



PLANNING COMMITTEE REPORT

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

PLANNING COMMITTEE		AGENDA ITEM NO: B4
Date:	9th October 2017	

Application number	P2017/2444/FUL
Application type	Full Planning Application
Ward	Highbury East Ward
Listed building	N/A
Conservation area	A small section of the site is within the Highbury New Park Conservation Area
Development Plan Context	Local Cycle Route (adjacent to the site) Adjacent to the Highbury New Park Conservation Area
Licensing Implications	None
Site Address	Park View Estate, Collins Road, London, N5
Proposal	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.

Case Officer	Stefan Sanctuary
Applicant	Eleni Tsoskounoglou - New Build and Regeneration Team, London Borough of Islington.
Agent	Sarah Eley - HTA Design LLP

1 RECOMMENDATION

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

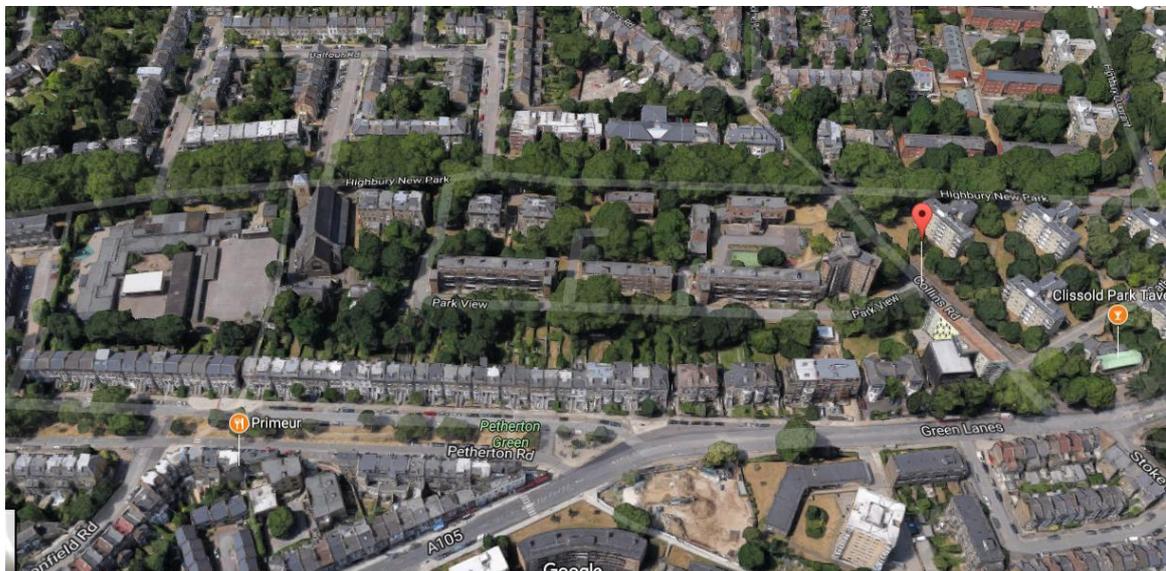
1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a Directors' Agreement securing the heads of terms as set out in Appendix 1.

2 SITE PLAN (SITE OUTLINED)



3 PHOTOS OF SITE/STREET

Photograph 1: Aerial View of Site looking west



Photograph 2: View from junction of Highbury New Park and Collins Road



Photograph 3: View of existing garages on the southern boundary of the estate



Photograph 4: View of existing car park within the estate looking north



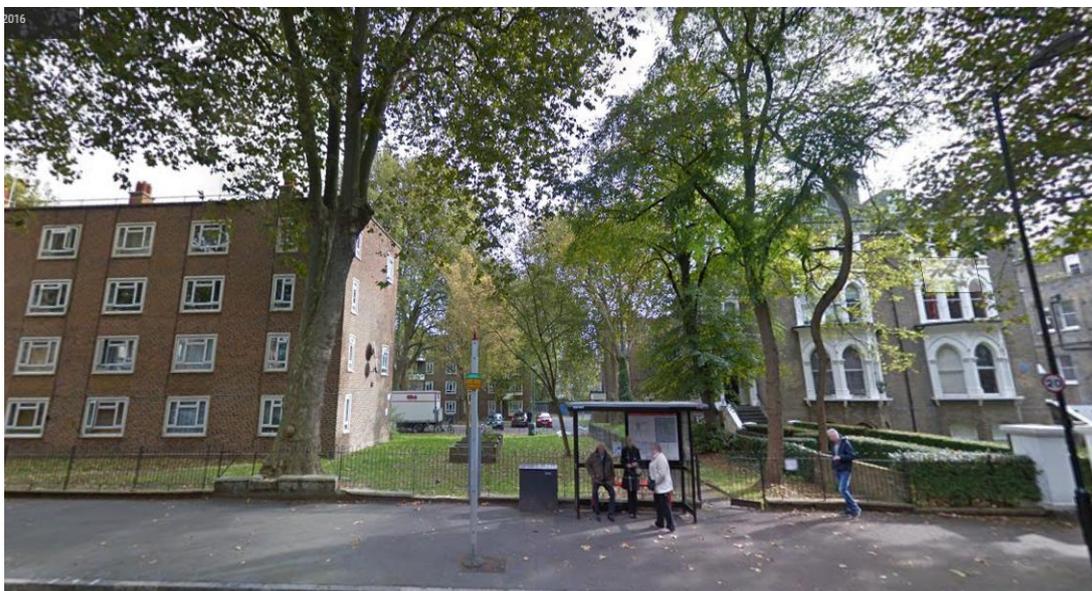
Photograph 5: View from existing car park looking north-west to Highbury New Park



Photograph 6: View from Collins Road looking south



Photograph 7: View from Highbury New Park looking east into the estate



SUMMARY

- 4.1 The application proposes 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. The proposal also includes the provision of bicycle storage, improvements to the public realm and landscaping, and the demolition of existing garages and storage units.
- 4.2 The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of development on underused spaces and existing garages in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The application proposes a total of 40 new homes of which 22 would be affordable homes for social rent. The development delivers a significant increase in affordable homes in accordance with London Plan (Policy 3.3) and Islington Planning Policies (CS12), which seek to ensure a supply of affordable housing for existing and future residents. The financial viability of the proposal has been independently assessed and it has been concluded that the proposed level of affordable housing is the maximum achievable amount.
- 4.3 The proposed buildings are considered to deliver an appropriate balance between respecting the integrity of the estate on the one hand and providing high quality contemporary design on the other. Congruent architectural language has been adopted where suitable in order to protect the integrity of the estate. At the same time, the proposal is considered to protect the character and appearance of the adjacent Highbury New Park Conservation Area. Overall, the proposal is considered to be contextually designed and of high quality.
- 4.4 Though the application includes building on existing green space, the proposal also includes the conversion of existing hardstanding and car parking into communal garden and play space and thus would result in an overall increase in green space. The proposed application would result in 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 private, semi-private open space and communal garden space which would provide an enhancement to the amenity of local residents. The proposal is thus considered to be in accordance with the Core Strategy Policy CS15, Development Management Policy DM2.1, DM6.3 and DM6.5 and the objectives of Islington's Streetbook SPD.
- 4.5 The proposal's housing density is considered to be comfortably within recommended thresholds and the proposed dwelling mix is considered acceptable given current demand for housing. The housing mix provides a good mix of tenures and the affordable housing offer is considered to be the maximum amount achievable without rendering the scheme unviable. 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 suitable planning obligations.
- 4.6 For the reasons given above and explained in more detail in the subsequent sections of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is thus 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 Park View Estate is located within Highbury East Ward, on the borough's eastern boundary with Hackney Council. The Highbury New Park Conservation Area, which is characterised by large Victorian Villas in generous plots, runs alongside the site's western and southern boundaries. To the north of the estate is the Highbury Quadrant estate, which consists of 5- to 6-storey apartment buildings surrounded by large areas of green space and mature trees. On its eastern boundary, the estate backs onto the rear gardens of residential properties on Green Lanes.
- 5.2 The estate itself is characterised by apartment buildings, between 4 and 8 storeys in height, set within generous areas of green space. Like many post-war estates, the buildings are turned away from the street, with entrances at the rear, and poorly defined green spaces surrounding the buildings. There is a large amount of car parking in the heart of the estate and a vehicular circulation route which runs through the site.
- 5.3 While a small section of the application site is within the Highbury New Park Conservation Area and a local cycle route runs along Highbury New Park adjacent to the site, there are no other site-specific designations of relevance to the subject site or proposal. Nos 120-126 Highbury New Park, which are located immediately adjacent to the application site, are locally listed.

6 PROPOSAL (IN DETAIL).

- 6.1 The application proposes 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. The proposal also includes the provision of bicycle storage, improvements to the public realm and landscaping and the demolition of existing garages and storage units.



- 6.2 On the north-eastern section of the estate with frontage onto Collins Road, Block A is a new 6-storey apartment building with 11No. social rented homes and 41.8sqm of community space on the ground floor. Site B is within the estate on its eastern boundary and comprises a two-storey building accommodating 2No. social rented

homes, one of which is wheelchair accessible. Both sites also include amenity space in the form of gardens and balconies as well as bicycle and recycling / refuse storage.

6.3 In the south-eastern corner of the estate, two distinct new buildings are proposed. Block C adjoins an existing estate building and matches its height at four storeys. The proposed building contains 2 new homes for private sale. Block D is part 3-, part 4-storeys in height and incorporates 7No. homes for social rent. The buildings also include ancillary storage, amenity space, bicycle storage as well as refuse and recycling facilities.

6.4 With street frontage onto Highbury New Park, Block E is a new four-storey building which matches the height of an adjacent estate building. The building would contain 1No. home for social rent and 3No. new homes for private sale. Finally, Block G is a new apartment building on the corner of Collins Road and Highbury New Park. The building includes 1No. new home for social rent and 13No. new homes for private sale as well as associated amenity space, bicycle storage and refuse / recycling facilities.

7

RELEVANT HISTORY:

PLANNING APPLICATIONS:

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

- An application for alterations to open space including refurbishment and reduction in size of an existing ballcourt, the realignment & resurfacing of the existing parking spaces, installation of new boundary treatment, play equipment and new hard and soft landscaping was approved on the 12th February 2010 (Application reference P092579). This application was implemented and involves land that would now be built on (Building G) as part of this planning application.
- An application for the formation of a roof terrace on an existing flat roof area, erection of external balustrading and formation of bi-fold doors to provide access to roof terrace was approved on the 12th October 2015. This permission has not been implemented (Application reference P2015/3141/FUL). This application has not been implemented.

PRE-APPLICATION ADVICE:

7.2 The proposal has been subject to ongoing pre-application discussions throughout the last 3 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 has been reduced in scope since previous iterations with the result that more trees are retained and impacts on neighbouring amenity is minimised.
- The proposal now includes a coherent landscaping and public realm strategy, involving an overall enhancement in green space across estate.
- The heights of the proposed buildings have been reduced significantly so that they are more consistent with (and sensitive to) their surroundings.
- The design of the proposed buildings has been refined with the result that the buildings are now more coherent and compatible with existing architecture; and
- The quality of accommodation proposed in terms of size of units, natural lighting and access to amenity space has been improved.

ENFORCEMENT

7.3 None relevant

8 CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 638 adjoining and nearby properties across the Park View Estate as well as on Catherall Road, Highbury Quadrant Estate, Collins Road, Highbury New Park, Green Lanes, Petherton Road and Balfour Road on the 3rd July 2017. A number of site notices 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 16 responses had been received from the public with regard to the application. The responses consist of 12 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 are the general comments and letters of support received:

- The principle of creating more affordable housing is supported; [*paragraphs 10.19 – 10.26*];
- The proposal is supported in principle as long as it doesn't involve the loss of trees or impact on the street itself [*10.74 – 10.78*];
- The proposal should involve more bicycle storage [*10.155 – 10.156*];
- Construction traffic should be from Collins Road to minimise impacts on Highbury New Park [*10.163*];
- The affordable housing should be maintained as such in perpetuity [*10.19 - 10.28*];
- The consultation events carried out prior to submission ignored the neighbouring residents who live outside the estate [*8.5*];

Objections:

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

- The proposed development is incongruous and far too big for its surroundings [*10.36 – 10.47*];
- The submission fails to properly consider loss of daylight, sunlight and privacy to surrounding properties [*10.92 – 10.107*];
- The proposed development would result in an unacceptable loss of natural daylight to surrounding properties [*10.92 – 10.103*];
- The proposed development would lead to an unacceptable loss of sunlight to surrounding properties [*10.100-10.103*];

- The proposal would result in an unacceptable increase in overlooking and loss of privacy for existing residents [10.104 – 10.110];
- The application results in an unacceptable loss of trees on the estate and on the periphery of the estate [10.74 – 10.78];
- The proposal would have a detrimental impact on the character of the Highbury New Park Conservation Area in particular the generous spaces between buildings which characterise the CA [10.36 – 10.60];
- The proposed heights of the new buildings are excessive [10.36 – 10.60];
- The treatment of the balconies is too transparent and their use as ancillary storage will be visually offensive [10.58 & 10.61];
- The façade treatment of Block C is unnecessarily incongruous to the existing estate and surrounding area [10.51 – 10.52];
- Existing infrastructure, e.g. transport, education, social services and waste disposal will struggle to cope with the influx of new residents [10.158 – 10.168];
- Lack of parking spaces in the surrounding areas will be exacerbated by the proposal [10.157 – 10.160];
- The proposal would result in an excessive population density and the Council should find alternative uses for the existing spaces on the estate [10.9 – 10.24];
- The planning application proposes to build on existing green spaces which are used as growing gardens [10.65 – 10.77];
- There is potential damage to existing trees which have not yet been considered properly [10.74 – 10.78];
- The existing public transport provision is substandard and overcrowded. This should be addressed by further investing in public transport infrastructure [10.150 – 10.168];
- Housing targets appear to be met within Islington and thus there is a risk that this proposal unnecessarily contributes towards excessive density, overlooking, overshadowing and loss of light [10.48 – 10.51 & 10.92 – 10.103].
- The design of the proposal does not comply with guidance within the Urban Design Guide [10.32 – 10.45];
- Block E, which has street frontage onto Highbury New Park and is adjacent to the Highbury New Park Conservation Area, is not sympathetic to the character and architecture of the area [10.56 – 10.59]

Applicant's consultation

8.5 While there is no statutory requirement (although it is encouraged) for the applicant to carry out their own consultation, Islington Housing Strategy and Regeneration have carried out extensive consultation with residents of the estate and have carried out a number of drop-in sessions. Some of the residents' input at these meetings has informed the final design of the proposal.

