classroom unit.

This application was granted permission subject to conditions on 24 June 1991.

- 7.2 P042762: Erection of single storey extension to form nursery on site of existing service yard on Dalmeny Road frontage with consequent relocation of vehicular access further along Dalmeny Road. Landscaping work to include timber decking, fences and gates.

This application was granted permission subject to conditions on 17 February 2005.

- 7.3 P042881: Extension to five classrooms/offices on the Carleton and Dalmeny Road elevations. New canopy, ramped access to main entrance and new disabled toilet.

This application was granted permission subject to conditions on 01 February 2005.

- 7.4 P120195: Installation of sedum roof to administration block and works to roof, along with repairs to kitchen block.

This application was granted permission subject to conditions on 20 July 2012.

8. CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 795 adjoining and nearby properties on 21 August 2017. A site notice and press advert were also displayed. The public consultation of the application therefore expired on 11 September 2017.

8.2 The revised proposals were also subject to a re-consultation period for 14 days. The same occupants of 795 adjoining and nearby properties along with all those who had submitted representations were consulted, which began on 10 October 2017 and ended on 24 October 2017. It is the Council's practice to continue to consider representations made up until the date of a decision and all objections submitted at the time of reporting have been taken into consideration.

8.3 In response to both consultation periods, a total of 10 objections were submitted against the proposal. Seven (7) letters of support were also submitted.

8.4 The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):

- Proposal will have an impact on the daylight and sunlight surrounding properties receive;

[The modelling for sunlight/daylight assessment provided by the submitted study considers all residential properties around the site. It concludes that the proposal would satisfy the recommended levels set out in the BRE Guidelines with no transgressions in relation to the both daylight and sunlight to these properties. Additionally, the submitted assessment looked at the impact of the proposal in terms of overshadowing of rear gardens, and would also satisfy the recommended guidelines with no transgressions. The above assessment considered both the new building and temporary building in terms of any impact on these properties.]

- Concerns relating to potential impact of neighbouring side boundary wall alterations;

[The proposal only seeks to alter the fencing along the frontage boundaries to Carleton and Dalmeny Roads. No alterations are proposed to the existing boundary walls and fences adjoining neighbouring residents.]

- The proposal would overlook neighbouring properties;

[Development Management Policy DM 2.1 states that there should be a minimum distance of 18 metres between windows of habitable rooms.]

The siting of the building would be located more than 18 metres from all adjoining habitable room windows. Specifically, the rear of the new building would be located more than 50 metres from the rear windows of properties in Anston Road. Further, the closest part of the new building would be located more than 28 metres from the rear windows along Huddleston Road. The only windows within 18 metres are the flank elevation windows of the adjoining listed building fronting Carleton Road, which do not serve habitable rooms. However, the proposed two-storey temporary building could pose overlooking concerns and as such has been conditioned for all windows to be obscured.]

- Noise and disturbance from the proposed MUGA play area, hours of use and proposed floodlighting.

[Conditions imposed request a management plan for the MUGA area as well as limiting its hours of use. DM Policy 4.12 seeks that there is maximised shared use of the facility, particularly for recreational and community uses and the imposition of conditions allows for this area to be used appropriately without impacting on neighbouring properties. Additionally, there is a condition with regard to the floodlights to the MUGA area to limit their operation and levels of illumination.]

- Noise and disturbance from the first floor roof terrace;

[The proposed first floor roof terrace is located adequately away from the rear of the neighbouring properties. Nonetheless, conditions have been imposed for a management plan so as to limit the numbers of persons using the terrace along with the hours of use].

- Disruption during the course of construction;

[Conditions have been recommended by the Council's Noise Pollution team in order to minimise disruption during the construction phase]

- The height, scale and bulk of the proposal is inappropriate as well as its siting;

[The proposed new building has been sensitively located to the southwest of the site given the constraints of the site imposed by the designated SINC area. With regard to the adjoining listed building, it has been setback behind the front building line of the row of properties to the west and as such would respect the established pattern of development in terms of front building lines. The two-storey element of the proposal has been sited closer to the adjoining listed building, whilst the building increases in height to three-storeys to the east along Carleton Road. However, it should be noted that the front of the site designated as a SINC has a bank that drops in height and as such the height of the proposal as viewed from street level would be lower by a whole storey. The proposal is also setback substantially from the rear of neighbouring properties so as to minimise any potential impact on loss of outlook or a sense of enclosure.]

- Concerns the pond in the southeast part of the site not being retained and other wild elements;

[The existing pond forms one of the positive features of the existing designated SINC area and would be maintained and enhanced as part of the proposals. Whilst some loss of the SINC area will occur along the narrow strip of the front of the building, it is considered that this reduction is justified on the basis that part of it is currently paved and hardstanding surfaces. Additionally, the loss of some of the SINC area must be balanced against the needs of a much needed school and the wider planning benefits that are derived from the proposal.]

- Concerns the increased capacity of the school will lead to an increase in traffic congestion from parents;

[The proposal has submitted a trip generation study in the Transport Assessment and stated that the increase as a result of the increased capacity would be offset by sustainable transport measures to be undertaken in a Travel Plan. This is to be secured via a legal obligation. Additionally, the Travel Plan will include details of anti-idling measures so as to minimise the impact on the external environment.

External Consultees

- 8.5 Thames Water have not provided any representation to the proposal.
- 8.6 London Fire and Emergency Protection Authority (LFEPA) have not provided any representation to the proposal.

Internal Consultees

- 8.7 Access Officer requested clarification on a number of matters relating to inclusive design and whether the proposal would meet the requirements set out in the Council's Inclusive Design SPD. Whilst further information was provided that clarifies these matters, a condition is recommended requesting details to be provided to demonstrate how the requirements of the Council's Inclusive Design SPD are met.
- 8.8 Design and Conservation Officers expressed concerns on the submission as originally submitted in relation to the timber cladding material and general treatment of boundary fencing. Consequently, amendments were made to the scheme addressing the above matters, and design officers recommended the use of conditions to secure a high quality design and further refine unresolved matters.
- 8.9 Energy Conservation Officer has recommended an updated Energy Strategy to be submitted demonstrating that the proposal achieves best practice energy standards, and including predicted carbon emissions, both baseline and reductions, and also reflecting the revised changes to the proposal. The development will also be required to achieve all relevant BREEAM water

efficiency credits and more details should be provided as to how the cooling hierarchy has been applied.

- 8.10 Public Protection Division (Noise Team) have recommended conditions with regard to mechanical plant to mitigate the impact of noise and a Construction Environmental Management Plan given the considerable ground and renovation works proposed in order for the methods and mitigation to be carefully considered. Additionally, conditions have been recommended to limit the hours of use of persons on the terrace at any given time to mitigate against the impact of noise that may arise from the use of these areas, whilst conditions are recommended with regard to the management of the MUGA area and its associated lighting.
- 8.11 Sustainability Officer has stated that further details are required with regard to sustainable urban drainage systems, green/brown roofs, rainwater harvesting, materials and bird and bat boxes. They state that proposals should meet 'Excellent' BREEAM rating and recommend a condition for this to be secured. A Site Waste Management Plan to be conditioned.
- 8.12 Tree Preservation/Landscape Officer has recommended conditions for further details to ensure that retained and proposed landscaping and trees are protected and provide in a manner that is compliant with development plan policies.

Other Consultees

- 8.13 Members' Pre-Application Forum – 24 July 2017
- 8.14 Design Review Panel
- 8.15 Islington's Design Review Panel considered the proposed development at application stage on 11 May 2017. The panel's written comments (issued on 1 June 2017) are summarised below and their response in full is attached under Appendix 3:

The Panel felt that the design team had worked really hard within the constraints of the site and were generally supportive of the design approach.

Impact on SINC and trees on site

The panel members commented that the unique quality of this site is the greenery and were concerned that the new proposals may have a negative impact on the SINC. The Panel felt that the loss of the recesses, which currently exist between the school building and the SINC bank that runs along the southern boundary, may have an adverse effect on the SINC, no longer giving it the space to "breathe". The panel encouraged the design team to think more about how the building impacts the SINC both physically and visually as they develop the design.

Officer's Comments: Part of the existing SINC area to be lost as part of the proposals consists of hard pavement areas and as such it is not considered that the loss of these areas will affect the SINC. However, there some

encroachment across the whole of the narrow strip of species-rich grassland, which is a rare habitat in Islington, and poses concerns as the habitat will become narrower and therefore less valuable. However, this identified harm to the SINC area must be balanced against the wider planning benefits of the proposal, whereby the proposal would also deliver a valuable and much needed piece of social infrastructure. Further, the proposed location of the building has been designed to ensure that sufficient and appropriate open space can be provided at the rear of the site. Moving the location of the building to a more centralised position within the site would reduce the amount of useable playspace – playspace would be fragmented and below the standards set by the Government for planning for primary schools having a significantly adverse effect on the quality of the facility and educational environment provided to future generations of children attending the school.

Boundary treatment

The panel were not convinced by the wire mesh fence proposed as the boundary treatment and felt that something more high quality would be more appropriate and that this needed to be given a lot more consideration. They also thought that the boundary treatment should relate better to the site and could be used to frame the SINC and trees behind it as well relating better to the school building itself. The Panel suggested that this could be part of a community art project or alternatively that the school children could get involved with the design for the boundary treatment

Officer's Comments: The proposal has introduced decorative fencing around the entrances, with the final design to be developed with students. The decorative fencing around the entrances is considered appropriate to help direct visitors and occupants of the school appropriately. However, high quality fencing across the entire length of the two elevations should also be achieved. In this instance, it is not considered that the existing fencing or a replacement utilitarian wire mesh fence is appropriate. As such, it is considered that a condition be imposed seeking details of the decorative fencing near the entrances and an appropriate alternative fence for the remainder of the two street elevations.

Materials and elevational treatment

Some panel members were concerned with the use of timber boarding for the upper storeys in terms of the longevity of this material and maintenance required. The Panel felt that the building should be designed to stand on the site for as long as possible and as such should use robust materials that will aid this.

Panel members also commented on how the proposed building sits within its context. As a taller building that will be more visible from the street than the existing, it was felt that the long elevation fronting Carleton Road required better articulation and a stronger rhythm. Panel members thought that this elevation currently looked quite flat and that cues could be taken from the surrounding context. It was also felt that the school lacked civic identity and that this could be improved through further development and increased legibility of the entrances. The Panel felt that a general refinement of details across the site was required, but accepted that the proposals were still at a relatively early stage.

Officer's Comments: The proposal has been revised to use brickwork and also introduced alterations to the design detail of the front elevation that were to the satisfaction of the Council's Conservation and Design officers. Additionally, further emphasis has been placed on the entrance to the school from Carleton Road to provide it with a better civic identity.