External Consultees

- 8.6 **Crime Prevention Officer** – raised no objection to the proposal from a crime prevention point of view.
- 8.7 **UK Power Networks** – raised no objection.
- 8.8 **London Fire & Emergency Planning** - satisfied with the details submitted, subject to sprinkler systems being installed within the building. While fire safety and floor layout will be further considered through the building control process, an informative would be placed on any permission to strongly advise the applicant to install sprinkler systems as these significantly reduce the damage caused by fire and the consequential cost to business and housing providers, and can reduce the risk to life.
- 8.9 **Thames Water** – No objection, subject to informatives on sewerage infrastructure, surface water drainage and water infrastructure.

Internal Consultees

Access Officer - The Access Officer praised the creation of clear routes and raised no objection to the proposal, subject to the incorporation of a number of inclusive design measures, including the following:

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

The proposal has been amended since the original permission and all these measures have now been incorporated in the design of the proposal or will be required by condition.

- 8.10 **Planning Policy** – No objection to the proposal, subject to the following being satisfied:
- That the maximum amount of affordable housing has been achieved;
 - That there is satisfactory justification and mitigation for the loss of existing green space;
 - That there is no negative impact on adjacent heritage assets;
 - That space standards have been suitably adhered to; and
 - That the quality and quantity of child playspace is satisfactory.

It can be confirmed that all of these points have been addressed and are considered within this report.

- 8.11 **Design and Conservation Officer** – have been involved in the proposal from the outset and support the design being proposed. From a design and conservation perspective, the height, scale and massing of the proposal is now supported and the

architecture is considered to achieve the right tone of high quality architecture that respects the integrity of its surroundings.

8.12 **Energy Officer** - The Energy Officer requested the following additional information:

- Further information to clarify the total CO2 reduction targets;
- Clarification on solar PV output;
- Information on thermal modelling to demonstrate risk of overheating.
- Evidence to demonstrate cooling is required;
- Further information on why a CHP cannot be installed;
- Further information on Buildings A and G;

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 7 and 11*).

8.13 **Sustainability Officer** – raised no objections to the proposal subject to appropriate conditions on sustainability (*conditions 7-10*).

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

8.15 **Highways** – standard clauses and conditions apply. All highways works to be carried out by the highways team.

8.16 **Tree Preservation / Landscape Officer** – no objections were raised subject to appropriate conditions on landscaping and tree protection (*conditions 12-14*). If the loss of trees is justified on the basis of overriding planning benefits, then the proposed replacement strategy is considered acceptable on the basis of projected canopy cover replacement and the suitability of species proposed.

8.17 **Biodiversity and Nature Conservation** – no objections subject to bird boxes being installed and landscaping to maximise biodiversity (*condition 18*).

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

8.19 **Public Protection** – No objections raised subject to conditions on noise controls, lighting and construction management (*conditions 4, 15 and 17*).

Other Consultees

8.20 **Design Review Panel** – At pre-application stage the proposal was considered by the Design Review Panel on the 8th 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 the main points raised in the most recent review are summarised below:

- Panel members appreciated the importance of responding to the comments of residents obtained through the consultation process and were impressed by the level of residents' interest and involvement, however felt that proposals were not yet offering as many benefits as they might to all residents of the estate;

- The Panel appreciated the proposal's attempt to respond to the community, however felt that there were gaps from a more independent perspective and that a masterplan that expresses the character of the estate from an urban design, townscape and landscape point of view was missing. They also considered that the proposed community centre needed to relate to the central space.
- The Panel felt that adding a landscape architect to the design team could assist in resolving some of the shortcomings of the scheme as a landscape-led approach could bring enhancements and greater coherence to the entire ground floor plane.
- Panel members were concerned that, by adopting an approach where new elements are added in what appears as an *ad hoc* way, the balanced composition of the existing starts to be eroded and disrupted. Given the considered existing layout the addition of any new elements needs to respond to the defining characteristics of the site which the Panel felt hasn't yet been achieved.
- There were some comments made in relation to how the scheme ties in with the adjoining conservation area and concerns were raised that the new stand-alone buildings did not respond well to the existing pattern of development. Panel members felt that some of the architectural features of the existing buildings are interesting in a modest way and bring unity to the composition of the estate and calmness to its transition with the surrounding conservation area.
- There was a sense of unease amongst panel members in relation to the adopted character and style of the proposed additions, they felt it did not make sense that extensions to existing buildings looked the same as new independent blocks and that the proposals lacked a contextual response unique to the site.
- The Panel encouraged the design team to revisit the design approach, to look at the existing forms, the hierarchy of solids and voids, the routes through the site, their relationship to the wider context, as all these aspects are fundamental to the process of adding to the existing composition. Panel members also felt the scheme needed a better dialogue between landscape and buildings.

8.21 The proposal was significantly altered and amended following the Design Review Panel in response to the panel's suggestions. The points raised have been addressed as follows:

- Crucially, the proposal has now been scaled down substantially since previous iterations with several additions now omitted from the proposal or reduced in height and mass. The below shows a townscape elevation of an earlier version:



Earlier iteration of the proposal

The proposal has now been scaled down to the version shown below. Site G has now been reduced in footprint and in height to a more appropriate 5-storey building, while the previously proposed roof additions have now been omitted.

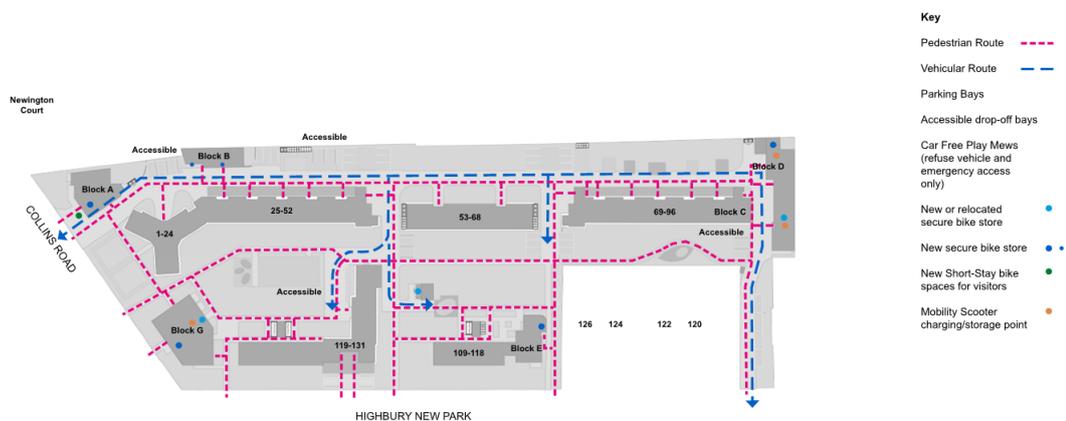


Townscape elevation of final design

- The proposal now incorporates significant landscaping and amenity improvements that were not apparent before. The landscaping strategy has been developed by a landscape architect and as a result the shortcomings of the proposals have been overcome resulting in coherence to the ground floor plane. The proposal also includes access improvements including new lift access and new well-designed routes through the estate. The below landscape strategy has now been developed through an analysis of the estate and its wider context:



The strategy also now includes a clear hierarchy of routes through the estate providing a more coherent public realm and a more pedestrian friendly environment. The hierarchy of routes is shown below:



- The community room remains as originally proposed within Building A on the northern edge of the estate. The community room is proposed adjacent to an existing Mulberry tree, which is valued by estate residents, and is located alongside the northern entrance to the estate, which is considered appropriate.
- The proposal is now informed by an analysis of the estate's constraints and opportunities and is governed by a set of coherent principles, as shown in detail in

the submitted Design & Access Statement and discussed in detail in the design and landscaping sections of this report.

- The composition of the estate has indeed been affected by the proposal, but not to the detriment of the estate. The proposed new additions now respond more successfully to their respective contexts but also create a coherent whole which results in an estate that is configured around courtyard gardens and a better relationship to the street.
- The image on the left shows the proposal for Building G presented to the DRP. The final design is shown on the right, which shows a more contextual building that better respects the character of the conservation area.



- It is considered that the scheme now ties in more successfully with the adjoining conservation area. The style and character of individual blocks proposed now also responds more successfully to their respective contexts, for example Block C has been designed as an addition to an existing building whereas Building E has been designed as a stand-alone building with a character and appearance that is sympathetic to the conservation area.

8.22 The proposal's design and appearance and response to DRP comments are considered in further detail in subsequent sections of the 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.

- Local Cycle Routes

- Highbury New Park Conservation Area

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
- Open Space and Landscaping
- Density
- Accessibility
- 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 an existing Council Estate in Highbury East Ward, near the boundary with London Borough of Hackney. Given the proposal for new housing on the estate, the following planning policies are of particular importance in assessing the planning application: London Plan Policy 2.9 (Inner London), Policy 3.3 (Increasing Housing Supply) and Policy 3.9 (Mixed and Balanced Communities); Policy CS8 (Enhancing Islington's Character), and Policy CS12 (Meeting the housing challenge).

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.

Islington Core Strategy (ICS)

- 10.6 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.
- 10.7 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.
- 10.8 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.

Proposed Development

- 10.9 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 in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The application proposes a total of 40No. new homes of which 22No. would be affordable homes for social rent. The development delivers a significant increase in affordable homes in accordance with London Plan (Policy 3.3) and Islington Planning Policies (CS12), which seek to ensure a supply of affordable housing for residents.
- 10.10 Whilst the Park View Estate contains both private housing (leaseholders) as well as social housing (Council tenants), the majority of the existing housing is occupied by Council tenants. In accordance with Policy 3.9 of the London Plan, there is a logic to introducing some private housing into the estate in order to provide more mixed and balanced communities. Moreover, the different tenures are genuinely mixed across the estate, with new private housing within the estate and social housing on the periphery. Notwithstanding the policy support for mixed and balanced communities, it is also 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.
- 10.11 The application proposes new buildings on existing estate open space. Though the application site is not in an area of open space deficiency, it is nonetheless crucial that the loss of open space is suitably justified as well as adequately compensated and that there are overriding planning benefits to support the proposal. The proposed conversion of existing car parking and estate roads to open space and landscaping does indeed, in terms of quantity of provision, compensate and mitigate for the loss of existing open space. The proposal also includes high quality new affordable housing, which is a clear planning benefit. Whether the quality of landscaping and design of new buildings, fully justifies the proposed building on existing open space, will be considered in subsequent sections of this report.
- 10.12 The open space lost and gained as part of the proposal is shown in the table below. As car parking and estate roads are not typically included in open space calculations, the conversion of these into useable open space, results in an uplift in an open space overall. So, despite the loss of 873.7sqm of existing spaces, there is an overall increase of 148sqm of open space across the estate.

Open Space	Area
Total Area lost to proposed new buildings	873.7 sqm
Total new provision on existing car parking	1021.7 sqm
Net gain in open space provision	148 sqm

- 10.13 Finally, the application proposes a new community room on the estate. There isn't currently any such community provision on the estate and the proposal and the new facility is considered to cater for the needs of a growing population. The proposal is thus considered to be in accordance with Core Strategy Policy CS14 and Development Management Policy DM4.12, which seek to protect and enhance community and cultural uses in the borough.
- 10.14 New social infrastructure must meet the following criteria: (i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes; (ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the requirements 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.
- 10.15 It is understood that the use of the community room is for all estate residents and it is considered that the facility would be in easy access for all residents on the estate. Its location in Block A on Collins Road provides a new focal point for this part of the estate. The proposed entrance is separate from the entrance to the dwellings which ensures that there is no conflict between users of the community space and residents. At 41.8sqm in size, the community room is modest in size but is considered to meet the objectives of relevant planning policies.
- 10.16 Overall, in land use terms, the proposal is considered to meet the objectives of adopted planning policy.