Internal space

The panel expressed some concerns about the internal planning of the school and in particular the corridors and commented that if so much of the floor area has to be given over to circulation then this space should be designed to contribute positively to the school, that is that it could be used for more than circulation.

Officer's Comments: The proposal was refined since the proposal was presented to the Design Review Panel, and the design of the internal layout has been done in accordance with the educational needs of providing school space for a three form entry school. The number of classrooms and their sizes would meet the relevant criteria for such a school. Additionally, the circulation space provided within the development must also adhere to inclusive design principles to allow the free flow of movement in an appropriate manner. It is considered that the proposed layout of the school represents an improvement on the inefficient layout of the existing low level buildings that cover a greater part of the site that that proposed.

Parking, deliveries and servicing

The Panel raised some concerns regarding the increase in the number of pupils and likely increase in the on street parking needed at drop off and pick up times.

Officer's Comments: The proposal includes sustainable transport measures contained within a Travel Plan that is to be secured via a legal obligation. Additionally, the Travel Plan will include anti-idling measures to minimise the impact on the environment.

9. RELEVANT POLICIES

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

National Guidance

- 9.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.
- 9.2 Since March 2014 Planning Practice Guidance for England has been published online.

- 9.3 Under the Ministerial Statement of 18 December 2014, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

Development Plan

- 9.4 The Development Plan is comprised of the London Plan 2016 (Consolidated with Alterations since 2011), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 9.5 The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:
- Site of Importance for Nature Conservation – Tufnell Park Primary School
 - Tufnell Park Conservation Area (including Article 4 Directions)
 - Adjoins grade II listed building – No. 23 Carleton Road
 - Adjoins locally listed buildings at No. 68 Hilldrop Road.
 - Local and Major Cycle Routes

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Land Use
- Demolition of Buildings within a Conservation Area
- Design, Conservation and Heritage Considerations
- Accessibility
- Landscaping and Trees
- Neighbouring Amenity
- Sustainability
- Energy Efficiency and Renewable Energy
- Highways and Transportation
- Planning Obligations, Community Infrastructure Levy and local finance considerations

Land-use

10.2 The existing school on site is a 1.5 form entry that accommodates up to 320 students. The location of the school has been identified within the 'Holloway School Planning Area' as having the potential for expansion to a 3 form entry to accommodate up to 630 students. In addition to the increase in students as a result of the proposed works, the proposal also includes a nursery up to 60 spaces and a pre-nursery for 2 year olds with 12 spaces.

10.3 The National Planning Policy Framework (NPPF) states that Local Planning Authorities should give great weight to the need to create, expand or alter schools and should take a positive approach to development that will widen the choice of education. The DCLG Policy Statement (2012)- Planning for schools - mirrors this aim, stating that local authorities should give full and thorough consideration to the importance of enabling the development of state funded schools, including free schools.

10.4 The Development Plan concurs. Policy 3.18D of the London Plan states that applications should only be refused where there are demonstrable negative impacts which substantially outweigh the desirability of establishing a new school which cannot be addressed through the use of planning conditions or obligations. Part F encourages the on-site sharing of services between schools in order to maximise land use efficiencies and reduce costs.

10.5 Development Management Policy DM 4.12 is very supportive of new social and community infrastructure provision, which the proposed expanded school would represent. The school would be increasing in size with regard to student numbers and provides a valuable service in this locality, which the council would wish to support and encourage. Policy DM4.12C sets out criteria for new social infrastructure, which must:

- i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;*
- ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;*
- iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and*
- iv) complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.*

- 10.6 In terms of location and character (criteria i) and iv)) this location with a PTAL of 4 (good) is considered to be very convenient for the community it would serve – being currently located in close proximity - and is accessible by a significant range of sustainable transport modes. Criteria ii) and iii) are assessed elsewhere in this report under sections relating to accessibility and neighbourhood amenity, however it should be noted that it would also comply with these two criteria.
- 10.7 The proposed new school has been designed in a manner to accommodate the expansion to 630 primary students and nursery areas and suit their needs in terms of an educational curriculum. The main entrance to the building is from Carleton Road and entrance into the building is via a footbridge that leads into the first floor given the changes in ground level from the street. The first floor accommodates 6 classrooms for Year 2 and Year 3 students, various office and staff rooms, along with a library and multi-purpose room. The second floor level accommodates 9 classrooms for Year 4, 5 and 6 students respectively. There is also a roof terrace at this level which can be accessed from the main corridor.
- 10.8 At the lowest level, there are reception areas along with 3 classrooms for Year 1 students. To the front of the site is the space for the new nursery and the smaller nursery for 2 year olds. The western end of the building houses a double height Hall Room, which can also be split into a main and secondary hall. A small area of playspace is also allocated for the two nurseries to the front of the building.
- 10.9 Given the reduction of the existing building footprint on the site, new playground areas have been created to accommodate the 630 primary students. To the front of the site, the pond area and wildlife habitat within the SINC are maintained whilst the narrow strip running along the Carleton Road frontage remains as a landscaped area. A hard court area (MUGA space) is proposed in the northwest of the site where a hard surfaced playground currently exists. The eastern part of the site where single storey buildings currently lie opens up into a combination of landscaped and hard areas available for playspace and outdoor areas.

- 10.10 Therefore, in land use terms, it is considered that the expansion of the school at this location would offer a number of policy benefits specific to this proposal.

Demolition of Buildings within a Conservation Area

- 10.11 On the 1st October 2013, the Government brought in (under various legislature made under the Enterprise and Regulatory Reform Act 2013 (ERRA)) the removal of Conservation Area Consent requirements.
- 10.12 This legislation abolishes the need for conservation area consent where a full planning permission application is made under the Town and Country Planning Act 1990; and consequently the demolition of unlisted buildings in conservation areas will no longer be permitted development under Part 31 of the GDPO (General Permitted Development Order).
- 10.13 The submission documents include a Heritage Assessment which considers the value of the existing school, which is typical of many post-war schools built in the 1950s. The Heritage Assessment notes that the building “*does not relate architecturally in style, form or materials to the surrounding development, however its relatively low and ‘demur’ form enable it to be inoffensive within its surroundings*”. No mention of the building is contained with the Council's Conservation Area appraisal and design guidelines.
- 10.14 Therefore, it is not considered that the loss of the existing school building would have a negative impact on the surrounding heritage assets and wider conservation Area, subject to it being part of an acceptable redevelopment proposal which is secured by an appropriately worded condition requiring demolition to be dependent upon the redevelopment proposal, thereby mitigating against the likelihood of a vacant site which would negatively impact on the character and appearance of the area. This has been secured under Recommendation B of the Report.
- 10.15 Should the proposed replacement buildings be considered acceptable (assessment follows this section of the report), then the proposed demolition of Index House would accord with the NPPF, in particular Policy 12, which seeks to conserve and enhance the historic environment, Policy 7.8 of the London Plan 2016 which seeks to sustain and enhance the significance of heritage assets and Policy CS9 of Islington's Core Strategy 2011 which seeks to protect and enhance Islington's built and historic environment.

Design, Conservation and Heritage Considerations

- 10.16 Development Plan policies seek to secure sustainable development that is of high quality and contributes towards local character, legibility, permeability and accessibility of the neighbourhood. Developments should contribute to people's sense of place, safety and security. Development should have regard to the pattern and grain of spaces and streets in orientation, scale, proportion and mass and be human in scale with street level activity.

- 10.17 The delivery of high quality design including the conservation and enhancement of the historic environment is a key objective of the planning system which is to contribute to achieving sustainable development as supported by the NPPF. Sustainable development is further described as including positive improvements in the quality of the built and historic environments including but not limited to replacing poor design with better design (para 9). A core planning principle of the NPPF is to always seek to secure high quality design (para17).
- 10.18 NPPF Chapter 7 'Requiring good design' reinforces that this is a key aspect of sustainable development and indivisible from good planning and should contribute positively to making places better for people. Chapter 7 also confirms that high quality design includes consideration of individual buildings, public and private spaces. Policies and decisions should ensure that development amongst other things, responds to local character and history and reflects the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation. Also, that they are visually attractive as a result of good architecture and appropriate landscaping.
- 10.19 NPPF Chapter 12 'Conserving and enhancing the historic environment' sets out the criteria for the conservation and enjoyment of the historic environment in the strategy of local plans as well as relevant criteria for assessing and determining planning applications. Consideration includes harm posed to both designated and non-designated heritage assets and their setting.
- 10.20 At the regional level, high quality design is central to all the objectives of the London Plan and is specifically promoted in chapter 7 policies. These include: policy 7.1 which sets out some overarching design principles; policy 7.6 which considers building architecture; policy 7.7 which addresses specific design issues associated with tall buildings; policy 7.8 which seeks to protect heritage assets; policy 7.11 which considers strategic landmarks and wider character; and policy 7.4 which considers local character.
- 10.21 At a local level, Core Strategy Policy CS8 states that the scale of development will reflect the character of the area, while Policy CS9 requires new buildings to be of sympathetic scale and appearance and to be complementary to local identity; the historic significance of heritage assets and historic environment will be conserved whether they are designated or not; new buildings and developments to be based on a human scale and efficiently use a site which could mean some high density development; and tall buildings are generally inappropriate. This is further supported by Development Management policies DM2.1 (Design) and DM2.3 (Heritage).
- 10.22 The proposed scheme as originally submitted was for a new part two/part-three storey building in the southwest corner of the site. The new building was proposed to be clad in timber. Planning and Design officers, as well as the Design Review Panel, expressed concerns in relation to the introduction of timber cladding in this location given it was not considered appropriate for the site in this location within a conservation area and within the setting of a listed building. Additionally, there were concerns The preferred option would be for the use of brickwork as the predominant material. Consequently, the applicant

- 10.27 The proposals would be in the form of a modern design with traditional brickwork the main material, and it is considered that the proposal has been designed in a manner to ensure that it would sit comfortably and harmoniously integrate with the existing buildings and within the streetscene and not detract from the streetscene character of adjoining or nearby buildings. The proposed modern design would respect the existing significant characteristics of the site in terms of its plot widths.
- 10.28 The proposed massing and bulk has been sited appropriately to the patterns of development in the area, and it is considered that the modern approach employed would not have a detrimental impact on the character and appearance of the Conservation Area.
- 10.29 Conditions are recommended with regard to design detail elements and materials so as to ensure the proposed scheme results in an acceptable appearance and delivers a high quality design.
- 10.30 The proposed boundary treatment along Carleton Road and Dalmeny Road would primary consist of a wire 2.4 metre fence, whilst decorative fencing is proposed around the entrances, with the final design to be developed with students. The decorative fencing around the entrances is considered appropriate to help direct visitors and occupants of the school appropriately. However, high quality fencing across the entire length of the two elevations should also be achieved. In this instance, it is not considered that the existing fencing or a replacement utilitarian wire mesh fence is appropriate. The boundary treatment should also respect the designated SINC area and trees behind it and relate to the new building. It is also acknowledged that the boundary treatment must conform with Secure by Design principles. As such, it is considered that a condition be imposed seeking details of the decorative fencing near the entrances and an appropriate alternative fence for the remainder of the two street elevations.
- 10.31 The proposal also includes the provision of a temporary two-storey building in the northwest of the site to allow the school to keep running whilst the construction of the new building takes place in a phased manner. The temporary building would not have an impact on the amenity of neighbouring properties with regard to sunlight and daylight, however the first floor windows could lead to the potential of overlooking and as such have been conditioned to be obscure to a height of 1.7 metres from finished floor level.
- 10.32 Despite the above, this specific location for a two-storey building would not be considered appropriate in siting terms should it have been put forward on a permanent basis given the established patterns of development. However, given the need for the school to be open during construction, it is considered acceptable for a temporary period given other alternative locations are constrained by the designated SINC area and landscaping/trees. Details of the removal of the temporary building before the new school year of 2019 are to be provided within the Construction Management Plan, which has been conditioned.