Affordable Housing and Financial Viability

- 10.17 The London Plan, under Policy 3.11, identifies that boroughs 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.*"
- 10.18 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 schemes 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 of the site.*"

- 10.19 The Affordable Housing Offer: The proposed development would provide a total of 40 residential units (both for private sale and affordable housing). Of the 40 units (116 habitable rooms, hr), 22 of these units (64 hr) would comprise affordable housing (social rent tenure). Affordable housing provision is typically calculated with reference to the number of habitable rooms provided and in this instance the scheme would provide 55% affordable housing.
- 10.20 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. The proposal however does not include any shared ownership units as this form of housing is considered 'unaffordable' in this part of the borough given excessively high property values.
- 10.21 The proposal fails to provide the aspiration of 100% affordable housing as sought by policy CS12 for developments on Council's own land. 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 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 independent advisor's viability report is attached as Appendix 4.
- 10.23 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.
- 10.24 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. This enables the amount of affordable housing to be further maximised.
- 10.25 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 rent 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 and resource the functions relating to Islington's existing stock; housing management, repairs and long-term investment.
- 10.28 The proposal provides good quality affordable housing, estate-wide improvement and a new community room and is considered to contribute towards delivering mixed and balanced communities. In this context, the offer of 55% affordable housing is considered to deliver a good mix of tenures and is considered to be acceptable and in accordance with London Plan Policies 3.9 and 3.11 as well as Islington Core Strategy Policy CS12. This provision is secured through 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 and by reconfiguring spaces based on streets and perimeter blocks, particularly in housing estates. Finally, the aim is for new buildings to be sympathetic in scale and appearance and to be complementary to the local identity.
- 10.32 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. Finally, Islington's Urban Design Guide (2017) provides guidelines and principles for good urban design.

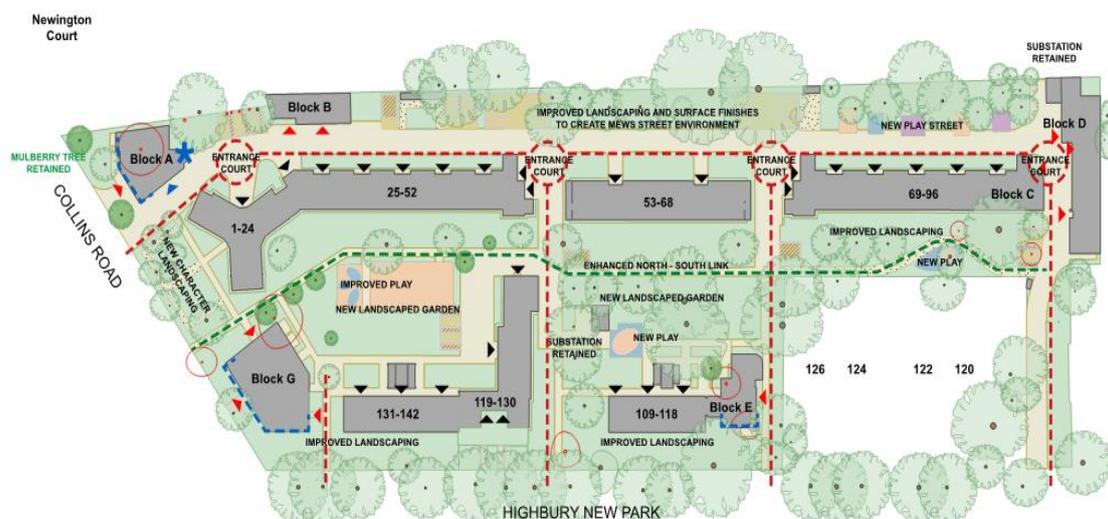
The Application Site

- 10.33 The Park View Estate is a post-war housing estate that was built on previously bomb-damaged land in the 1950s. However, much of the pre-war Victorian terraces that characterise the area still exist and are an important part of the urban context. The estate is made up of seven different residential brick-built buildings. Though there is

some variety in the architecture of the buildings, there is also consistency throughout expressed by the use of similar brick, window and balcony detailing. Most of the blocks have a linear arrangement with either deck access or with flats arranged directly off the core. However, 1-24 Park view has a distinctive Y-shaped plan and at 8 storeys in height is also the tallest of the blocks, and the only one with lift access.

- 10.34 The estate is characterised by generous open spaces and buildings that are set within large plots. Much of the open space is located on the edges or perimeter of the estate, consisting mainly of grassed areas behind low-level railings. The existing buildings tend not to address the street and have their entrances from the rear, typical of many post-war council estates. Park View is also characterised by a large amount of car parking and hardstanding in the centre of the estate as well as a number of attractive and mature trees, which are also a feature of the adjacent Highbury New Park Conservation Area.
- 10.35 While the buildings on the estate are not particularly attractive or of any architectural significance, some of the architectural features of the existing buildings are interesting in a modest way and bring unity to the composition of the estate and calmness to its transition with the surrounding conservation area. The challenge with developing on the Park View Estate is about getting the right balance between addressing the character of the street and conservation area on the one hand while at the same time relating successfully to the existing estate buildings. Furthermore, a successful proposal here would need to involve new buildings which relate to their individual context while at the same time expressing a coherent whole.

Layout



- 10.36 The proposal consists of six new buildings across the estate: three of the new blocks are proposed in existing gaps between buildings with elevations addressing the street and the remaining three buildings are proposed in back-land locations within the estate. Looking from Highbury New Park or Collins Road, it is considered that the proposal would reduce the perceived openness of the estate and the location of the proposed buildings inevitably affects the existing unity to the estate's composition as well as the calmness in its transition within the surrounding area.
- 10.37 That being said, it is the intention of the proposal to reconfigure the estate around perimeter blocks with a better relationship to the street. As such, it is critical to analyse the urban design quality and character resulting from the proposed developments in more detail. To do this, an examination of the individual sites and proposed buildings is fundamental to determine whether they make a positive contribution to a coherent

streetscape and whether the development is of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm. Moreover, in assessing the urban design quality and resulting character of the development the principles and guidelines within Islington's Urban Design Guide, particularly its recommendations on height-to-width ratio, need to be considered.

Response to Design Review Panel

- 10.38 The proposal has now been scaled down substantially since previous iterations with several additions now omitted from the proposal or buildings reduced in height and mass. The below shows a townscape elevation along Highbury New Park of an earlier version:



Earlier iteration of the proposal

- 10.39 The proposal has now been scaled down to the version shown below. Site G has now been reduced in footprint and in height to a more appropriate 5-storey building, while the previously proposed roof additions have now been omitted.



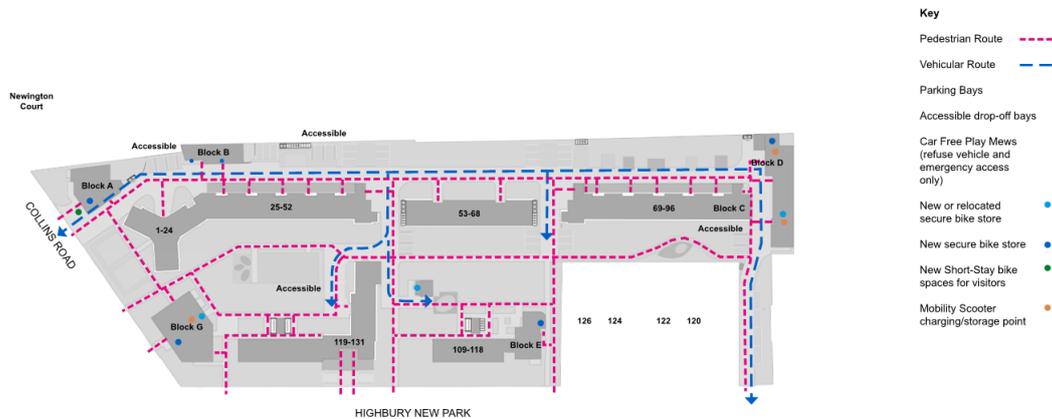
Townscape elevation of final design

- 10.40 The proposal now incorporates significant landscaping and amenity improvements that were not apparent before. The proposal also includes access improvements including new lift access and new well-designed routes through the estate. The below landscape strategy has now been developed through an analysis of the estate and its wider context:



Overview of Landscape Strategy

10.41 The strategy also now includes a clear hierarchy of routes through the estate as shown below. There are three clear east-west routes and two north-south routes running through the estate. These link in to the surrounding public realm as well as the entrances to the existing and proposed dwellings resulting in a coherent ground floor plane:



Hierarchy of Routes

10.42 The composition of the estate has indeed been affected by the proposal, but not to the detriment of the estate. The proposed new additions now respond more successfully to their respective contexts but also create a coherent whole, which results in an estate that is configured around courtyard gardens and a better relationship to the street.

10.43 The image on the left shows the proposal for Building G presented to the DRP. The final design is shown on the right, which shows a more contextual building that respects the character of the conservation area.



Design shown to DRP



Final proposed design

10.44 It is considered that the scheme now ties in more successfully with the adjoining conservation area. The style and character of individual blocks proposed now also responds more successfully to their respective contexts, for example Block C has been designed as an addition to an existing building whereas Building E has been designed as a stand-alone building with a character and appearance that is sympathetic to the conservation area.

Building A

10.45 Building A is at a unique location on the edge of the estate, situated between a distinctive yet unattractive student accommodation block (Newington Court) and the Y-shaped estate building of 1-24 Park View. The proposed building has street frontage onto Collins Road and its footprint has been designed to ensure the retention of an existing Mulberry tree. In terms of scale, the building has been designed to respond to the two adjacent buildings referred to above. At six storeys in height, the building is half a storey higher than Newington Court and a storey below the existing estate building.



Block A viewed from Collins Road

- 10.46 Since presentation to DRP, the building has been set back from the street and been reduced in width to protect the integrity and composition of the estate. The building is designed to reinstate a building line on Collins Road but is set back from the street to give space to the existing tree as well as space to the larger building of 1-24 Park View. The proposed building is considered to relate well to the prevailing townscape and is considered to be sympathetic in scale and appearance and complementary to the local identity. Moreover, the proportion, composition, scale and orientation of the building activates and appropriately defines the streetscape.
- 10.47 It is also considered that the building marks the entrance of the estate and provides effective definition to this route. The community room is proposed in the ground floor of this building with an active frontage and views down the estate road. It is considered that this 'gateway' to the estate could benefit from a more active use and frontage and the community room is well-located here rather than as part of the central space which already has a particular character with playspace, ballcourt, soft and hard landscaping features.
- 10.48 The elevations of the proposed building consist of inset balconies, decorative brickwork and a coherent rhythm to its fenestration. The materials would consist of good quality brickwork, zinc cladding and perforated metal. The materials, further details of which would be required by condition (3), are considered to complement, though not necessarily replicate, the local architecture.

Building B

- 10.49 Building B is a two-storey mews house positioned along the existing boundary wall to properties along Green Lanes and replaces an existing row of storage sheds. A series of mews houses were initially proposed along this eastern boundary but only one has been pursued due to impacts on trees. The proposed building would be built up against an existing building in the rear garden of 167 Green Lanes, would be built on existing hardstanding and minimise impacts on trees. As such, there is a clear logic to building at this location.
- 10.50 The end elevations of the building are fenestrated with large windows, whereas the side elevation facing 25-52 Park View has been carefully designed to minimise overlooking. This elevation is punctuated with several angled projecting bay windows finished in bronze coloured aluminium cladding. The bays are intended to animate the elevation and provide views and light to the flats while preventing overlooking. Materials will be suitably conditioned to ensure the elevations express the right aesthetic.



View of proposed Buildings A and B from estate road

Buildings C and D

10.51 Building C is a four storey addition to 69-96 Park View and lines up with this building in terms of height, footprint and fenestration. The principal western elevation of this building has large windows and doors serving protruding balconies as well as smaller windows which line up with the adjacent building. The building's eastern elevation connects to an existing stair core and its southern elevation has been designed to minimise overlooking onto neighbouring residential properties with very narrow windows serving hallway and corridor spaces.

10.52 In terms of materials, the application proposes a light coloured brick with a smooth finish. Objections have been received regarding the materials proposed which are considered by some to be unnecessarily at odds with the prevailing materials on the estate and the vicinity of the site. The very pale appearance shown on the submitted images may not be a true reflection of the intention of the architects and may indeed not be the appropriate shade or tone for the proposed building. That being said, a building that stands out in contrast to other estate buildings in terms of colour and texture may not be entirely inappropriate either. In any case, to achieve the right balance between a contrasting material that is in harmony with the rest of the estate, further details of materials will be required by condition (3).



View of Buildings C and D from Highbury New Park

10.53 Building D has been designed to respond to its various contexts and as a result has 2, 3 and 4-storey elements. On its western elevation nearest the rear garden of 116 Highbury New Park and the adjacent conservation area, the proposed building has a two storey element. The building then jumps up to three storeys with a set-back element featuring decorated brickwork. Furthest away from the conservation area, the step up to four storeys is signalled by a small section of bronze coloured metal. The rest of the building is designed with matching brickwork, with the building stepping

back down to two storeys in height nearest the rear gardens of properties on Green Lanes.