Accessibility

- 10.33 London Plan Policy 7.2 states development should achieve the highest standards of accessible and inclusive design, ensuring that developments can be used safely, easily and with dignity by all regardless of disability, age gender ethnicity or economic circumstances. Such requirements are also required by Islington Core Strategy CS12. Further, Development Management Policy DM 2.2 seeks all new developments to demonstrate inclusive design. The principles of inclusive and accessible design have been adopted in the design of this development in accordance with the above policies.
- 10.34 The provision of level access throughout the building, including terraces is considered to be fundamental to the fulfilment of this policy. The provision of wheelchair accessible lifts and accessible toilets on all floors would ensure the building offers highly accessible accommodation. Council's Access officers requested clarification on a number of matters relating to inclusive design and whether the proposal would meet the requirements set out in the Council's Inclusive Design SPD. Therefore, a condition is recommended requesting details being provided to demonstrate how the requirements of the Council's Inclusive Design SPD are met.
- 10.35 No disabled parking spaces are provided on site, therefore a financial contribution towards the provision of a number of a disabled drop-off bays and on-street accessible parking bays (proportionate to the scale and nature of the use) in the vicinity of the site is considered to be acceptable. Where it might not be possible to implement the accessible parking bays on the street (e.g. as a result of opposition to amending the traffic management order), the contribution would be used towards accessible transport initiatives to increase the accessibility of the area for people with mobility and sensory impairments.

Landscaping and Trees

- 10.36 Part of the site to the front along Carleton Road is designated as a Site of Importance for Nature Conservation (SINC). The proposal will result in the loss of some of the existing SINC area. Development Management Plan Policy DM 6.3 states that *"planning permission will not be given for any schemes which adversely affect designated SINC's of Metropolitan or Borough Grade 1 Importance. SINC's of Borough Grade II and Local Importance, and any other site of significant biodiversity value, will also be strongly protected"*.

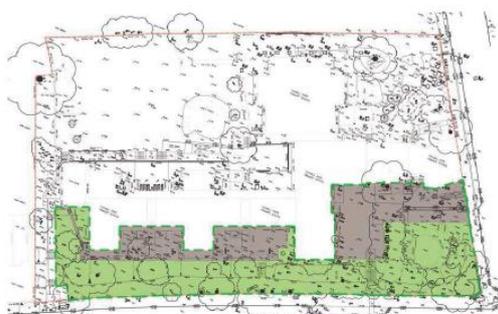


Diagram 1 - Existing SINC

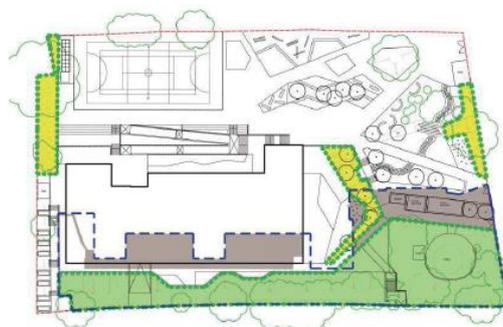


Diagram 4 - Proposed masterplan, revised SINC and proposed 'SINC extensions'

- 10.37 Part of the existing SINC area to be lost as part of the proposals consists of hard pavement areas and as such it is not considered that the loss of these

areas will affect the SINC. However, there some encroachment across the whole of the narrow strip of species-rich grassland, which is a rare habitat in Islington, and poses concerns as the habitat will become narrower and therefore less valuable. The two areas of play space to the front also pose concerns as they will cause the most encroachment.

- 10.38 However, this identified harm to the SINC area must be balanced against the wider planning benefits of the proposal, whereby the proposal would also deliver a valuable and much needed piece of social infrastructure.
- 10.39 The proposed location of the building has been designed to ensure that sufficient and appropriate open space can be provided at the rear of the site. Moving the location of the building to a more centralised position within the site would reduce the amount of useable playspace – playspace would be fragmented and below the standards set by the Government for planning for primary schools having a significantly adverse effect on the quality of the facility and educational environment provided to future generations of children attending the school. In addition, an alternate location of the proposed building would raise new design considerations.
- 10.40 The proposal in this instance has responded with a balance between adhering to other considerations such as townscape matters and educational needs and ensured that the most valuable aspects of the site are preserved and enhanced by the proposals. Paragraph 113 of the NPPF states that when considering ecological sites *'protection should be commensurate with their status and gives appropriate weight to their importance and the contribution that they make to wider ecological networks'*. Core Strategy Policy CS15 of the Islington Core Strategy (2011) reflects the principle of the London Plan and the NPPF by stating that 'SINCs will be protected in line with their hierarchical importance and improvements to their biodiversity value will be supported.' The London Plan states that weight should also be given to proposals that seek to meet London's educational need.
- 10.41 In the context of the above constraints, it is considered that the partial loss of designated SINC area in this instance is acceptable. Whilst there would be some loss of SINC area the proposal includes the enhancement of the remaining SINC with:
- Retention and enhancement of the pond and habitats in the immediate surrounding area, for amphibians.
 - Opportunities for the provision of ecological enhancements in the form of bat, bird and invertebrate boxes
 - Incorporation of locally-sourced native plant species, and
 - Provision of log and rock piles in the vicinity of the onsite pond for amphibians.
- 10.42 Notwithstanding the above, one aspect of the proposals that will impact on the SINC that has not been taken into consideration by the application

submission, is the permanent footbridge proposed over the SINC from Carleton Road.

- 10.43 This will result in further loss or degradation of habitat, which has not been factored into the calculation of how much of the SINC is threatened. It is considered that whilst a bridge is acceptable in principle at this location, it should be designed in a manner to be constructed so as to minimise the negative effect on the SINC. Further the proposed materials of the bridge are hard materials that will have a permanent impact on the SINC. It is considered that alternate materials be considered for the bridge so as to have a lesser impact on the grassland area. This could be in the form of more permeable materials that complement the existing SINC habitat. A condition is recommended seeking alterations to the materials of the bridge that are more compatible with the SINC habitat. Additionally, a condition is recommended for details how the habitat lost during construction will be reinstated as a result of a temporary gravel type ramp wide enough to take lorries over part of the SINC.
- 10.44 Subject to the above conditions, it is considered that although there would be some harm to areas of the designated SINC being lost, these on balance are considered acceptable when taking into consideration the wider planning benefits of the scheme.
- 10.45 In accordance with Development Management policy DM6.5 (Landscaping, trees and biodiversity), all developments must protect, contribute to enhance the landscape, biodiversity value and growing conditions of the development site.
- 10.46 Further, *“trees, shrubs and other vegetation of landscape and/or environmental significance must be considered holistically as part of the landscape plan. The following requirements shall be adhered to:*
- i) Developments are required to minimise any impacts on trees, shrubs and other significant vegetation. Any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits, must be agreed with the council and suitably reprovided. Developments within proximity of existing trees are required to provide protection from any damage during development. Where on-site re-provision is not possible, a financial contribution of the full cost of appropriate re-provision will be required.*
 - ii) The council will refuse permission or consent for the removal of protected trees (TPO trees, and trees within a conservation area) and for proposals that would have a detrimental impact on the health of protected trees”.*
- 10.47 The site is located within the Tufnell Park Conservation Area and forms a prominent position at the junction of Carleton Road and Dalmeny Road. A total of thirty-four separate tree entries have been surveyed as part of the application which include 2x high quality trees and sixteen trees/ groups categorised as moderate quality. The majority of trees at this site are located

at the edge of the site and therefore make an important landscape contribution to both the conservation area and streetscene.

- 10.48 To facilitate the development proposals two moderate quality trees and one tree group will need to be removed however the loss of these tree will not make a significant detrimental loss to public amenity as these trees are either unremarkable or are located within the site. A further six low quality trees and two tree groups will also need to be removed.
- 10.49 The main considerations therefore relate to replacement tree canopy mitigation and the realistic retention of remaining tree and their protection measures.
- 10.50 Section 6.10 of the Arboricultural impact assessment report (AIA), states that there will be an estimated canopy area loss of 560m². It is proposed that 19 new trees will be planted with an estimated canopy area (after ten years) of 570m², this is based on an average of 30m² per new tree however these appear to provide a rounded up figure compared to the actual figure of 28m² which provides instead an estimated canopy area of 532m². This is close to the total amount lost, and may well be acceptable, however full details are still required to assess the practicality of planting 19 new trees on site and whether there is sufficient space to allow the development of new tree crowns sufficient space to achieve the projected growth rates estimated after ten years. These details are to be conditioned and should the quantity of new tree planting within such a limited site not be considered realistic, then consideration will need to be given to planting some trees outside the site but close to the site boundaries.
- 10.51 Several mature trees are located to the south of the proposed new school building (next to Carleton Road), as stated within section 5.8 of the AIA report these trees will cast shading (and block out sunshine), which will be exacerbated by the fact that they are on significantly higher land than the new building footprint. Considering the close proximity of these trees to the new building and the overall poor juxtaposition, pressure will be put on the tree owners to prune back these tree to create an acceptable level of clearance. This group of trees includes a high quality copper beech (dense tree canopy) and several other important trees. To reduce the impacts of shading, careful design layout of the rooms within that area of the building, including increased fenestration, will need to be explored.
- 10.52 A retaining wall is proposed to the south of the new building, a section drawing is contained at appendix 7 of the AMS which shows it toed away from the important trees located within the adjoining bank, although this design is positive in respect of reducing tree impacts, further detail will be required as to how the bank will be stabilised during these works as this may require the installation of sheet piling which would cut back further into the bank (closer to retained trees) which could result in significant root loss as well as the removal of rooting environment. Furthermore, the tree crowns may need to be cut back to allow for the access of a piling rig. Further Arboricultural input will be required in respect of possible impacts of the retaining wall within this area of the site. These details are to be conditioned.