- 10.54 The building has been significantly altered since it was presented to the Design Review Panel, in particular the height nearest the conservation area is now part 2-part 3-storeys rather than 4-storeys in height and the fenestration has been designed to create a more coherent facade. While the use of brick (details to be agreed) would create a harmonious relationship with Highbury New Park, the reduced height of the built form closest to it would ensure a subservient relationship to the conservation area.
- 10.55 As such, the proposal is considered to work well as an architectural piece and relate well to its surroundings with respect to adjacent buildings as well as the conservation area. Both buildings have been designed to be sympathetic in scale and appearance to the local identity and would comprise details and materials that complement the local architecture. Materials for both buildings would be conditioned to ensure a high quality and contextual finish.

Building E

- 10.56 The proposed Building E is adjacent to the existing estate building of 109-118 Park View as well as alongside the Highbury New Park Conservation Area and has been designed to respond to this context. The proposal now differs significantly from that which was presented at the DRP. The building presented to the panel was an addition to 109-118 Park View with a set-back extension at roof level and protruding metal-clad bay windows. The building failed to respect the character of the conservation area, while at the same time disrupting the balance and coherence of the estate.
- 10.57 The proposed building is considered to act as a transition between the estate buildings and the conservation area, responding to the height and fenestration of the adjacent estate building while picking up on the architecture of the Victorian Villas within the conservation area.



View of Building E from Highbury New Park

- 10.58 At four storeys in height, the proposed building matches the height of 109-118 Park View. Furthermore, its massing references key architectural features on both buildings with a projecting stair core at the rear and the set back side addition characteristic of the Victorian Villas. Both the buildings vertical emphasis, the use of brick as well as the pattern of fenestration on the building's principal elevation complements that of the adjacent buildings in the conservation area. The main balconies are on the rear elevation to avoid visual clutter on the street elevation. While the building has a single storey ground floor element as well as a first floor link bridge at the rear which

connects the proposed building to the adjacent estate building, the proposed building reads as a stand-alone building.

- 10.59 This part of the estate is considered to form part of the aesthetic of the Highbury New Park Conservation Area and has therefore been designed particularly taking into consideration the architectural quality of the conservation area. In accordance with the principles within Islington's Urban Design Guide, the proposal here relates successfully to the prevailing townscape and results in an appropriate ratio between height of buildings and width of the street. The proposal successfully integrates the new building into surviving historic fabric, incorporates materials and design appropriate to its context and makes a positive contribution to the streetscape.

Building G

- 10.60 The design of Building G is based on similar design principles as Building A as it introduces street frontage onto the junction of Collins Road and Highbury New Park while at the same time responding to the adjacent estate buildings. The site is not considered to form part of the aesthetic of the Highbury New Park Conservation Area as much as Site E as it is not adjacent to any buildings that form part of the conservation area. As such, its design and appearance does not (beyond the use complimentary brick) specifically reference the architecture of the conservation area. At five storeys in height, the proposed building is one storey higher than the adjacent 131-142 Park View and considerably lower (3 storeys lower) than 1-24 Park View. Although its front elevation comes forward of the building line set by this adjacent building, it is still considered to be subservient as a result of its lower height and scale. Its height is considered appropriate given its corner location.



View of Block G from Highbury New Park

- 10.61 The principal front elevation of the building includes in-set balconies and has a coherent rhythm to its fenestration. The main balconies are to the rear to avoid visual clutter when seen from the street. Whilst there is uniformity to the facades of both buildings that face Collins Road (Building A and G) there are variations that relate or respond to their particular context. In the case of this building, its layout and footprint has been designed to relate to its corner context to the front and the courtyard garden to the rear. The proposed building creates a perimeter block and results in a courtyard garden to the rear. The landscape quality of this space will be assessed in subsequent section of this report. Materials have been chosen to compliment the local architecture and include matching brickwork, zinc coloured metal and perforated metal.

Overall Development

- 10.62 Overall, the proposal is considered to deliver an appropriate balance between respecting the integrity of the estate on the one hand and providing high quality contemporary design on the other. Whilst Building E has been specifically designed to respond to its Highbury New Park context, the layout and design of the proposed buildings and the way they relate to the landscaping a public realm result in a coherent whole. The same architectural language has been adopted where suitable and matching materials in the form of brickwork and fenestration have been proposed where this is considered appropriate to protect the integrity of the estate. The proposal is considered to be well-designed and to conserve the character and appearance of the adjacent Highbury New Park Conservation Area.
- 10.63 The architecture of the proposal makes a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. The proposal retains substantial gaps between most buildings, consistent with the character of the conservation area, and the development is considered to be sympathetic in scale and appearance to the local aesthetic and identity. Moreover, the proposal is considered to incorporate high quality materials and design appropriate to its context.
- 10.64 The proposed development is considered to reconfigure the urban fabric based on streets and perimeter blocks as suggested by planning policy. So, while the proposal will affect the perceived openness of the existing estate, it is considered that the proposed buildings will address the street and surrounding public realm more successfully, introducing activity and engaging better at ground level. 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 in accordance with Policy 7.6 of the London Plan, Policy CS8 and CS9 of Islington's Core Strategy and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

Open Space and Landscaping

- 10.65 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.
- 10.66 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, 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 following Islington's 'Streetbook' SPD.
- 10.67 As existing, the Park View Estate has a significant amount of green space around the perimeter of the estate. Though a part of the existing open space was upgraded a number of years ago following a permission dating from 2010 (P092579), it is now proposed as part of this planning application to reconfigure the open space and landscaping. Rather than having courtyard garden spaces in the middle, the centre of the estate is largely occupied by car parking and hardstanding. The existing estate

buildings have been designed to face away from the street with front entrances off the internal car parking rather than the street. One of the aims of the development is to reconfigure the estate around the idea of street frontages and perimeter blocks in line with the aspirations of Islington Core Strategy CS8 and CS9.

- 10.68 Buildings A, E and G involve building on green space on the perimeter of the estate, on Highbury New Park and Collins Road. In order to understand whether the loss of green space on the perimeter can be justified, the acceptability of proposed re-provision and mitigation as well as any overriding planning benefits needs to be fully considered and assessed. Firstly, and perhaps most importantly, the loss of green space is fully compensated, with much of the car parking in the centre of the estate being converted into useable green space resulting in an overall uplift in permeable / green space on site. In fact, the development on existing green spaces would result in a loss of 873.7sqm of open space, while the provision of new green spaces on existing car parking would result in an uplift of 1021.7sqm.

Open Space	Area
Total Area lost to proposed new buildings	873.7 sqm
Total new provision on existing car parking	1021.7 sqm
Net gain in open space provision	148 sqm

- 10.69 Moreover, proposed Buildings A, E and G have been designed so that their location position and orientation aligns them with, and connects them to, the street. Their principal elevations and main entrances face the street and they are accessed from Collins Road and Highbury New Park. This is indeed one of the intended consequences of the proposal, to create perimeter blocks with street frontage. While some of the openness perceived from the street would be lost, the proposed buildings maintain spaces between buildings allowing for glimpses into the open spaces beyond. Consequently, the permeability of the estate would be maintained, in accordance with Development Management Policies DM2.1 and DM8.4.
- 10.70 In addition to the re-provided green space and urban design intention described above, the planning application also involves over-riding planning benefits that need to be borne in mind. New high quality residential accommodation would be created, 55% of which would be for social rent. Moreover, the proposal has been well-designed with a consideration and respect for both the existing estate and the adjoining Highbury New Park Conservation Area.
- 10.71 Looking at the landscape strategy in more detail, it is clear that the proposal would significantly increase the quality of provision on the estate. The strategy that emerges is one that consists of two courtyard spaces (one behind the proposed Building G and one at the centre of the estate), a linear garden at the southern end of the site and a new play street/area at the rear of 69-96 Park View. The ball court within the first courtyard space would be retained and the existing hardstanding and car parking area would be removed, leaving a generous courtyard space for existing and future residents. In the middle of the estate, the existing sub-station would be retained; however, the removal of the existing car parking results in a second generous courtyard space with a small area of child playspace alongside the retained mature trees and new soft landscaping.
- 10.72 At the southern end of the estate, a new linear garden would be provided between 69-96 Park View and the rear garden walls of 122-126 Highbury New Park. The garden would consist of retained trees, new soft landscaping and a pedestrian route consisting of permeable paving or gravel. The garden runs across the entire length of the estate, providing a well-defined pedestrian route from north-to-south through the

estate. At the south-eastern end of the estate, the vehicular access would be restricted and a new car-free play street/area is proposed to the rear of 69-96 Park View. The development proposal includes a total of 814sqm of playspace, including the ball court, playspace for younger and older children as well as fitness equipment and informal playspace. As such, the proposal includes sufficient amounts of playspace. This is considered further in subsequent sections of this report.



Proposed Sketch Plan showing Landscaping

- 10.73 Given the aspiration to create street frontages and perimeter blocks, the formation of new courtyard garden spaces in the centre of the estate is considered to suitably compensate the loss of green space on the perimeter. Moreover, the quality of the landscape strategy and the overall planning benefits derived from the proposal are considered to fully mitigate against the loss of existing green spaces in accordance with Core Strategy Policy CS15 and Development Management Policy DM6.3. While the landscape strategy is supported in principle further details would be required by condition (12) in the event of permission being granted to ensure that the final design of the landscaping is of the highest quality and properly implemented.

Trees:

- 10.74 Development Management Policy DM6.5 requires developments to minimise any impacts on trees, shrubs and other significant vegetation. Developments within proximity of existing trees are required to provide protection against damage during construction. Moreover, development proposals must protect, contribute to and enhance the landscape, biodiversity value and growing conditions of a development site and maximise the provision of soft landscaping, including trees, shrubs and other vegetation.
- 10.75 The proposal would result in a loss of six trees to facilitate development, five of which are considered to be of low value (Category C) and one of moderate value (Category B). Three further trees would be removed, irrespective of the development because of their poor health and condition. All existing retained trees would be protected during the construction process to ensure their health and future growth and details of all works to trees will required by condition to ensure they meet required standards (*conditions 13 and 14*).
- 10.76 Nine new trees are proposed on the estate, two on the Collins Road frontage and seven new trees towards the middle of the estate. The new proposed trees would compensate for the loss of canopy cover resulting from the tree removal and using a 20-year projection would result in an increase in canopy cover. The planting of these trees would be required by condition (12). The proposal also includes an overall

increase in green space of 148sqm with a greater variety of plant and tree species which would enhance the overall ecological value of the site. Green roofs are proposed to all new buildings to enhance biodiversity and reduce water run-off with further details required by condition (9). The application includes a significant improvement to semi-private open space and communal garden space which would provide an enhancement to the amenity of local residents.

- 10.77 Subject to appropriately worded conditions, the proposal is considered to be in accordance with the Core Strategy Policy CS15 and Development Management Policy DM6.5. 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 (12), an Arboricultural Method Statement (13) and a Scheme of Site Supervision (14).

Density

- 10.78 The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The existing Park View Estate comprises a total of 130 residential units across a site of 1.56 hectares. The development scheme proposes a total of 40 new residential dwellings, resulting in a total of 170 dwellings on the estate. This equates to 554 habitable rooms on the estate. As such, the proposed development would result in a residential density on the estate of some 355 habitable rooms per hectare.
- 10.79 In assessing the appropriate housing density for the application site and the wider estate it is also necessary to consider the London Plan in more detail, 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.
- 10.80 Part of site has a public transport accessibility level (PTAL) of 4 while the remaining part of the site has a PTAL of 3. For urban areas with a PTAL of 2-3, the London Plan Policy 3.4 (Table 3.2) suggests that a density level of between 200 and 450 habitable rooms per hectare would be most appropriate. For urban locations with PTAL levels of 4-6, the London Plan recommends a PTAL level of up to 700 hr/ha.
- 10.81 This level of housing density, at 355 hr / hectare, is considered to be well within the suggested range and is considered to be appropriate in this urban context.

Accessibility

- 10.82 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.
- 10.83 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.
- 10.84 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.

- 10.85 It can be confirmed that all new dwellings, except for the 1st floor dwelling in Building B (which has a stepped approach), would meet the criteria within Islington's Inclusive Design SPD and 4 of the new dwellings would be wheelchair accessible dwellings. As such, 10% of the units would be built to Category 3 standard and will be condition as such (*condition 6*). The wheelchair accessible dwellings are provided as follows: a 2B4P unit on the ground floor of Building B; a 2B4P unit on the ground floor of Building D; a 2B3P dwelling on the ground floor of Building E; and a 2B3P dwelling on the ground floor of Building G.
- 10.86 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. It can be confirmed that level access is provided to the vast majority all new dwellings, as described above. Moreover, there are no steps externally anywhere on the estate and all path gradients are less than 1:21. The external landscaping, which is considered in more detail in subsequent sections of this report, has been designed to allow mobility or visually impaired residents to move easily around the site and access all facilities readily.
- 10.87 All shared and private entrances are covered and clearly marked with signage and well-lit. Moreover, all circulation cores within new buildings 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.
- 10.88 It should be noted that the existing estate suffers from a lack of accessibility in terms of level access and lift access to the upper levels. Only the 8-storey block (1-24 Park View) contains a lift, while the remaining blocks rely purely on stair access. It is proposed to improve on this current situation by providing a lift for 69-96 Park View within proposed Building C. Moreover, existing building 109-118 Park View will be given access to the new lift provided in Block E.
- 10.89 In the event of planning permission being granted, the above measures would be secured by planning condition (*conditions 6 and 22*) to ensure that the proposed development is accessible and meets inclusive design standards.