- 10.53 Although the construction of the bridge (for site access from Carleton Road) is outside the root protection area (RPA) of nearby trees, further assurances will need to be provided as to whether additional ground works (outside the bridge footprint) will be required such level changes. The Tree Protection Plans do not show the position of welfare units and material storage. If these are to be stored outside the site then these may have an impact on boundary trees which would require further pruning to allow both installation and siting. These further details will be conditioned for the submission of a revised Arboricultural impact assessment report.
- 10.54 Subject to the above conditions, the proposal would not have a significant detrimental impact on retained trees however to accurately assess these impacts as well as the realistic provision of replacement planting (canopy area) the above additional detail will be required.

Neighbouring Amenity

- 10.55 The proposal site is in relatively close proximity to a number of adjoining properties. Residential amenity comprises a range of issues which include daylight, sunlight, overlooking and overshadowing impacts. These issues are addressed in detail below. The Development Plan contains adopted policies that seek to safeguard the amenity of adjoining residential occupiers including Development Management Policy DM 2.1.
- 10.56 DM Policy 2.1 requires new developments to provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook. Further, London Plan Policy 7.6 requires large scale buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.

Daylight and Sunlight

- 10.57 The British Research Establishment (BRE) has produced guidance assessing the impact of proposals on the daylight, sunlight and overshadowing received from adjoining properties. The Council's policies and the daylight/sunlight report submitted with the application all refer to the BRE guidance as a point of reference, and this guidance will be used to assess the impacts of the proposals.
- 10.58 The introduction to the BRE guide however stresses that it should not be used as an instrument of planning policy and should be interpreted flexibly because lighting is only one design factor for any scheme and designs should factor in site context. Sunlight and daylight target criteria as found in the BRE guidance have been developed with lower density suburban situations in mind. In denser inner urban contexts, sunlight and daylight levels may struggle to meet these target criteria in both existing and proposed situations. The target criteria cannot therefore be required for dwellings in denser inner urban locations as a matter of course.

- 10.59 The application site is located within an accessible central London location, where the potential of sites and density should be maximised where possible. Urban design considerations are important when applying the guidance quoted above.
- 10.60 The BRE guide states that the level of diffuse daylighting enjoyed by an existing building is unlikely to be substantially affected by a new development if the 25° approach is satisfied. If a section is drawn in a plane perpendicular to the affected main window wall of the existing building and the angle measured (at a reference height of 2m) from the horizontal subtended by the new development is less than 25°, then this approach is satisfied.
- 10.61 If the angle is more than 25°, a detailed analysis is required to assess if a satisfactory level of daylight is achieved. It is possible to find the reduction in the total amount of skylight by calculating the vertical sky component at the centre of each main window on an affected elevation.
- 10.62 The 'Vertical Sky Component' assessment (VSC) is a measure of the amount of daylight available at the centre point to the external pane of a window. However, this assessment does not take into account room dimensions or other windows which may also provide daylight to the room. A good level of daylight is considered to be 27%. Daylight will be adversely affected if after a development the VSC is both less than 27% and less than 80% of its former value.
- 10.63 The following properties have been considered for the purposes of VSC as a result of the proposed development that did not satisfy the 25 degree rule:
- a. No. 23 Carleton Road
 - b. Nos. 2, 2A, 2B, 4 and 6 Huddleston Road
 - c. Nos. 40-46 Anson Road
- 10.64 A total of 50 individual windows serving the above properties were considered. In total 48 of the windows maintained a VSC score greater than the BRE recommended level of 27%.
- 10.65 The other 2 windows recorded VSC values of 26.8 (from 29.1%) and 25.2% (from 26.6%) respectively. In these instances, the BRE guidelines state that daylight will be adversely affected if after a development the VSC is both less than 27% and less than 80% of its former value.
- 10.66 In this instance the resultant figure for these two windows would be greater than 80% of its former value with the two losses representing 7.9% (92.1% of former value retained) and 5.3% (94.7% of former value retained).
- 10.67 With regard to the VSC assessment, the proposal would satisfy the recommended levels set out in the BRE Guidelines with no transgressions.
- 10.68 The BRE guidance recognises that sunlight is less important than daylight in the amenity of a room and is heavily influenced by orientation. North facing

windows may receive sunlight on only a handful of occasions in a year and windows facing eastwards or westwards will only receive sunlight for some of the day. In order for rooms to achieve good sunlight the BRE target criteria is that rooms should receive 25% of Annual Probable Sunlight Hours (APSH) in total, including 5% in winter. Where rooms receive less than the recommended APSH then the BRE guidance states that reduction of more than 20% would be noticeable.

- 10.69 In this instance, due to the orientation of the site none of the windows and rooms to the above properties would qualify for sunlight analysis assessment. As such, the proposals are not considered to result in any undue loss of sunlight to windows and rooms of adjoining dwellings.
- 10.70 The BRE Guidelines also state that *“good site layout planning for daylight and sunlight should not limit itself to providing good natural lighting inside buildings. Sunlight in the spaces between buildings has an important impact on the appearance and ambiance of a development.”*
- 10.71 The submitted assessment considered the impact of the proposals on the gardens of the following properties surrounding the site:
- a. Nos. 21 and 23 Carleton Road
 - b. Nos. 2, 2A, 2B, 4 and 6 Huddleston Road
 - c. Nos. 32-50 Anson Road
- 10.72 The BRE Guidelines recommend that for a garden area to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. At least 50% of all of the above gardens would maintain more than 2 hours sunlight in accordance with the above criteria.

Privacy and overlooking

- 10.73 Objections have been received mainly from the surrounding occupiers stating that these proposals generate an unacceptable level of overlooking due to the proximity, height, and number of windows.
- 10.74 Development Management Policy DM 2.1 states that there should be a minimum distance of 18 metres between windows of habitable rooms. The siting of the building would be located more than 18 metres from all adjoining habitable room windows. Specifically, the rear of the new building would be located more than 50 metres from the rear windows of properties in Anston Road. Further, the closest part of the new building would be located more than 28 metres from the rear windows along Huddleston Road. The only windows within 18 metres are the flank elevation windows of the adjoining listed building fronting Carleton Road, which do not serve habitable rooms.
- 10.75 It should also be noted that the proposed temporary two-storey school building in the northwest corner of the site on the multi-use games area, which will be in place during the construction of the new building, is much closer to

the adjoining properties and could pose overlooking concerns to the adjoining neighbouring properties. As such, it is considered that a condition be imposed requiring all windows at first floor level facing west and north be obscured to a height of 1.7 metres from the finished floor level

- 10.76 Subject to the above condition to the temporary building, it is considered that the proposal would be in accordance with the above policy in terms of overlooking.

Noise Mitigation

- 10.77 Conditions are recommended to ensure that building services plant equipment operates below background noise levels to protect nearby residential amenity. The development will involve substantial structural alterations and then a considerable construction period with the inevitable impact upon the nearby residential and commercial occupants. To mitigate these impacts, it is recommended that a Construction and Environmental Plan is conditioned. A code of construction response document is to be secured by legal agreement.
- 10.78 The proposal also includes a proposed MUGA space. The Council's Environmental Pollution officer has stated that there are ongoing complaints about these sites at schools being hired out for predominantly five a side football and noise and anti-social behaviour in relation to these matters. Residential properties back onto this site along Anson Road and Huddleston Road. There is no assessment of this impact within the noise report submitted. As such, there is a requirement for controls upon the use to minimise the impact of the use upon nearby residential. Two conditions are recommended by the Council's Environmental Pollution team relating to hours of use and management of the space.
- 10.79 Firstly, a condition is recommended to limit the use of the MUGA area between 09:00-20:30 Monday to Friday and 10:00-18:00 Saturdays only and not at all on Sundays or Bank Holidays. Secondly, a Noise Management Plan assessing the impact of the Multi Use Games Area is also to be requested via condition. The report shall assess impacts during the operational phase of the MUGA on nearby residents and other occupiers together with means of mitigating any identified impacts. Noise management measures will need to include how the site will be used, management and supervision of the site, rules of use, anti-vibration mounts for the fence panels/posts and regular maintenance thereof.
- 10.80 The MUGA also includes the provision of floodlighting. There are no details on proposed hours of use or impact for nearby residents in the submission other than a lighting plan of the site. A condition is recommended to mitigate the lighting impacts for nearby residents seeking details of flood lighting for the new MUGA (including location and design of support structures and full specification of all luminaries and lamps), together with a report detailing the lighting scheme and predicted light levels at neighbouring residential properties.

- 10.81 The first floor of the new building also contains an open terrace area that fronts the flank elevation of the adjoining listed building. This area has the potential to impact on the amenity of neighbouring properties depending on its use. The development as submitted proposes no limit to the number of people that would use the terrace or the management of the terrace proposed. Given the size of the terrace it could potentially lead to complaints and significant impacts on amenity. No noise assessment has been carried out to demonstrate what likely impact may arise. As such, it is recommended that conditions be imposed limiting use of the external area to between 8am and 7pm and requesting the submission of a Noise Management Plan detailing how the terrace areas will be managed to limit the number of persons at any one time so as to avoid any potential impact on the neighbouring amenity. Given the increased intensity of the building for school use, it is considered that the above conditions are justified so as to minimise any harm on the amenity of neighbouring properties.

Sustainability

- 10.82 London Plan Chapter 5 policies are the Mayor's response to tackling climate change, requiring all development to make the fullest contribution to climate change mitigation. This includes a range of measures to be incorporated into schemes pursuant to Policies 5.9-5.15. Sustainable design is also a requirement of Islington Core Strategy Policy CS10. Details and specific requirements are also provided within the Development Management Policies and Islington's Environmental Design SPD, which is supported by the Mayor's Sustainable Design and Construction Statement SPG.
- 10.83 The development is located in an urban area where people can access services on foot, bicycle or public transport. It is a mixed use development satisfying key sustainability objectives in promoting the more efficient use of land, and reducing the need to travel.
- 10.84 A BREEAM pre-assessment has not been submitted with the application, however the submitted 'Planning Statement' states that the proposal seeks to achieve an 'Excellent' rating under the relevant BREEAM rating. Development Management Policy DM7.4 requires all major non-residential developments to achieve an "Excellent" rating and make reasonable endeavours to achieve "Outstanding". Therefore, it is not considered adequate in this instance that the proposal just seek to achieve but should achieve an 'Excellent' rating unless appropriate justification is put forward to demonstrate why a new building cannot achieve the 'Excellent' rating. Therefore, conditions are recommended to be imposed requiring the new building to achieve an "Excellent" rating.
- 10.85 The proposal includes rainwater attenuation in order to reduce water use and more efficient use of water re-use. These aspects of the proposal are supported and these details are to be sought and secured via the imposition of a condition.
- 10.86 London Plan policy 5.3 and Core Strategy Policy CS10 require developments to embody the principles of sustainable design and construction. As such,

consideration should be given to the use of sustainably sourced, low impact and recycled materials. A target level of non-hazardous waste to be diverted to landfill and a target level of materials to be derived from recycled and reused content should be provided. These details are to be sought via condition seeking a Site Waste Management Plan (SWMP) setting out how these targets will be achieved. The above SWMP should include a brief assessment of the feasibility of reusing or recycling demolition waste on and/or off site. Additionally, full details of a Green Performance Plan will be secured through a section 106 obligation. This Plan should include clear indicators to be monitored and provisions to monitor that monitoring.

- 10.87 London Plan Policies 5.10 and 5.11 seek to promote green infrastructure in major developments and policy CS10D of the Core Strategy requires existing site ecology to be protected and for opportunities to improve upon biodiversity to be maximised. These matters have been covered in Section XX of this Report. However, it is worth noting from a sustainability consideration that the existing building does not include any green/brown roof. The predominant part of the third floor roof would consist of a brown roof. No details of the proposed brown roof have been submitted. It is considered that the roof should be a biodiversity based green/brown roof with a varied substrate depth of 80-150mm. A condition shall be imposed for details of the proposed green/brown roofs. Further, details of the provision of bird and bat boxes across the site will be sought via condition.
- 10.88 Planning proposals are required to prioritise sustainable drainage solutions. Green/brown roofs are one SUDS option amongst others that should be fully explored to comply with DM Policy 6.6 or London Plan Policy 5.13. Details of the drainage strategy will be sought via condition in order for the quantity and quality standards of DM Policy 6.6 to be met.

Energy Efficiency and Renewable Energy

- 10.89 The London Plan and Core Strategy require development proposals to make the fullest possible contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy; be lean, be clean, be green. Policy 5.2 of the London Plan requires the submission of a detailed energy assessment setting out efficiency savings, decentralised energy options and renewable energy production.
- 10.90 Policy CS10A of Islington's Core Strategy requires onsite total CO2 reduction targets (regulated and unregulated) against Building Regulations 2010 of 30% where connection to a decentralised energy network is not made and 40% where connection to a decentralised energy network is possible. The London Plan sets out a CO2 reduction target, for regulated emissions only, of 40% against Building Regulations 2010 and 35% against Building regulations 2013.
- 10.91 The application submission material present the base line (2013 Regs.) regulated carbon emissions and the reduction equates to a 35.2% reduction in relation to London Plan policy, which meets the target of 35%. With regard to Islington Core Strategy Policy, the reduction in total carbon emissions has

been calculated to a 27.98% reduction, which meets the council's target for 27%.

10.92 In accordance with the Council's Zero Carbon Policy, the council's Environmental Design SPD states "after minimising CO2 emissions onsite, developments are required to offset all remaining CO2 emissions (Policy CS10) through a financial contribution". "All" in this regards means both regulated and unregulated emissions. The Environmental Design SPD states "The calculation of the amount of CO2 to be offset, and the resulting financial contribution, shall be specified in the submitted Energy Statement."

10.93 In this instance, it appears the GLA methodology appears to have been used in the energy assessment which only accounts for the regulated emissions. The calculation for the carbon offset contribution is shown in Islington's core strategy policy CS10, this is shown in table 20 under section 7.2. The calculation of the carbon offset amount uses both regulated and unregulated emissions and needs to be specified in the energy assessment. This is to be conditioned so as to provide the unregulated emissions in order to calculate the appropriate carbon offset contribution, which is secured towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920).

10.94 The proposals address the energy hierarchy of 'be lean, be clean, be green' in the following way:

BE LEAN

Energy reduction measures and the cooling hierarchy

10.95 Council policy DM 7.1 (A) states "Development proposals are required to integrate best practice sustainable design standards (as set out in the *Environmental Design SPD*), during design, construction and operation of the development." The energy statement includes a targeted building fabric thermal performance for the development. And they are all apart from the Air permeability above the recommendations of the Islington Environmental Design SPD standard and Part L 2013 which is set out in the Environmental Design SPD in table 2.1.

BE CLEAN

Energy (Heating and Cooling) Supply Strategy

10.96 It is proposed that heating for the school will be provided from a LTHW gas fired boiler. The hot water will be provided by a condensing water heater. The school does not sit in any of the areas considered for district heating despite being in an area of high heating loads. Although outside the identified clusters, Tufnell Park is considered to have potential to be expended into from another cluster – if the DH developments take place.

District Heating and Cooling Networks

- 10.97 The development is located outside parameters required of a potential DEN which is also stated in the energy assessment. However, it is not at this stage a committed network and therefore, a full investigation of connection is not required.

Site-wide communal system/network and design for district network connection

- 10.98 Design for a future connection hasn't been assessed and should be outlined as required in layout in the Environmental Design SPD Appendix 1. The legal agreement shall include an obligation to require a commitment to ensuring that the development is designed to allow future connection to a district heating network should it become feasible at a later date, in accordance with the Development Plan.

Shared Energy Network

- 10.99 The Energy Report does not consider any opportunities for shared heating with other local sites. The site is located in close proximity to recently approved developments and it is recommended that the applicant review opportunities for supplying or importing low carbon heat to neighbouring sites. This shall include investigating the viability of being supplied with heat from another CHP energy centre rather than creating a new energy centre, in accordance with council policy DM Policy 7.3. This is to be secured via the section 106 agreement.

CHP/CCHP or alternative low carbon on-site plant

- 10.100 An on-site CHP system has been ruled out due to insufficient heat loads (in particular hot water / baseload) at the development.

BE GREEN

Renewable energy supply

- 10.101 An assessment of renewables has been provided and Photovoltaic panels are proposed as the primary technology. A table with the savings and generation have also been detailed in section 6.2 of the energy assessment, which is considered satisfactory. The proposed array has energy generation of 14.7 MWh/yr.

- 10.102 In addition to the above energy hierarchy, London Plan Policy 5.9 and Islington Core Strategy Policy 10 require proposals to reduce potential for overheating to occur and reduce reliance on air conditioning. Local planning policy and guidance states:

“The need for cooling should be designed out as far as possible through use of passive design and passive ventilation”. “Use of technologies from lower levels of the hierarchy shall not be supported unless evidence is provided to demonstrate that technologies from higher levels of the hierarchy cannot deliver sufficient heat control.”

10.103 Results from thermal modelling of the building have been provided by the applicant. Council's Energy officers have recommended that the applicant also provide more information on the hybrid ventilation system put forward. Additionally, overheating modelling is required to be carried out for the future years based on the Environmental Design SPD. Therefore, a condition shall be imposed for the non-installation of the ventilation strategy until the need has been demonstrated with further information on thermal modelling as outlined above.

Highways and Transportation

10.104 The site is very well located in relation to public transport and has a PTAL rating of 4 (www.webptals.org.uk). The site lies within a predominantly residential area and within walking distance of different transport uses.

10.105 The development does not propose any car parking in accordance with Core Strategy Policy CS10 (Sustainable development), Part H, which requires car free development. It should also be noted that the existing car parking on the site is to be removed, which represents an improvement on the existing set of circumstances.

10.106 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for cycling. The level of cycle parking proposed for the school is 35 cycle spaces. The above levels of cycling would not meet the required number in line with the Council's Development Management policy, and as such an increase in cycle parking is required for the proposed school. This is to be secured via the imposition of a condition

10.107 Development Management Policy DM8.4 (Walking and cycling), Part E requires publically accessible uses (including A1, A2, A3, D1 and D2) to contribute financially to cycle parking in the public realm. This contribution is captured by Islington's CIL (Community Infrastructure Levy).

10.108 Storage is appropriately located within the development for the school use. However, no details have been submitted with regard to whether an adequate number of bins and type of bins have been provided for the extent of floorspace being proposed. Furthermore, refuse and recycling arrangements are not clear and these details along with the number and type of bins are to be secured by conditions.

10.109 Part A of DM Policy 8.6 (Delivery and servicing for new developments) requires that delivery/servicing vehicles are accommodated on-site, with adequate space to enable vehicles to enter and exit the site in forward gear (demonstrated by a swept path analysis). Where servicing/delivery vehicles are proposed on-street, Development Management Policy DM8.6 (Delivery and servicing for new developments) Part B requires details to be submitted to demonstrate that on-site provision is not practical, and show that the on-street arrangements will be safe and will not cause a traffic obstruction/nuisance. The proposals for delivery and servicing do not accord with this policy.

- 10.110 However, on-site servicing was considered at pre-application stage and it was not considered practical for this site from a design perspective and it would conflict with the key design objectives and impact on the designated SINC area, trees and additional landscaped areas. Further, it would compromise the necessary school play areas that are required for a school.
- 10.111 Therefore, it is considered that sufficient justification has been provided to demonstrate the benefits of not providing on-site servicing.
- 10.112 The applicant has identified positions on Dalmeny and Carleton Roads that could accommodate the delivery and servicing. Nevertheless, a delivery and servicing plan is secured by condition to ensure that the development has no adverse impact on the highway. This condition will require details to be submitted as required by Development Management Policy 8.6 and the servicing and delivery plan addressing the list of required information at section 8.39 of the Development Management Policies SPD.
- 10.113 Finally, there will be an increase in capacity as the school becomes three form entry and with an enlarged nursery. This raises considerations with regard to air quality matters and noise pollution around pick up and drop off time with congestion and idling engines. The submitted information doesn't provide much detail in the audit with regard to the above other than the boilers and highlighting the Travel Plan. The submission of a final Travel Plan is to be secured via a legal obligation and this condition will also seek further details on the air quality impact of pick up/drop off and no reference to anti-idling measures, which would impact on the surrounding streets. The final Travel Plan will be conditioned to see how anti-idling measures will also be enacted.
- 10.114 In addition to the above conditions, the following has also been secured as part of the planning application:
- The provision of 1 accessible parking bays or a contribution of £2,000 towards bays or other accessible transport initiatives given 2 accessible parking bays cannot be provided on site or on street.
 - The repair and re-instatement of the footways and highways adjoining the development. Cost to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.115 Islington's CIL Regulation 123 infrastructure list specifically excludes measures that are required in order to mitigate the direct impacts of a particular development. This means that the measures required to mitigate the negative impacts of this development in terms of carbon emissions, lack of accessible parking spaces and local accessibility cannot be funded through Islington's CIL. Separate contributions are therefore needed to pay for the necessary carbon offset, accessible transport, highway reinstatement and local accessibility investment required to ensure that the development does not cause unacceptable impacts on the local area.