Neighbouring Amenity

- 10.90 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.

- 10.91 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.
- 10.92 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.
- 10.93 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.
- 10.94 The VSC 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. For example, windows in all buildings of the Highbury Quadrant Estate, on Green Lanes and St Augustine's Path (including the Vicarage) as well as the majority of windows to properties on Highbury New Park and the Park View Estate itself would retain 80% of their former VSC value. As such, loss of daylight to these properties would not be noticeable.
- 10.95 However, some of the windows in the surrounding residential properties would be more noticeably affected by the proposed development. A ground floor kitchen window in 126 Highbury New Park would see a 35% reduction in its daylight as a result of Building E. There are other windows in this flank elevation which face the development site, however they all serve non-habitable rooms such as bathrooms or hallways. All other windows serving habitable rooms in this property would retain good levels of natural daylight and thus overall residential amenity for these residents will be maintained. The daylight / sunlight impacts on 126 Highbury New Park are shown below:

126 Highbury New Park		Vertical Sky Component			No skyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%)	Proposed VSC (%)	VSC % of former value Target 80%	Reduction (%) Target 80%
Lower Ground / W5	Living Room	23.1	22.8	99%	100%
Lower Ground / W6	Living Room	28	27.9*	100%	
Lower Ground / W7	Living room	27.9	28*	100%	
Lower Ground / W8	Kitchen	27.5	27.4*	100%	100%
Lower	Kitchen	24.3	15.8	65%	63%

Ground / W10					
Upper Ground / W7	Living Room	27.1	26.9	99%	100%
Upper Ground / W8	Living Room	31.1	31*	100%	
Upper Ground / W9	Living Room	31.6	31.2*	99%	
1 st Floor / W6	Bedroom	35.3	35.3*	100%	100%
1 st Floor / W7	Kitchen	35.5	35.4*	100%	100%
2 nd Floor / W3	Living Room	37.9	37.9*	100%	100%
2 nd Floor / W4	Kitchen	38	38*	100%	100%
3 rd Floor / W4	Bedroom	39.5	39.4*	100%	100%

*Retains greater than 27% which means it complies

10.96 An objection has been received regarding the impacts on 118 and 120 Highbury New Park, in particular that the loss of daylight and sunlight on these properties has not been properly assessed or considered. In fact, the loss of daylight and sunlight and retained levels of daylight and sunlight have been assessed for these properties and it can be confirmed that all windows, habitable rooms as well as outdoor amenity space would not suffer noticeable losses of daylight or sunlight and would retain good levels of natural light, complying with all relevant BRE guidelines. None of the windows serving habitable rooms in other Highbury New Park properties would suffer noticeable losses of VSC, nor would any rooms experience noticeable losses in daylight distribution.

10.97 The property with the most number of windows with losses of daylight as measured by the VSC is Newington Court, a student accommodation building adjacent to the proposed Building A on Collins Road. However, Building A has been designed to minimise impacts on an existing Mulberry tree and the building steps back from the elevation of this adjacent building. As a consequence, the impacts of development on this adjacent building have been minimised and only 8No. of the building's bedroom windows would in effect lose between 21% and 28% of the existing VSC. The losses of daylight to these windows, while noticeable, are not considered particularly significant. In almost all cases the loss of daylight distribution would not be noticeable, though in some cases it is affected more considerably. The rooms affected are used as student accommodation which is not considered permanent residential accommodation and thus not treated with the same sensitivity. Inevitably, the lower floors are most affected and thus impacts on those rooms most affected on the lower levels are shown in the below table.

Newington Court		Vertical Sky Component			No skyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%)	Proposed VSC (%)	VSC % of former value	Reduction (%) Target 80%
Ground / W1	Bedroom	14.2	10.2	72%	85%
Ground / W2	Bedroom	14.8	11.3	76%	87%
Ground / W3	Bedroom	12	9.1	76%	50%
1 st Floor / W1	Bedroom	22.2	16.7	75%	86%
1 st Floor / W2	Bedroom	18.5	13.8	74%	87%
1 st Floor / W3	Bedroom	14.3	10.5	74%	54%
2 nd Floor / W1	Bedroom	24.7	19.3	78%	88%
2 nd Floor / W2	Bedroom	20.7	15.9	77%	88%
2 nd Floor / W3	Bedroom	15.9	12.2	76%	60%
2 nd Floor / W5	Bedroom	11.2	10.9	97%	100%
2 nd Floor / W6	Bedroom	19.8	19.2	97%	99%
2 nd Floor / W7	Bedroom	22.2	21.5	97%	100%
2 nd Floor / W8	Bedroom	26.5	25.4	96%	100%

10.98 There are a number of other windows in this property, however they would not be noticeably affected by the development and as such they have not been included in the table.

10.99 There are a number of windows within the Park View Estate itself that would experience noticeable losses of daylight as measured by the VSC. Again, these losses have been minimised due to the layout and design of the proposed buildings. In 1-24 Park View Estate there are windows running up the flank wall which faces the proposed Building G. Some of these windows would suffer losses of between 30%-45% of VSC. However, the windows serve dual aspect accommodation and as such there would be no noticeable reduction in daylight distribution to the rooms that they serve. The windows in question are shown on the flank elevation (W10) on the central image shown below:



Window Key for 1-24 Park View

10.100 There are some further losses of daylight as measured by the VSC to windows in 109-118 Park View. The losses are to habitable accommodation windows, serving dual aspect accommodation. As a result, the reduction in daylight distribution to the rooms that they serve would be minimal as shown in the table below:

109-118 Park View		Vertical Sky Component			No skyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%)	Proposed VSC (%)	VSC % of former value	Reduction (%) Target 80%
Ground / W2	Kitchen	25	22	89%	99%
Ground / W3	Bathroom	19.9	18.4	83%	100%
Ground / W4	Living Room	32.5	32.5*	100%	96%
Ground / W5	Living Room	33.5	18.8	56%	
1 st Floor / W1	Bathroom	13.2	12.0	91%	99%
1 st Floor / W2	Bedroom	10.3	9.7	94%	100%
1 st Floor / W4	Bedroom	34.3	34.3*	100%	96%
1 st Floor / W5	Bedroom	35.1	20.8	77%	
2 nd Floor / W2	Kitchen	36.2	34.8*	96%	100%
2 nd Floor / W3	Bathroom	33.5	32.8*	98%	100%
2 nd Floor / W1	Living Room	36	36*	100%	98%
2 nd Floor / W4	Living Room	36	24	66%	

3 rd Floor / W1	Bathroom	38.6	38.2*	99%	100%
3 rd Floor / W2	Bedroom	38.6	38.5*	100%	100%
3 rd Floor / W4	Bedroom	37.6	37.6*	100%	99%
3 rd Floor / W5	Bedroom	37.9	30.6*	81%	

*Retains greater than 27% which means it complies

10.101 Similarly, there are a number of windows within 131-142 Park View which would suffer losses of VSC of up to 50%. Most of these windows serve dual aspect accommodation and as such the daylight distribution of the rooms that they serve would not be noticeably affected. However, two of the windows are single aspect bedroom windows, one of which would have noticeable losses of VSC which translate into noticeable losses of daylight distribution (38%) to the room that it serves. The other windows in this dwelling would retain good levels of natural daylight as is shown on the table below:

131-142 Park View		Vertical Sky Component			No skyline (daylight distribution)
Room / Window	Room Use	Existing VSC (%)	Proposed VSC (%)	VSC % of former value	Reduction (%) Target 80%
1 st Floor / W2	Bedroom	35.9	22.1	61%	98%
1 st Floor / W3	Bedroom	35.6	35.6	100%	
1 st Floor / W1	Bedroom	35.5	15.7	44%	62%
2 nd Floor / W1	Living Room	36.8	24.4	66%	98%
2 nd Floor / W2	Living Room	36.9	36.9	100%	
3 rd Floor / W2	Bedroom	37.6	27.8*	74%	98%
3 rd Floor / W3	Bedroom	38.1	38.1	100%	
3 rd Floor / W1	Bedroom	37.2	23.2	62%	78%

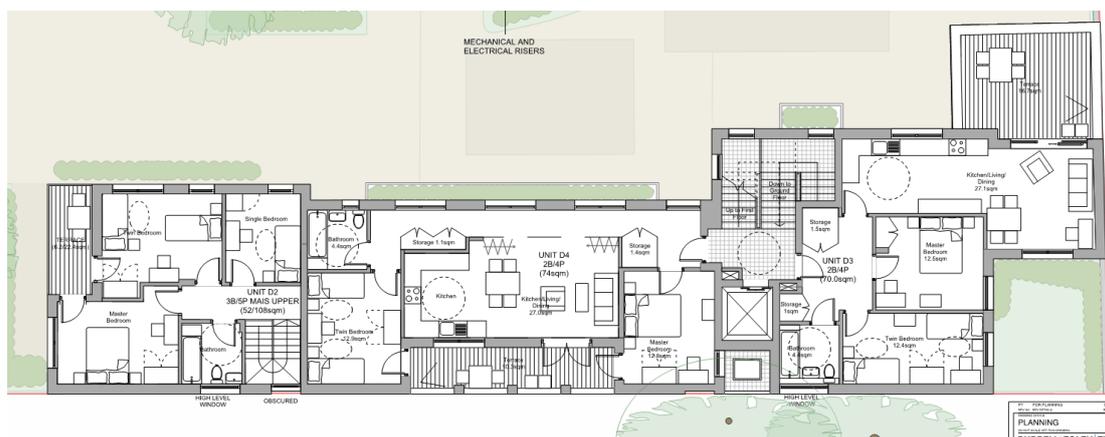
*Retains greater than 27% which means it complies

10.102 In terms of sunlight, the proposed buildings are generally positioned north of the closest residential properties. In the rare cases where existing residential properties' southerly aspect is affected, the proposed buildings are a significant distance from the proposed buildings and thus losses to sunlight are minimised to acceptable levels and good levels of sunlight are maintained throughout. The only exception is the ground floor window of 109-118 Park View which will experience noticeable losses in sunlight due to the location of Building E. However, all of the windows tested would meet the target values for sunlight as defined by the BRE guidelines.

10.103 Overall, the vast majority of neighbouring residential properties would not suffer noticeable losses of VSC and daylight distribution and would retain good levels of daylight and sunlight. There are a number of windows within 109-118 Park View and 1-24 Park View that would experience noticeable reductions in VSC however as they all serve dual aspect accommodation that effect on the rooms that they serve is not considered to be unacceptable and the majority of impacted rooms are bedrooms with a lower expectation for good lighting. There are two exceptions where kitchen and bedrooms in 126 Highbury New Park and 131-142 Park View respectively would have reduced levels of natural daylight as described above. The overall impact on sunlight and daylight is considered acceptable in planning terms.

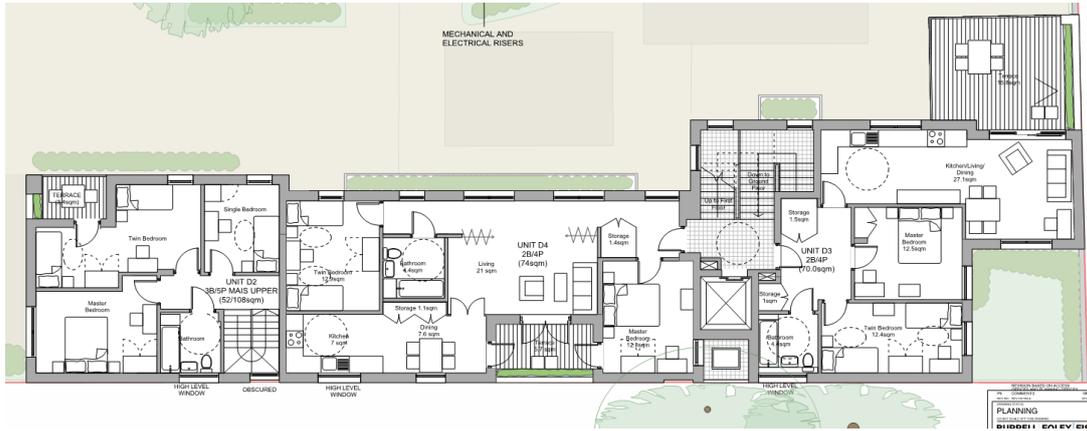
10.104 Overlooking / Privacy: Development Management Policy 2.1 identifies that 'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking 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.