- 10.116 None of the financial contributions included in the heads of terms represent general infrastructure, so the pooling limit does not apply. Furthermore, none of the contributions represent items for which five or more previous contributions have been secured.
- 10.117 The carbon offset and accessible transport contributions are site-specific obligations, both with the purpose of mitigating the negative impacts of this specific development. The carbon offset contribution figure is directly related to the projected performance (in terms of operation emissions) of the building as designed, therefore being commensurate to the specifics of a particular development. This contribution does not therefore form a tariff-style payment. Furthermore, in the event that policy compliant on-site accessible car parking spaces had been provided by the development (or other accessibility measure) a financial contribution would not have been sought. Therefore, this is also a site-specific contribution required in order to address a weakness of the development proposal, thus also not forming a tariff-style payment.
- 10.118 The highway and footway reinstatement requirement is also very clearly site-specific. The total cost will depend on the damage caused by construction of this development, and these works cannot be funded through CIL receipts as the impacts are directly related to this specific development.
- 10.119 None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.
- 10.120 The Mayoral Infrastructure Levy does apply to this development however the total payable would be adjusted to show the education use relief. This must be arrived at through formal CIL charging processes. An informative is attached providing guidance on this process.
- 10.121 The officer recommendation of approval is subject to the Heads of Terms as set out in Appendix 1 – Recommendation B, to be included in a Section 106 Agreement attached to any planning permission, in order to secure compliance with planning policy and mitigate the impacts of the development on surrounding infrastructure.
- 10.122 These contributions are necessary to make the development acceptable in planning terms; the impacts are directly related to the development and fairly and reasonably related in scale and kind to the proposals.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed new school for a 3 form entry to accommodate up to 630 students is considered appropriate and acceptable. In general terms, it is considered that the expansion of the school at this location would offer a number of policy benefits specific to this proposal and would be consistent with the development plan policies.
- 11.2 The design of the building including its height, scale, appearance and relationship to street scene is acceptable, subject to appropriately worded conditions to secure aspects of the detailed design of its external appearance and materials to be of a high quality. The scheme maximises the efficient use of the site and in this location with a good public transport accessibility rating.
- 11.3 Whilst some identified harm to the existing designated SINC area will result as part of the proposal, when balanced against the wider planning benefits of the proposal, whereby the proposal would also deliver a valuable and much needed piece of social infrastructure, it is considered acceptable. Subject to appropriate conditions, the retention of existing landscaping and retained SINC areas would broadly comply with the development plan.
- 11.4 No part of the development would result in adverse impacts in terms of loss of daylight, sunlight, outlook, sense of enclosure or privacy that would justify refusing planning permission.
- 11.5 Subject to appropriate conditions the development would comply with relevant planning policies relating to sustainability and energy efficiency. No significant transport and parking impacts are posed by the scheme having regard to access, servicing, parking, trip generation, potential public transport impact, promotion of sustainable transport behaviour (through the green travel plan), and potential impacts during the construction period.
- 11.6 In addition to the Mayoral and Islington Community Infrastructure Levy, the application is supported by a legal agreement and contributions related to and mitigating impacts of the scheme. For these reasons and all the detailed matters considered in this report, the scheme is acceptable subject to conditions, informatives and the s106 legal agreement.

Conclusion

- 11.7 It is recommended that planning permission be granted subject to conditions and a Directors Agreement Letter and associated heads of terms for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Directors' Agreement letter in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development/Head of Service – Development Management or, in their absence, the Deputy Head of Service:

1. The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
2. Compliance with the Code of Employment and Training.
3. Facilitation, during the construction phase of the development, of the following number of 2 work placements. Each placement must last a minimum of 26 weeks. The London Borough of Islington's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. Within the construction sector there is excellent best practise of providing an incremental wage increase as the operative gains experience and improves productivity. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage (£9.75 as at 01/04/17). If these placements are not provided, LBI will request a fee of £10,000.
4. Compliance with the Code of Local Procurement.
5. Compliance with the Code of Construction Practice, including a monitoring fee of £1,525 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
6. The provision of an additional number of 1 accessible parking bays or a contribution towards bays or other accessible transport initiatives of £2,000.
7. A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). Total amount: To be confirmed dependant on details required by condition.
8. Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has

been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.

9. Submission of a Green Performance Plan.
10. Payment towards employment and training for local residents of a commuted sum of £6,555.
11. Submission of a draft framework Travel Plan with the planning application, of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
12. Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106.

All payments to the Council are to be index-linked from the date of Committee are due upon implementation of the planning permission.

That, should the Directors' Agreement letter not be completed within the timeframe agreed between the parties in the Planning Performance Agreement (PPA), the Service Director, Planning and Development/Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

RECOMMENDATION B

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

List of Conditions:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved Plans List
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Drawing Nos. 54V002-HAV-00-00-DRA-PL-0200 Rev P01; 54V002-HAV-00-01-DRA-PL-0201 Rev P01; 54V002-HAV-00-02-DRA-PL-0202 Rev P01; 54V002-HAV-00-03-DRA-PL-0203 Rev P01; 54V002-HAV-00-EL-</p>

	<p>DRA-PL-0700 Rev P02; 54V002-HAV-00-EL-DRA-PL-0701 Rev P02; 54V002-HAV-00-ZZ-DRA-PL-0601 Rev P02; 54V002-HAV-00-ZZ-DRA-PL-0603 Rev P02.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Contract for Redevelopment
	<p>CONDITION: No demolition shall take place unless and until a contract for the associated re-development of the site has been secured and submitted to and agreed by the Local Planning Authority.</p> <p>REASON: To prevent premature demolition and resulting impact of a vacant site on the character and appearance of the Conservation Area.</p>
4	Class D1 Use Restrictions (Excluding Place of Worship) – A Single Planning Unit
	<p>CONDITION: The D1 (non-residential institutions) floorspace shall be strictly limited to uses within Use Class D1 (a - g). No planning permission is hereby granted for purposes within Use Class D1 (h) – place of worship – of the Schedule to the Town and Country Planning (Use Class) Order 1987 as amended 2005 (or the equivalent use within any amended/updated subsequent Order).</p> <p>REASON: It is considered that the operation of an unfettered place of worship in this location may have impacts, which should be subject of public consultation and a full planning application. The restriction of the use invokes the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 1995.</p>
5	Materials – Further Details Required
	<p>CONDITION: Notwithstanding the plans hereby approved, details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority, prior to any superstructure work commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) solid brickwork panel including proposed mortar mix, joint width and pointing; b) stone/concrete band; c) metal panels; d) detailed drawings showing the principal entrance; e) window treatment (including sections and reveals); f) roofing materials; g) all glazing; h) balustrading treatment (including sections); i) All louvered area; and a) any other materials to be used.

	<p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
6	Proposed Footbridge – Revisions and Design Detail
	<p>CONDITION: Notwithstanding the plans hereby approved, full details and materials of a revised footbridge shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The proposed footbridge it should be designed in a manner to be constructed so as to minimise any impact on the SINC. The footbridge should consist of more permeable materials that complement and are more compatible with the SINC habitat.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
7	Inclusive Design
	<p>CONDITION: Notwithstanding the drawings hereby approved, prior to commencement of any works above ground level, details (including plans and sections) of the development against all relevant requirements of Islington’s Inclusive Design SPD and other relevant policies and guidance shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development is of an inclusive design.</p>
8	Outdoor Terrace Areas – Noise Management Plan
	<p>CONDITION: A Noise Management Plan (NMP) for the noise from the use of the outdoor terrace areas shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The NMP shall identify measures to reduce the impact of the noise on the community. The NMP shall be submitted to and approved prior to the commencement of the use to which this consent relates. The NMP shall be fully implemented and operated at all times in accordance with the approved details.</p>

	<p>REASON: To ensure that the use of the outdoor terrace areas do not have a detrimental impact on residential amenity.</p>
9	<p>Overlooking – Temporary Accommodation</p> <p>CONDITION: Notwithstanding the approved plans, details of the west, north and east facing windows at first floor level of the temporary school building to be obscured to a height of 1.7 metres from finished floor level and unopenable in order to prevent overlooking to the adjoining residential properties shall be submitted to the Local Planning Authority and agreed in writing prior to commencement of that part of the development.</p> <p>The approved details shall be installed prior to first occupation of any of those units identified and shall be maintained as such permanently thereafter.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
10	<p>Outdoor Terrace Areas – Restrictions on Use</p> <p>CONDITION: The outdoor spaces shall not be used outside the following times:</p> <p>0800-1900 hours Monday to Friday and 10:00-18:00 Saturdays only and not at all on Sundays or Bank Holidays</p> <p>REASON: To ensure that the use of the outdoor terrace areas do not have a detrimental impact on residential amenity.</p>
11	<p>Construction Environmental Management Plan</p> <p>CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise & vibration and air quality including dust, smoke and odour) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>The CEMP should pay reference to BS5228:2009+2014, the GLA's SPG on control of dust and emissions from construction and demolition, the Non Road Mobile Machinery register and any other relevant guidance.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>

<p>12</p>	<p>Fixed Plant (Compliance)</p> <p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014."</p> <p>REASON: To ensure that the operation of fixed plant does not have an adverse impact on residential amenity.</p>
<p>13</p>	<p>MUGA – Management Plan</p> <p>CONDITION: A Noise Management Plan assessing the impact of the Multi Use Games Area shall be submitted to and approved in writing by the Local Planning Authority prior to the ball court use commencing on site. The report shall assess impacts during the operational phase of the MUGA on nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>Noise management measures will need to include how the site will be used, management and supervision of the site, rules of use, anti-vibration mounts for the fence panels/posts and regular maintenance thereof.</p> <p>The MUGA shall be operated strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority."</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
<p>14</p>	<p>MUGA – Hours of Use</p> <p>CONDITION: The proposed MUGA space and all weather football pitch shall be operated during the hours of 09:00-20:30 Monday to Friday and 10:00-18:00 Saturdays only and not at all on Sundays or Bank Holidays.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
<p>15</p>	<p>MUGA - Floodlights</p> <p>CONDITION: Prior to commencement of any works relating to construction of the MUGA, details of flood lighting for the new MUGA (including location and design of support structures and full specification of all luminaries and lamps), together with a report detailing the lighting scheme and predicted light levels at neighbouring residential properties shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The lighting report shall illustrate that the floodlighting would conform to requirements that meet the Obtrusive Light Limitations for Exterior</p>

	<p>Lighting Installations for Environmental Zone - E2 contained within Table 1 of the Institution of Lighting Professionals Guidance Notes for the Reduction of Obtrusive Lighting, GN01, dated 2011.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
16	Arboricultural Method Statement
	<p>CONDITION: No site clearance, preparatory work or development shall take place until a scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboricultural method statement, AMS) in accordance with Clause 7 of British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction has been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details. Specific issues to be dealt with in the TPP and AMS:</p> <ul style="list-style-type: none"> a. Location and installation of services/ utilities/ drainage b. Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees c. Details of construction within the RPA or that may impact on the retained trees d. Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area. e. The retaining wall and methods of ground stabilisation within the RPA of retained trees located next to the southern boundary. f. The location of a cross-over/access bridge or method of delivery for materials onto site g. The method of protection for the retained trees <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
17	Arboricultural Supervision
	<p>CONDITION: A scheme of supervision and monitoring for the arboricultural protection measures outlined in Condition 16 and in accordance with para. 6.3 of British Standard BS5837: 2012 - Trees in Relation to design, demolition and construction - recommendations has</p>

	<p>been approved in writing by the local planning authority. The scheme of supervision shall be carried out as approved and will be administered by a qualified arboriculturist instructed by the applicant. This scheme will be appropriate to the scale and duration of the works and will include details of:</p> <ol style="list-style-type: none"> a. Induction and personnel awareness of arboricultural matters; b. Identification of individual responsibilities and key personnel; c. Timing and methods of site visiting and record keeping. d. Procedures for dealing with variations and incidents. e. Critical stages of the development which may have a significant impact on retained trees. <p>This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of contemporaneous monitoring and compliance by the pre-appointed arboriculturist during construction.</p> <p>A brief arboricultural report (including photos) will be issued to the planning case officer after each visit which will confirm the acceptance of tree protection measures on site.</p> <p>REASON: To ensure the appropriate retention and protection of suitable trees for applications which involve complex tree issues.</p>
18	Landscaping
	<p>CONDITION: Details of a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> - Proposed trees, including their location, species, size, and confirmation that existing and proposed underground services would not intrude into root protection areas; - Soft planting, including details of any grass and turf areas, shrub and herbaceous areas; - Topographical survey, including details of any earthworks, ground finishes, any topsoiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; - Details of all the proposed boundary treatments and fences and final detail (1:10) - Hard landscaping materials, including ground surfaces including their permeability, kerbs, edges, steps and synthetic surfaces; - Play equipment and other furniture- elevations and location, material and colour; - Confirmation that all areas of hard landscaping, together with the communal amenity and playspace areas have been designed in accordance with Islington's Inclusive Landscape Design; - A Landscaping Management Plan describing how the landscaping would be maintained and managed following implementation for a

	<p>period of 2 years.</p> <ul style="list-style-type: none"> - Any other landscaping feature(s) forming part of the scheme. <p>The landscaping scheme shall be completed prior to occupation of the proposed development, with the exception of the soft landscaping which shall be completed/planted during the first planting season following practical completion of the development hereby approved.</p> <p>The landscaping and tree planting shall have a maintenance/watering provision following planting and any trees or shrubs which die, become severely damaged or diseased shall be replaced with the same species or an approved alternative and to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details (including the Landscape Management Plan) so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of sustainability, to ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, to ensure the development is of an inclusive design, and to ensure that a satisfactory standard of visual amenity is provided.</p>
19	BREEAM
	<p>CONDITION: Evidence confirming that the development achieves a BREEAM rating (2008) of no less than 'Excellent' shall be submitted to and approved in writing by the Local Planning Authority. The evidence shall be provided in the following formats and at the following times:</p> <ol style="list-style-type: none"> a) a design stage assessment, supported by relevant BRE interim certificate(s), shall be submitted at pre-construction stage prior to commencement of superstructure works on site; and b) a post-construction assessment, supported by relevant BRE accreditation certificate(s), shall be submitted following the practical completion of the development and prior to the first occupation. <p>The development shall be carried out strictly in accordance with the details so approved and achieve the agreed rating(s). The development shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
20	Rainwater Recycling (Details)
	<p>CONDITION: Details of the rainwater recycling system shall be submitted to and approved in writing by the Local Planning Authority prior any superstructure works commencing onsite. The details shall also demonstrate the maximum level of recycled water that can feasibly be provided to the development.</p>

	<p>The rainwater recycling system shall be carried out strictly in accordance with the details so approved, installed and operational prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the sustainable use of water.</p>
21	Green Procurement Plan (Site Waste Management Plan)
	<p>CONDITION: No development shall take place unless and until a Green Procurement Plan (Site Waste Management Plan) has been submitted to and approved in writing by the Local Planning Authority. The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability: use of low impact, sustainably sourced, reused and recycled materials, including reuse of demolition waste.</p> <p>The development shall be constructed strictly in accordance with the Green Procurement Plan so approved.</p> <p>REASON: To ensure sustainable procurement of materials which minimises the negative environmental impacts of construction.</p>
22	Sustainable Urban Drainage System (SUDS)
	<p>CONDITION: No development shall take place unless and until details of an updated drainage strategy for a sustainable urban drainage system and maintenance and management plan has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems and be designed to minimise flood risk and maximise water quality, amenity and biodiversity benefits in accordance with DM Policy 6.6 and the National SuDS Standards. The submitted details shall:</p> <ol style="list-style-type: none"> i. provide information about the design storm period and intensity, the method employed (SuDS management train) to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters; ii. include a timetable for its implementation; and iii. provide a management and maintenance plan for the lifetime of the development which shall specify who is responsible for the on-going maintenance of the system and include any other arrangements necessary to secure the operation of the system

	<p>throughout the lifetime of the development.</p> <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed/completed strictly in accordance with the approved details.</p> <p>The scheme shall be implemented and thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
23	Nesting Boxes (Details)
	<p>CONDITION: Details of bird and bat nesting boxes/bricks shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The details shall include the exact location, specification and design of the habitats.</p> <p>The nesting boxes/bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
24	Green/Brown Biodiversity Roofs
	<p>CONDITION: Notwithstanding the plans hereby approved, a biodiversity (green/brown roofs) strategy demonstrating how green/brown roofs have been maximised across the site shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The biodiversity (green/brown roofs) strategy shall also include the following details:</p> <ul style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth 80-150mm); b) laid out in accordance with plans hereby approved; and c) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roofs shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p>

	<p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
25	<p>Renewable Energy</p> <p>CONDITION: A revised Energy Strategy, which shall provide the energy measures contained within the submitted (updated) Energy Strategy for no less than a 28% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2010, and providing details on the unregulated carbon emissions at each stage of the energy hierarchy and the percentage reductions with the aim of calculating the overall total of regulated and unregulated carbon emissions, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The final agreed scheme shall be installed and operational prior to the first occupation of the development.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO2 emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
26	<p>Thermal Modelling</p> <p>CONDITION: Details of passive design and other measures incorporated within the to ensure adaptation to higher temperatures (taking climate change projections into account) should be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site and shall be operational prior to the first occupation of the development hereby approved. These details shall include the results of thermal modelling (under the higher future temperatures projected as a result of climate change) for non-air conditioned internal spaces to demonstrate that the likelihood of internal overheating has been minimised. The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of adapting to climate change and to secure sustainable development.</p>
27	<p>Cycle Parking Provision</p> <p>CONDITION: Notwithstanding the approved drawings, details of the layout, design and appearance (shown in context) of the bicycle storage area(s) shall be submitted to the Local Planning Authority and approved in writing prior to any superstructure works commencing onsite. The storage shall be covered and secure.</p> <p>The bicycle storage area(s) shall be provided strictly in accordance with the details so approved, provided/erected prior to the first occupation of the development, and maintained as such thereafter.</p>

	<p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport, as well as to reduce opportunities for crime.</p>
28	<p>Refuse and Recycling</p> <p>CONDITION: Details of the site-wide waste strategy for the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing onsite. The details shall include:</p> <ul style="list-style-type: none"> a) the layout, design and appearance (shown in context) of the dedicated refuse/recycling enclosure(s); b) a waste management plan <p>The development shall be carried out and operated strictly in accordance with the details and waste management strategy so approved. The physical enclosures shall be provided/erected prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
29	<p>Delivery & Servicing Plan</p> <p>CONDITION: A delivery and servicing plan (DSP) detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.</p>
30	<p>No Plumbing or Pipes</p> <p>CONDITION: No plumbing, down pipes, rainwater pipes or foul pipes shall be located/fixed to the external elevation(s) of the building hereby approved.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would detract from the appearance of the building.</p>
31	<p>Lifts</p> <p>CONDITION: All lifts serving the development hereby approved shall be installed and operational prior to the first occupation of the building.</p>

	<p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that adequate access is provided to all floors.</p>
32	Roof-Top Plant & Lift Overrun
	<p>CONDITION: Details of any roof-top structures/enclosures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall include the location, height above roof level, specifications and cladding and shall relate to:</p> <ul style="list-style-type: none"> a) roof-top plant; b) ancillary enclosures/structure; c) lift overrun; and d) photovoltaics <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of good design and also to ensure that the Authority may be satisfied that any roof-top plant, ancillary enclosure/structure and/or the lift overruns do not have a harmful impact on the surrounding streetscene.</p>

List of Informatives:

1	S106
	<p>SECTION 106 AGREEMENT</p> <p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</p>
2	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	Community Infrastructure Levy (CIL) (Granting Consent)
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's</p>

	<p>CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <p>Pre-Commencement Conditions: These conditions are identified with an 'asterix' * in front of the short description. These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these unidentified pre-commencement conditions have been discharged.</p>
4	Thames Water
	<p>INFORMATIVE: Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>
5	Car-Free Development
	<p>INFORMATIVE: All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.</p>
6	Roller Shutters
	<p>ROLLER SHUTTERS: The scheme hereby approved does not suggest the installation of external roller shutters to any entrances or ground floor glazed shopfronts. The applicant is advised that the council would consider the installation of external roller shutters to be a material alteration to the scheme and therefore constitute development. Should external roller shutters be proposed a new planning application must be submitted for the council's formal consideration.</p>

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

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

2. Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London, Consolidated with Alterations since 2011

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.1 London in its global, European and United Kingdom context