- 10.105 The proposed Building A is in close proximity to both the student accommodation block Newington Court as well as 1-24 Park View. The building has been designed to step back from the street and the nearest side elevation of Newington Court in order to protect a Mulberry tree and to minimise impacts on this neighbouring property. As a result, the nearest window-to-window distance with this building is some 24 metres which exceeds the 18 metre minimum. On the other side is 1-24 Park View, however this building does not have any windows within the flank elevation the development site and as such there are no overlooking or privacy concerns.
- 10.106 Building B has its principal windows in the northern and southern elevation to reduce overlooking. It also has windows in the building's western elevation which faces 25-52 Park View. However, these windows have been angled so that there is no direct overlooking between these two neighbouring residential buildings. The building has no windows in its eastern elevation which adjoins the rear garden boundary of 167 Green Lanes.
- 10.107 Building C and D are in close proximity to each other with potential mutual overlooking. However, though Building D has windows in its northern elevation facing Building C, there is only one high-level window serving a stair core in Building C's facing elevation. As such there would be no overlooking between the two properties. There are no windows serving habitable rooms in Building C's eastern elevation and Building C's western elevation is some 30 metres away from the nearest property on Highbury New Park which it faces. As such, there would be no unacceptable loss of privacy as a result of Building C.
- 10.108 Building D's rear elevation overlooks the rear gardens of 114 Highbury New Park, giving rise to potential overlooking and a loss of privacy. While the windows in this elevation are mainly high level with no opportunities for overlooking over adjoining amenity space nor neighbouring windows, there are proposed balconies and roof terraces at 1st and 2nd floor level that could result in a loss of privacy due to overlooking over this private amenity space. These balconies have now been significantly amended and reduced since the planning application was originally submitted.



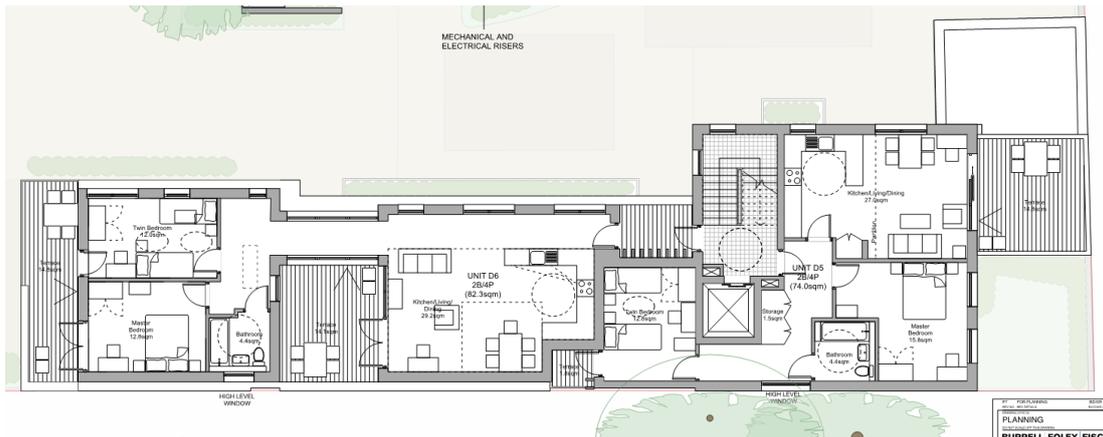
Building D 1st Floor as originally submitted

- 10.109 The balcony for Unit D2 now faces away from 114/116 Highbury New Park and the balcony serving proposed Unit D4 has been reduced in size with additional screening shown to reduce overlooking. Similarly, the balcony serving Unit 3 has been designed with additional screening to protect privacy. It is considered that any permission be conditioned to require further details of privacy screens around the balconies and roof terraces to ensure that overlooking does not result in a loss of residential amenity to this neighbouring residential property (*condition 5*). The change can be seen below.

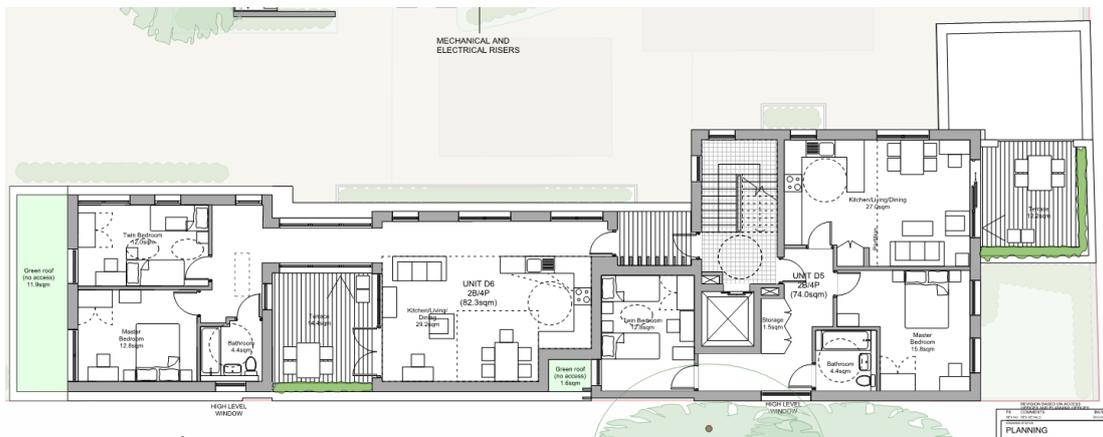


Building D 1st Floor as now proposed

10.110 Further changes have also been made to balconies and roof terraces at 2nd and 3rd floor level. One of the balconies serving Unit 6 has been removed completely to protect the privacy of 114/116 Highbury New Park. Furthermore, a proposed balcony serving Unit D5 has been removed from the design and the remaining balcony has been designed with additional screening. In some instances, the screening is shown only as a dense hedge, however something more permanent will be required to ensure privacy is maintained. Further details of screening here will also be required by condition (5). The proposed changes are shown below:



Building D 2nd Floor as originally submitted



Building D 2nd Floor as now proposed

10.111 Building E is positioned between an existing estate building 109-118 Park View and 126 Highbury New Park. The building's southern elevation, which faces 126 Highbury New Park, has been designed to minimise overlooking. As such, the two windows on each of the floors of this proposed building would be at an oblique angle to the adjacent building, thereby preventing overlooking. Moreover, the only window serving

a habitable room to this property is a kitchen window at ground floor level. All the windows on Building E's northern elevation would be obscured to prevent overlooking to 109-118 Park View. All of the proposed building's main windows are on the western elevation which faces the street with no resulting loss of privacy. On the building's eastern elevation, all balconies are designed with fixed vertical louvres to prevent any overlooking.

- 10.112 Building G's southern and eastern elevations face the existing estate buildings of 131-142 Park View and 1-24 Park View and thus these elevations need to be carefully considered to ensure that there is no unacceptable loss of privacy. The windows in the proposed building's southern elevation have been angled away from the neighbouring building in order to minimise overlooking and maintain privacy levels. However, there are proposed balconies in this elevation which would be within 18metres of habitable windows within 131-142 Park View. Screening has now been proposed to these balconies involving vertical timber louvres. This will be necessary in order to prevent overlooking in future and further details will be required by condition (5). The building's eastern elevation has been designed to prevent overlooking and loss of privacy.
- 10.113 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.
- 10.114 The proposals for Buildings B, C and D would result in passive surveillance over parts of the estate that are currently poorly overlooked. The reconfiguration of the estate around perimeter blocks with street frontage is considered to enhance legibility, providing a clearer distinction between public and private space. The proposal includes a lighting strategy which would also create a safer environment. It is considered that these measures would contribute significantly towards creating a safer and more secure environment for residents on the estate. Lighting details will be suitably conditioned to ensure a safer environment.
- 10.115 Noise and Disturbance: adequate sound insulation would be provided to all new units to protect the amenities of existing and future residents and this is covered by Building regulations. Moreover, the opening hours of the new community room would be controlled by condition (16) in order to protect the living environment of residents. The community room is a very modest size and is not expected to attract large groups of people. Nonetheless the servicing requirements and sound insulation between it and the residential accommodation above will be controlled by condition (16)
- 10.116 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 and is considered to result in an improvement in terms of safety and security.

Quality of Resulting Residential Accommodation

- 10.117 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life for Islington residents, 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.
- 10.118 Unit Sizes: All of the proposed residential units comply with the minimum unit sizes as expressed within this policy. Part C of Policy 3.4 requires for floor-to-ceiling heights to be a minimum of 2.6 metres. All proposed units would meet this standard, except for

units within Building E which have minimum floor-to-ceiling heights of 2.4 metres. This building has been designed to relate to its immediate neighbour in its design and a walkway is proposed to link the two to provide lift access to existing residents which fixes the proposed floor levels. All the proposed dwellings within this building are well-proportioned, with generous private amenity space and meet all other space standards. As such, the minor discrepancy in floor-to-ceiling heights can be accepted in this instance.

- 10.119 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'.
- 10.120 All new dwellings proposed would achieve both dual aspect and 96% of habitable rooms would achieve good levels of natural daylight. The exceptions are a bedroom within Building B, a bedroom within Building D and a further bedroom within Building G. The lesser levels of light result in the rooms having been designed to minimise overlooking to existing residential properties. These proposed dwellings meet all other standards and would have good levels of daylight in all other rooms as well as generous provision of private amenity space.
- 10.121 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).
- 10.122 The private amenity space proposed for almost all of the proposed units would exceed minimum requirements. Two of the proposed units in Block D would narrowly miss the respective minimum requirements of 25sqm and 30sqm however. That being said, the units would still have access to approximately 20sqm of private amenity space each as well as direct access to an improved communal garden and public realm on their door-step.
- 10.123 Playspace: Policy DM3.6 requires all housing development of more than 10 dwellings to make provision of play based on anticipated child yield. The London Plan sets a benchmark standard of a minimum of 10sqm of suitable child playspace per child for new developments, with Islington's DM Policy 3.6 setting a minimum of 5sqm. With an estimated child yield of 21 as a result of the new development, there would be a requirement to provide 104.4sqm of child play space as a minimum.
- 10.124 The estate currently includes approximately 200sqm of playspace. The development proposal includes a total of 814sqm of playspace, including the ball court, playspace for younger and older children as well as fitness equipment and informal playspace. The resulting uplift in playspace is over 600sqm so it is considered that the proposal includes sufficient amounts of playspace. Further details of any playspace provided within the development would be required by condition (12).
- 10.125 Noise: The development is sufficiently set back and removed from the noise traffic on Green Lanes and as such no specific sound insulation condition is proposed as this is dealt with by Building Regulations. A condition (15) is recommended requiring details of noise from roof plant to be submitted. 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.
- 10.126 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 considered acceptable (*condition 20*).

Dwelling Mix

10.127 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.

10.128 The scheme proposes a total of 40 residential units with an overall mix comprised of:

Dwelling Type	Social Rent Units	Private Units	Total	
1 Bed	6	2	8	10.129
2 Bed	14	16	30	10.130
3 Bed	2	0	2	10.131
4 bed +	0	0	0	10.132
TOTAL	22	18	40	10.133

10.134

10.135 Development Management Policies require a large amount of family-sized social rented dwellings to be provided. The dwelling mix proposed for the social rented units is not in accordance with dwelling mix required by policy. 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 on housing waiting lists which shows that 1-bed and 2-bed dwellings are the most sought-after housing type.

10.136 The supporting text of policy DM3.1 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. In such cases registered providers will need to satisfy the council that the proposed housing size mix will address a specific affordable housing need/demand and result in an overall improvement in the utilisation of affordable housing units in Islington'.

10.137 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 and could 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

- 10.138 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.
- 10.139 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 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).
- 10.140 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, SUDS, 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

- 10.141 The applicant proposes a reduction in overall emissions of 27.2%, compared to a 2013 Building Regulations baseline, secured by condition (11). This exceeds Islington's policy requirements for a building that is not connecting to a Decentralised Heating Network. The development also exceeds the London Plan policy requirement of 35% reduction on regulated emissions as the development is predicted to achieve a 51% reduction in regulated carbon emission. In order to mitigate against the remaining carbon emissions generated by the development a financial contribution of £82,340 will be sought by way of Director's Letter (pursuant to section 106).

Sustainable Design Standards

- 10.142 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.
- 10.143 The community centre has an area of 500m^2, so a full BREEAM assessment is not required. Nevertheless, BREEAM pre-assessment has been provided which demonstrates a total score of 66.5% for the community centre. This is equivalent to a rating of 'Very Good'. Given the modest size of the unit, this score is considered acceptable.

10.144 The residential element of the development has not been assessed against the Code for Sustainable Homes, as this has been withdrawn. However, a Sustainable Design & Construction Statement has been submitted which demonstrates compliance with Islington's Environmental Design SPD and the standards within the Mayor's Sustainable Design & Construction SPD. As such, the application demonstrates the optimal use of land, retention and planting of new trees, enhancement of biodiversity, climate change adaptation, sustainable urban drainage as well as compliance with Code for Sustainable Homes requirements for bicycle storage, water efficiency, materials, waste and construction.

Heating and CHP

10.145 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

10.146 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.

10.147 Given the distribution of the proposed units across the estate, it is not considered feasible to provide a site-wide CHP. Further information has been provided by the applicant to provide context and to help understand why a CHP system in this instance would not be feasible from a technical, cost and ongoing maintenance point of view.

Renewables

10.148 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."