Policy 2.2 London and the wider metropolitan area

Policy 2.5 Sub-regions

Policy 2.9 Inner London

Policy 2.14 Areas for regeneration

Policy 2.18 Green infrastructure: the network of open and green spaces

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.16 Protection and enhancement of social infrastructure

Policy 3.18 Education facilities

Policy 3.19 Sports facilities

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.4 Retrofitting

Policy 5.5 Decentralised energy networks

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.8 Innovative energy technologies

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.5 Funding Crossrail and other strategically important transport infrastructure

Policy 6.7 Better streets and surface transport

Policy 6.8 Coaches

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

Policy 6.13 Parking

Policy 6.14 Freight

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.18 Protecting local open space and addressing local deficiency

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

Policy 5.15 Water use and supplies
Policy 5.16 Waste self-sufficiency
Policy 5.17 Waste capacity
Policy 5.18 Construction, excavation
and demolition waste
Policy 5.19 Hazardous waste
Policy 5.21 Contaminated land
Policy 5.22 Hazardous substances and
installations

8 Implementation, monitoring and review

Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy
Policy 8.4 Monitoring and review for
London

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's
Character)

Policy CS16 (Play Space)
Policy CS17 (Sports and Recreation
Provision)

Strategic Policies

Policy CS9 (Protecting and Enhancing
Islington's Built and Historic
Environment)
Policy CS10 (Sustainable Design)
Policy CS11 (Waste)
Policy CS15 (Open Space and Green
Infrastructure)

Infrastructure and Implementation

Policy CS18 (Delivery and
Infrastructure)
Policy CS19 (Health Impact
Assessments)
Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage

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

Shops, culture and services

DM4.12 Social and strategic
infrastructure and cultural facilities

Transport

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

Health and open space

DM6.1 Healthy development
DM6.2 New and improved public open
space
DM6.3 Protecting open space
DM6.4 Sport and recreation
DM6.5 Landscaping, trees and
biodiversity

Infrastructure

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

Energy and Environmental Standards

DM7.1 Sustainable design and
construction statements

5. Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Site of Importance for Nature Conservation – Tufnell Park Primary School
- Tufnell Park Conservation Area (including Article 4 Directions)
- Adjoins grade II listed building – No. 23 Carleton Road
- Adjoins locally listed buildings at No. 68 Hilldrop Road.
- Local and Major Cycle Routes

7. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design
- Conservation Area Design Guidelines
- Inclusive Landscape Design
- Planning Obligations and S106
- Urban Design Guide

London Plan

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

APPENDIX 3: DESIGN REVIEW PANEL

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CONFIDENTIAL

ATT: Adam Kindred
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Our ref: DRP/123

Date: 1 June 2017

Dear Adam Kindred,

ISLINGTON DESIGN REVIEW PANEL

RE: Tufnell Park Primary School, Dalmeny Road, London, N7 0HJ (pre-application ref. Q2017/1210/MJR)

Thank you for attending Islington's Design Review Panel meeting on 11 May 2017 for a first review of the above scheme. The proposed scheme under consideration is for the demolition of the existing school and replacement with part two/ part three-storey school building (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (chair), George Saumarez Smith, Martin Pearson and Charles Thomson on 11 May 2017 including a site visit and presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

The Panel felt that the design team had worked logically within the constraints of the site and were generally supportive of the design approach. They did, however, have some concerns over the impact of the proposed design on the Site of Interest for Nature Conservation (SINC) and other concerns with details of the design. The panel members made the following comments:

Impact on SINC and trees on site

The panel members commented that the unique quality of this site is the greenery, in particular the embankment along Carleton Road and were concerned that the new proposals may have a negative impact on the SINC. The Panel felt that the loss of the recesses, which currently exist between the school building and the SINC bank that runs along the southern boundary, may have an adverse effect on the SINC, no longer giving it the space to "breathe". The panel encouraged the design team to think more about how the building impacts the SINC both physically and visually as they develop the design.

The Panel also questioned the impact of the temporary accommodation on the root protection zones for the trees along the northern and western boundary and felt full details of the structure of the temporary classrooms and the impact on those trees should be provided as part of an application.

Boundary treatment

The panel expressed concerns in relation to the utilitarian wire mesh fence proposed as the boundary treatment and felt that something of higher quality would be more appropriate to this important street elevation. This detail needed to be given a lot more consideration. They also thought that the boundary treatment should relate better to the site and could be used to frame the SINC and trees behind it as well as relating better to the school building itself. The Panel suggested that this could be part of a community art project or alternatively that the school children and an artist could get involved with the design for the boundary treatment although as a permanent installation this would need to be very carefully monitored.

Materials and elevational treatment

Panel members were concerned with the use of timber boarding for the upper storeys in terms of the longevity of this material and maintenance required. The Panel felt that the building should be designed to stand on the site for as long as possible and as such should use robust materials that will aid this and weather well.

Panel members also commented on how the proposed building sits within its context. As a taller building that will be more visible from the street than the existing school, it was felt that the long elevation fronting Carleton Road required better articulation and a stronger rhythm. Panel members thought that this elevation currently looked quite flat and that cues could be taken from the surrounding context. It was also felt that the school lacked civic identity and that this could be improved through further development and increased legibility of the entrances. The Panel accepted that the proposals were still at a relatively early stage but felt that a general refinement of details across the site was required.

Internal space

The panel expressed some concerns about the internal planning of the school and in particular the corridors and commented that if much of the floor area has to be given over to circulation then this space should be designed to be used for more than circulation in order to contribute most positively to the school.

Parking, deliveries and servicing

The Panel raised some concerns regarding the increase in the number of pupils and likely increase in the on street parking needed at drop off and pick up times.

Panel members also had some reservations about the kitchen being proposed at the furthest point away from the bins and servicing for deliveries etc. The management plans to deal with this will need to be developed alongside and inform the design.

Summary

The Panel gave a generally positive response to the design approach, but felt that further development of the design was required in order to better relate the school to its surrounding context. They felt that the Carleton Road elevation, in particular, required more work to improve its relationship with the conservation area and also to provide a stronger entrance. Panel members also encouraged the design team to explore other options for the boundary treatment that will enhance the Conservation area and the SINC. They were unconvinced that the wire

mesh fence could achieve a high quality appearance that would positively represent the school, while also allowing views through to the SINC.

The Panel were concerned that the new building would not provide the pockets between the built form that allow breathing space for the SINC and that the impact of a taller building that runs straight along the edge of the SINC needed to be explored further. They also felt that further consideration on how the building impacts and relates to the SINC visually was also required. Panel members advised the design team to introduce some interesting articulation to the main elevation that would respond to its context i.e. the main entrance, the SINC and the surrounding conservation area.

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

Confidentiality

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

Yours sincerely,

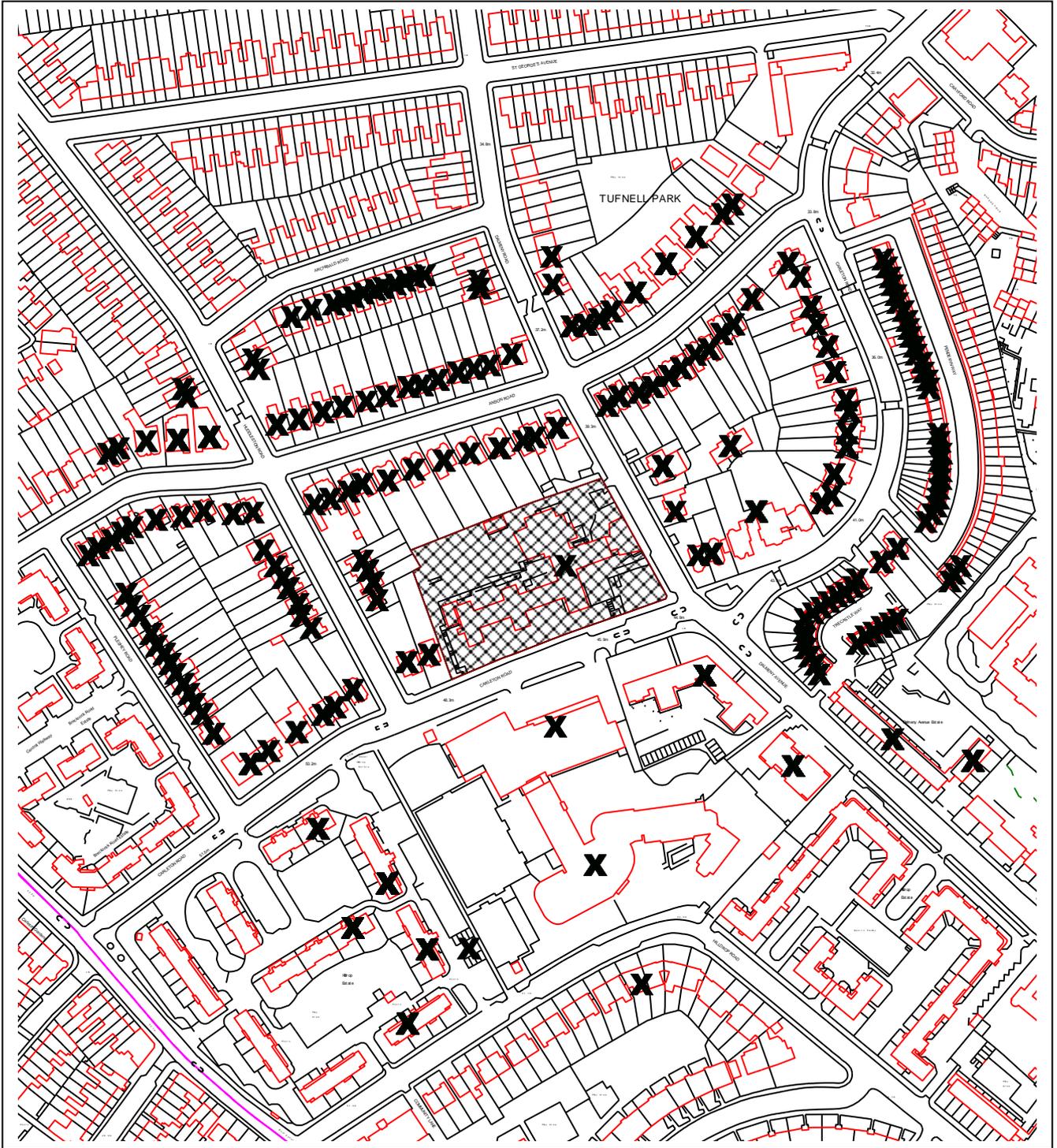
A handwritten signature in black ink, appearing to read 'Lucy', written in a cursive style.

Luciana Grave

Design Review Panel Coordinator
Design & Conservation Team Manager

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