10.149 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 52.1kWp, with an anticipated annual savings of 23.9 tCO₂ and would be located at roof level of all new buildings. This would be secured by condition (7). The solar PVs will be optimally angles to maximise output.

10.150 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

10.151 A drainage and SUDS strategy has been submitted with the application. The details indicate a 60% reduction in surface water run-off. This fails to achieve the greenfield water run-off rate suggested by policy which encourages developments to achieve a green-field run-off rate. However, the nature of the development proposed, which

essentially involves infill housing within an established housing estate, limits the potential of achieving more substantial water run-off rate reductions. The drainage and SUDS strategy including green roofs will be secured by condition (9 and 10) and the responsibility of maintenance placed on the applicant, in this case Islington Housing.

Green Performance Plan

- 10.152 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).
- 10.153 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

- 10.154 The southern part of the site has a PTAL of 4 given that it is considered to be in walking distance to Canonbury Railway station whereas the northern part of the site is considered to have a PTAL of 3. As such, the estate is considered to have a good level of public transport accessibility. The site also has local cycle routes running alongside it as well as pedestrian routes in all directions providing access to a number of bus routes from Green Lanes, Highbury New Park and Highbury Grove. The site is not considered to be in walking distance to London Underground stations but due to its close proximity to bus routes and Canonbury Railway station, the site has a good PTAL level.

Pedestrian / Cycle Improvements

- 10.155 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. Policy BC4 of the Finsbury Local Plan supports highway improvements around Goswell Road that promote pedestrian and cyclist movement and safety. Cycle parking requirements apply for any new residential/commercial units, and extensions of 100 square metres or more. 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.
- 10.156 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. A new north-south pedestrian route is proposed which would significantly improve the pedestrian environment. In terms of cycle parking, a total of 94 cycle spaces will be provided across the estate for the new residents, which equates to one per bedroom (*condition 21*). The cycle parking will be provided as follows:

Block A: 16 internal and covered spaces in 2-tier stackers;

Block B: 4 spaces for residents provided internally or covered;

Block D: 22 covered and secure spaces for residents (including 2 for accessible cycles);

Block E: 8 spaces for new residents provided internally;

Block G: 29 spaces provided internally and 5 in garden.

- 10.157 Ten further spaces are provided adjacent to the substation. A further five spaces would be provided for visitors of the community centre and a further 64 spaces would be provided in Blocks A and G for existing residents. The provision exceeds the required amount and is in accordance with policy.

Servicing, deliveries and refuse collection

- 10.158 Refuse and recycling facilities would be provided for new residents in line with Islington's refuse and recycling storage requirements. Block A would be provided with a refuse store integral to the building, Block B would be provided with a freestanding structure with refuse facilities, Block C and D would share the bin store provided in Block D, while Blocks E and G would also be provided with adequately spaced refuse facilities within the respective buildings.
- 10.159 Refuse vehicles would access the site from Collins Road and head in a southerly direction through the estate exiting onto Highbury New Park. This route would be blocked off for normal vehicular traffic.

Vehicle parking

- 10.160 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.
- 10.161 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking).
- 10.162 There are currently 39 car parking spaces on the estate. The existing car parking will be removed and replaced with 21 new car parking spaces. Four of these spaces would be accessible parking bays for the proposed wheelchair accessible dwellings, five would be accessible parking bays for existing residents with permits while the remaining spaces would be for existing residents with existing spaces on the estate. It is welcome that the car parking spaces and garages on the estate will be reduced in number in accordance with Islington's Development Management Policies.

Construction Traffic

- 10.163 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*)

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.164 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.
- 10.165 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.

- 10.166 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.
- 10.167 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.
- 10.168 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

- 10.169 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 good planning.

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The application proposes the construction of 40 new dwelling units comprising 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. The proposal also includes the provision of bicycle storage, improvements to the public realm, and the demolition of existing garages and storage units.
- 11.2 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 application proposes a total of 40No. new homes of which 22No. would be affordable homes for social rent. The development delivers a significant increase in affordable homes in accordance with London Plan (Policy 3.3) and Islington Planning Policies (CS12), which seek to ensure a supply of affordable housing for residents. The financial viability of the proposal has been independently assessed and it can be considered that the proposed level of affordable housing is the maximum achievable.
- 11.3 Overall, the proposal is considered to deliver an appropriate balance between respecting the integrity of the estate on the one hand and providing high quality contemporary design on the other. The same architectural language has been

adopted where suitable and matching materials in the form of brickwork and fenestration has been proposed where this is considered appropriate in order to protect the integrity of the estate. The proposal is considered to maintain the character and appearance of the adjacent Highbury New Park Conservation Area and is considered to be well-designed.

- 11.4 While the application includes building on existing green space, the proposal also includes the conversion of existing hardstanding and car parking into communal garden and play space and thus would result in an overall increase in green space. The proposal would result in 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 private, semi-private open space and communal garden space which would provide an enhancement to the amenity of local residents. The proposal is thus considered to be in accordance with the Core Strategy Policy CS15 and Development Management Policy DM6.5.
- 11.5 The proposal's housing density is considered to be comfortably within acceptable limits and the proposed dwelling mix is considered satisfactory given current demand for housing. The housing mix provides a good mix of tenures and the affordable housing offer is considered to be the maximum amount achievable without rendering the scheme unviable. 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 suitable planning obligations.
- 11.6 For the reasons given above 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

- 11.7 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:

- On-site provision of affordable housing in line with submission documents including a provision of 55% affordable housing. 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 2 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 (£4,050) 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 £82,340.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect).
- Submission of a Green Performance Plan.
- The provision of 4 accessible parking bays;
- 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)
	CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:

	<p>Drawing Numbers: Existing Plans BFF/1306 AL(0)100; AL(0)101.P1; AL(0)110; AL(0)111; AL(0)112; AL(0)113; Proposed Plans BFF/1306 AL(0)200.P10; AL(0)201.P2; AL(0)202.P2; AL(0)203.P2; AL(0)204.P2; AL(0)205.P2; AL(0)206.P2; AL(0)207.P1; AL(0)208.P1; AL(0)209.P1; AL(0)210.P7; AL(0)211.P7; AL(0)212.P7; AL(0)213.P7; AL(0)214.P7; AL(0)215.P7; AL(0)216.P6; AL(0)217.P6; AL(0)218.P7; AL(0)219; AL(0)220.P8; AL(0)221.P8; AL(0)222.P7; AL(0)223.P8; AL(0)224; AL(0)230.P8; AL(0)231.P8; AL(0)232.P8; AL(0)233.P8; AL(0)234.P7; AL(0)235.P7; AL(0)236.P7; AL(0)237.P7; AL(0)238.P7; AL(0)239.P7; AL(0)240.P6; AL(0)241.P1; AL(0)242.P2; AL(0)243.P1; AL(0)244.P2; AL(0)245.P1; AL(0)246.P2; AL(0)250.P8; AL(0)251.P8; AL(0)252.P8; AL(0)253.P8; AL(0)254.P7; AL(0)255.P7; AL(0)256; AL(0)260.P7; AL(0)261.P7; AL(0)262.P7; AL(0)263.P7; AL(0)264.P7; AL(0)265.P7; AL(0)266.P6; AL(0)267.P6; AL(0)268.P7; AL(0)269.P1; AL(0)300; AL(0)301; AL(0)302; AL(0)303; AL(0)304; AL(0)305; AL(0)306.</p> <p>Survey Plans 915538 S1 Rev A; 915538 S2 Rev A; 915538US1; 915538US2; Drainage Statement Revision 3 by MLM dated May 2017; Flood Risk Assessment by MLM dated May 2017; Planning Statement by HTA dated June 2017; Design & Access Statement by Burrell Foley Fischer dated June 2017; Landscape Plan by Coe Design dated May 2017; Arboricultural Impact Assessment by Sharon Hosegood Associates dated May 2017; Transport Statement by Lime Transport dated June 2017; Travel Plan by Lime Transport dated June 2017; Sustainable Design & Construction Statement dated February 2017; Energy Strategy by Calford Seaden dated September 2017 Revision 2; Overheating Assessment by Calford Seaden dated September 2017 Revision 1; Green Performance Plan by Calford Seaden dated February 2017; Ecological Report by Tim Moya Associates dated March 2017; BREEAM-UK Pre-Assessment dated April 2017; Daylight & Sunlight Report by Waterslade dated May 2017; Statement of Community Involvement dated June 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 (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 of the relevant phase commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) Facing Brickwork(s); Sample panels of proposed brickwork to be used showing the colour, texture, pointing and perforated brickwork and boundary walls shall be provided; b) Window details and balconies / balustrades; c) Roof materials; d) Zinc/Bronze cladding; e) Perforated metal f) Balcony detail; g) Doors and access points; h) Pre-patinated copper; i) Canopies; j) Green procurement plan; and k) 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</p>

	resulting appearance and construction of the development is of a high standard
4	<p>Construction Environmental Management Plan</p> <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	<p>Obscure Glazing and Privacy Screens</p> <p>CONDITION: Notwithstanding the plans hereby approved, further details of obscured glazing and privacy screens to prevent overlooking from Building D and G to neighbouring properties on Highbury New Park and Green Lanes and to other buildings within the estate shall be submitted and approved in writing by the Local Planning Authority prior to any superstructure works 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	<p>Accessible Homes (Compliance)</p> <p>ACCESSIBLE HOUSING – MAJOR SCHEMES (DETAILS): Notwithstanding the Design and Access Statement and plans hereby approved, 36 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 4 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 2 x 2B3P, 3 x 2B4P 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>
7	<p>Solar Photovoltaic Panels</p> <p>CONDITION: Prior to the commencement of the development hereby approved, details of the proposed Solar Photovoltaic Panels on existing 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>
8	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>
9	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>
10	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"> II. 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 minimum 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>
11	<p>Energy Efficiency – CO2 Reduction (Compliance/Details)</p>
	<p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy (by Baily Garner dated 28th March 2017) which shall provide for no less than a 27.2% 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 27% 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>
12	<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) phasing of landscaping and planting; i) all playspace equipment and structures; and j) 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 /</p>

	<p>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>
13	<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"> 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. 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>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
14	<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> <ol style="list-style-type: none"> 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>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</p>

	satisfactory standard of visual amenity is provided and maintained.
15	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>
16	Community Room (Details)
	<p>CONDITION: Full details of the operation of the community room 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"> - Opening times; - Inclusive design measures; - Sound insulation between the proposed community rooms and residential use of the building; - Details of delivery & servicing. <p>The inclusive design, sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
17	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>
18	Nesting Boxes (Compliance)
	<p>CONDITIONS: The bird and bat boxes shown in the approved Landscape Report shall be 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>

19	<p>No Plumbing or Pipes (Compliance/Details)</p> <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>
20	<p>Refuse/Recycling Provided (Compliance)</p> <p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details of the approved 'servicing and waste management plan'.</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>
21	<p>Cycle Parking (Compliance)</p> <p>CONDITION: The dedicated bicycle storage areas shown on the approved plans shall be provided prior to the first occupation of the building to which they relate 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>
22	<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>
23	<p>Roof-Level Structures (Compliance and Details)</p> <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>

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>Water Pressure</p>
	<p>INFORMATIVE: Thames Water will aim to provide customers with a minimum pressure of 10m head (approximately 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>
7	<p>Surface Water Drainage</p>
	<p>INFORMATIVE: 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</p>

	<p>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. The contact number is 0800 009 3921.</p>
8	<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>
9	<p>Materials</p> <p>INFORMATIVE: In addition to compliance with condition 3 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>
10	<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.
11	<p>Sprinkler Systems</p> <p>INFORMATIVE: While fire safety and floor layout will be further considered though the building control process, you are strongly advised by the London Fire and Emergency Planning Authority to install sprinkler systems as these significantly reduce the damage caused by fire and the consequential cost to business and housing providers, and can reduce the risk to life.</p>

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 2.11 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 3.3 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 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

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 5.11 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 6.12 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 7.8 Heritage assets and archaeology

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)

Strategic Policies

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

Policy CS10 (Sustainable Design)

Policy CS12 (Meeting the Housing Challenge)

Policy CS15 (Open Space and Green Infrastructure)

Policy CS16 (Play Space)

Policy CS17 (Sports and Recreation Provision)

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)

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 2016, Islington Core Strategy 2011 and Development Management Policies 2013:

- Local Cycle Routes
- Highbury New 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 2017
- Conservation Area Design Guidelines

London Plan

- Affordable Housing & Viability
- 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: Eleni Tsoskounoglou Koroshilov
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/105

Date: 2 December 2016

Dear Eleni Tsoskounoglou Koroshilov,

ISLINGTON DESIGN REVIEW PANEL

RE: Park View Estate, Highbury New Park, Islington, London, N5 (pre-application ref. Q2015/4127/MJR)

Thank you for attending Islington's Design Review Panel meeting on Tuesday 8 November 2016 for a first review of the above scheme. The proposed scheme under consideration is for development on the Park View Estate to provide 40 new dwellings and a new community facility within a series of new buildings. The proposal also includes improvements to the estate's access, pedestrian routes and landscaping (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 Tuesday 8 November 2016 including a site visit in the morning and presentation from the design team followed by a questions and answers session and deliberations at the offices of the London Borough of Islington in the afternoon. 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 opportunity to see the scheme at an early stage of development and the general aspirations of improving the estate. However concerns were raised in relation to the design strategy and the architectural response.

Design Strategy

The Panel debated at length the proposed strategy, the process the design team went through to arrive at the proposals and the overall benefits of the proposed scheme. Panel members appreciated the importance of responding to the comments of residents obtained through the consultation process and were impressed by the level of residents interest and involvement. However, they felt that proposals were not yet offering as many benefits as



they might to all residents of the estate and thought the more benefits that could reach out to all areas of the estate the wider support the proposals would likely attract.

The Panel appreciated the proposal's attempt to respond to the community. However it was apparent that there were gaps from a more independent perspective and that a masterplan that expresses the character of the estate from an urban design, townscape and landscape point of view was missing. Panel members felt that the proposals lacked a sense of hierarchy and sequence of spaces and that there was no clarity of the entrance to the estate or its overall legibility. They also considered that the proposed community centre needed to relate to the central space and felt this was a serious shortcoming of the scheme.

Panel members were particularly concerned about the lack of involvement from a landscape specialist as they felt the scheme needed to incorporate a better understanding of movement, legibility and lay out. The Panel felt that adding a landscape architect to the design team could assist in resolving some of the shortcomings of the scheme as a landscape-led approach could bring enhancements and greater coherence to the entire ground floor plane.

The Panel also encouraged the design team to re-visit the proposed phasing to bring improvements to all residents at an earlier stage of development and consider whether there would be additional funding options (e.g. rooftop development and lift access to all existing blocks) that could facilitate an alternative strategy which may sit more comfortably within the existing layout.

Design, architecture and layout

The Panel understood that whilst the estate may have failed in some aspects, such as its access arrangements, as an architectural set piece estates of this kind have an inherent quality and a strong character. They are robust in their appearance and follow a coherent and consistent elevational composition, laid out in a grid form rather than randomly and sit within a landscape which brings quality, calmness and balance.

Panel members were concerned that, by adopting an approach where new elements are added in what appears as an *ad hoc* way, the balanced composition of the existing starts to be eroded and disrupted. Given the considered existing layout the addition of any new elements needs to respond to the defining characteristics of the site which the Panel felt hasn't yet been achieved.

There were some comments made in relation to how the scheme ties in with the adjoining conservation area and concerns were raised that the new stand-alone buildings did not respond well to the existing pattern of development. Panel members felt that some of the architectural features of the existing buildings are interesting in a modest way and bring unity to the composition of the estate and calmness to its transition with the surrounding conservation area. However, the proposals did not respond well to this established character. Concerns were raised in relation to site E, for example, where it is proposed to add an extension to an existing estate building which is also adjacent to a group of handsome buildings in the conservation area. Concerns were raised that the proposals here did not relate positively to the conservation area. Although the use of brick was supported, panel members felt that the elevational treatment appeared confused and overly complicated; it needed refinement and to better relate to the existing buildings.



There was a sense of unease amongst panel members in relation to the adopted character and style of the proposed additions, they felt it did not make sense that extensions to existing buildings looked the same as new independent blocks and that the proposals lacked a contextual response unique to the site.

Summary

The Panel encouraged the design team to revisit the design approach, to look at the existing forms, the hierarchy of solids and voids, the routes through the site, their relationship to the wider context, as all these aspects are fundamental to the process of adding to the existing composition. Panel members also felt the scheme needed a better dialogue between landscape and buildings.

The Panel felt that in an attempt to respond to the demands of residents' feedback, the design team had compromised the scheme such that it lacked coherence. Acknowledging that consultation is important, the Panel considers that the proposed scheme needs to move forward in design terms with a balanced proposition and strategic thinking responding to established urban design principles and best practice.

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

INTRODUCTION

- 1.1 We have been instructed by the Planning Authority of the London Borough of Islington (Islington LPA) to undertake a viability review in respect of a proposed redevelopment of land at Parkview Estate. This scheme is, we understand, still at pre-application stage, and we have not been provided with planning application documents such as a Design & Access Statement. The developer in this case is the London Borough of Islington itself.
- 1.2 The proposed scheme will be an infill development within the Park View Estate, which is located along Highbury New Park, circa 400 metres south of Clissold Park. The infill plots comprise land currently occupied by condemned lock-up garages, lawns and hard standing adjacent to some of the existing residential blocks.
- 1.3 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.
- 1.4 The proposed scheme will include 40 units, of which 18 will be open market sale units and 22 will be social rent units. This is 55% affordable housing delivery, which is higher than the target level of 50% set by the LPA's planning policies. We understand that this is considered by the developer to be the maximum level of affordable housing that can reasonably be delivered, taking into account the costs and values of the scheme.
- 1.5 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.

CONCLUSIONS & RECOMMENDATIONS

- 1.6 The Council's 30-year cashflow model generates a Net Present Value of £3.11m which is shown in Table One, below. The discount rate applied in this model is 3% which is a very low rate and is stated as being in line with the long-term cost of borrowing. It could also be legitimate to increase this in order to factor in risk that the Council will be exposed to over the entire 30 year period.

Table one: developer's appraisal results

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)	£688.3
Estimated Future RTB Sales Receipts	-£924.7
SO Staircasing receipts (assumed 100% disposal by year 11)	£0.0
Rental Income (Net of BDP & Voids)	-£3,781.3
Shared Equity Rent	£0.0
Income from Commercial Rent	£0.0
Estimated Savings re Temp. Accom.	-£294.3
Rent Loss re Demolitions	£0.0
Management Costs	£349.0
Repair&Maint. Costs	£383.9
Major Repairs (Capital Costs)	£471.2
Project specific - Other Costs	£0.0
POSITIVE NPV (minus)	-£3,107.9

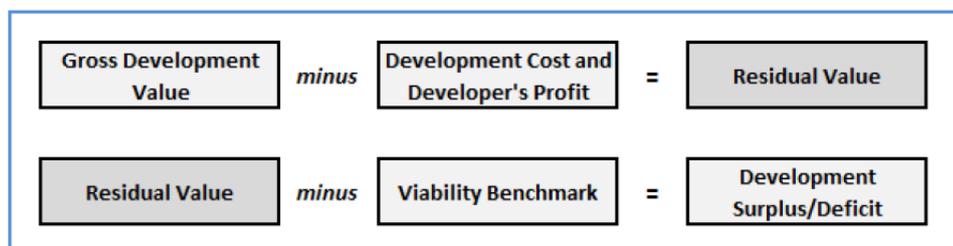
- 1.7 There is no developer's return allowance included as part of the initial development costs. This is a common allowance to make in viability assessments of Council-led schemes, as whilst Council as developer is not motivated by the generation of profit, it is still usually considered necessary for public sector developers to make some level of allowance for the exposure to risk - including the risks associated with selling private market units that are subject to market fluctuations. Therefore a developer's return could arguably have been factored in, which would serve to constrain viability further.
- 1.8 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. The total development cost is shown to be £15.20m, from which the following deductions are made:
1. Capital receipts from Open Market Sale units of £12.01m
 2. Retained Right to Buy "1-4-1" receipts of £2.51m
 3. Other HRA resources - totalling £675,000
- 1.9 Items 2) and 3) above are sources of subsidy. Removing all these subsidies would reduce the Net Present Value (NPV) from the positive figure of £3.11m (shown in Table 1) to a negative figure of -£84,000. This latter NPV figure represents the

Residual Land Value of the proposed scheme, and indicates that no additional affordable housing can be viably delivered.

- 1.10 We understand that the Council as developer does not intend to include a benchmark land value for the site, and no such value is included in the cashflow model we have seen. As the site is owned by the Council and will remain in its ownership following development, it is not necessary for a land cost to be factored into the appraisal, as no payment is required in order for the landowner to release the site for development. Whilst it is standard practice to include such a benchmark land value in appraisals for planning purposes - even in circumstance where the landowner retains the site post-development and has owned the site long-term - given that the Council's primary objective is estate regenerations 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.
- 1.11 With respect to the build costs, our Cost Consultant, Geoffrey Barnett Associates, have undertaken a review of the Cost Plan that has been provided by Calford, and they have concluded the costs are reasonable. Their full report is in Appendix One. In addition, the sales values applied to the private market housing are in line with the comparable sales evidence that we have analysed.
- 1.12 We have scrutinised the 30-year cashflow model that has been provided to us in Excel format. This follows standard practice for cashflow models and we consider it a robust method of testing viability.
- 1.13 It is standard practice, endorsed by RICS Guidance Note Financial Viability in Planning (2012), that when determining planning applications, the aim should be to reflect industry benchmarks. Local Planning Authorities 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 dis-benefits 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.
- 1.14 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.

PRINCIPLES OF VIABILITY ASSESSMENT

- 1.15 Assessment of viability for planning purposes is based on the principle that if the proposed scheme cannot generate a value that equals or exceeds the current site value, it will not proceed. Financial viability for planning purposes is defined by the RICS guidance as an “objective financial viability test of the ability of a development project to meet its costs including the cost of planning obligations, while ensuring an appropriate site value for the landowner and a market risk adjusted return to the developer in delivering that project.”
- 1.16 A fundamental issue in considering viability assessments is whether an otherwise viable development is made unviable by the extent of planning obligations or other requirements.
- 1.17 RICS guidance suggests that “the site value benchmark should equate to the market value subject to the following assumption: that the value has regard to development plan policies and all other material planning considerations and disregards that which is contrary to the development plan”. The purpose of a viability appraisal is to assess the extent of planning obligations while having regard to the prevailing property market.
- 1.18 In this context it is highly relevant to consider the degree to which planning policy has been reflected in the land transactions promoted and whether they are themselves considered to represent market value as distinct from overbids.
- 1.19 Viability appraisals work to derive a residual value to indicate viability. This approach can be represented by the simple formula set out below:



- 1.20 Development costs include elements such as planning obligations, professional fees, finance charges and contingencies as well as the necessary level of ‘return’ that would be required to ensure developers are capable of obtaining an appropriate market risk adjusted return for delivering the proposed development.
- 1.21 It is standard practice, endorsed by RICS Guidance Note Financial Viability in Planning (2012), that when determining planning applications, the aim should be to reflect industry benchmarks. Local Planning Authorities 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 dis-benefits 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.

FURTHER DISCUSSION OF DEVELOPMENT APPRAISAL

- 1.22 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 at least partly self-funding by using capital receipts from sale of the private flats to fund the development of educational 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.
- 1.23 For 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 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. For example, a 10% developer return would amount to £1.4m against the total construction cost.
- 1.24 The appraisal incorporates £12,012,000 of revenues from the open market sale units, which have an average unit price of £630,000. This has been estimated by JLL in their May 2017 report undertaken on behalf of the Council. Comparable evidence has been provided in support of JLL's estimated sales values, and we have analysed this evidence and conclude that it is highly suitable and provided support for the values adopted.
- 1.25 We agree with the approach taken to the affordable housing, which has been cashflowed in the 30-year cashflow appraisal together with annual management costs.

Build costs

- 1.26 Our Cost Consultant, Geoffrey Barnett Associates, have undertaken a review of the Cost Plan that has been provided by Calford, and they have concluded that the cost estimated is reasonable. Their full report is in Appendix One. Their key comments are:

"Total construction costs are stated to be £10,671,276 excluding construction inflation. This figure includes preliminaries at 16%, overheads and profit at 7%, design fee at 6% and risk at 5%. The overall cost equates to £2,844/m² GIA. Cost are stated to be current at 2Q 2017.

"The development consists of relatively complex extensions to existing blocks. As a result, we feel that it is acceptable to use BCIS 'upper quartile' rates as benchmark to compare costs against.

"As can be seen, costs vary from slightly lower than BCIS (Block A) to considerable higher than BCIS (Blocks B & E). However, there are swings and roundabouts in this. We calculate than an average cost per m² using BCIS would be £1,850. This

means that Calford Seaden's average costs (at £2,021/ (m2), are approximately 9% higher than BCIS. We consider this to be within acceptable estimating margins."

- 1.27 The contingency equates to 5.8% as a proportion of the residential build cost (inclusive of fees and public realm/demolition. This is a reasonable allowance.
- 1.28 No land acquisition cost is included in the appraisal.

Private sales values

- 1.29 The appraisal incorporates £12,012,000 of revenues from the open market sale units, which have an average unit price of £630,000. This has been estimated by JLL in their May 2017 report undertaken on behalf of the Council. The below values have been adopted in the Council's appraisal:

Unit Type	MV-VP (May 2017)
One bedroom units	£445,000 - £505,000
Two bedroom units	£625,000 - £690,000
Three bedroom units	£724,500 - £850,000

- 1.30 Comparable evidence has been provided in support of JLL's estimated sales values, and we have analysed this evidence and conclude that it is highly suitable and provided support for the values adopted. There are 16 two-beds and 2 one-beds, and JLL's estimated values are:

Affordable housing

- 1.31 No upfront capital receipts are included in the appraisal, as the Council will not be selling the units to an RP, but will keep these long term. Suitable levels of rent and management costs have been inputted into the 30-year model, together with Right to Buy receipts which are in line with the rate of purchase that we typically see in cashflow models.