



## PLANNING COMMITTEE REPORT

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

PLANNING COMMITTEE		AGENDA ITEM NO: B2
Date:	1 <sup>st</sup> March 2018	
Application number	P2017/3493/FUL	
Application type	Full Planning Application	
Ward	St Peters	
Listed building	N/A	
Conservation area	Adjacent to Duncan Terrace/Colebrooke Row Conservation Area Adjacent to Article 4 Area Duncan Terrace/Colebrooke Row Adjacent to locally listed buildings (8 to 25 Packington Street)	
Development Plan Context	Archaeological Priority Area Adjacent to Angel Town Centre In close proximity to Crossrail 2 safeguarding area Core Strategy Key Area (Angel & Upper Street)	
Licensing Implications	None	
Site Address	Windsor Street Car Park, Islington, London N1 8QF	
Proposal	Demolition of 12 (twelve) existing garage units and removal of adjacent car parking facilities to facilitate construction of a three storey (plus basement), 11-bedroom (plus staff sleep-in unit) building to accommodate a supported living scheme (use Class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. Associated landscaping including courtyard garden areas, refuse and cycle storage provision for both residents and staff,	

	is also proposed.
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Case Officer	Evie Learman
Applicant	Souad Akbur - New Build and Regeneration Team, London Borough of Islington.
Agent	Simon Owen 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 IN RED)

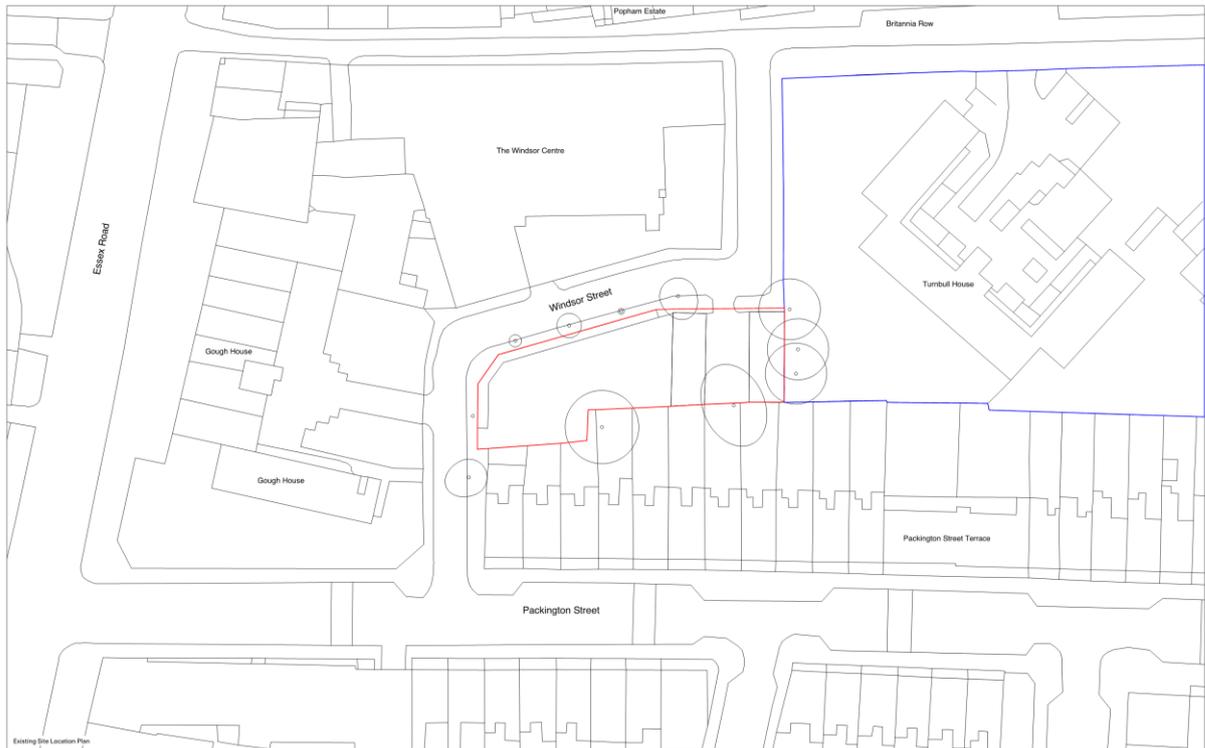


Fig. 1: Site location plan.

## 3 PHOTOS OF SITE/STREET

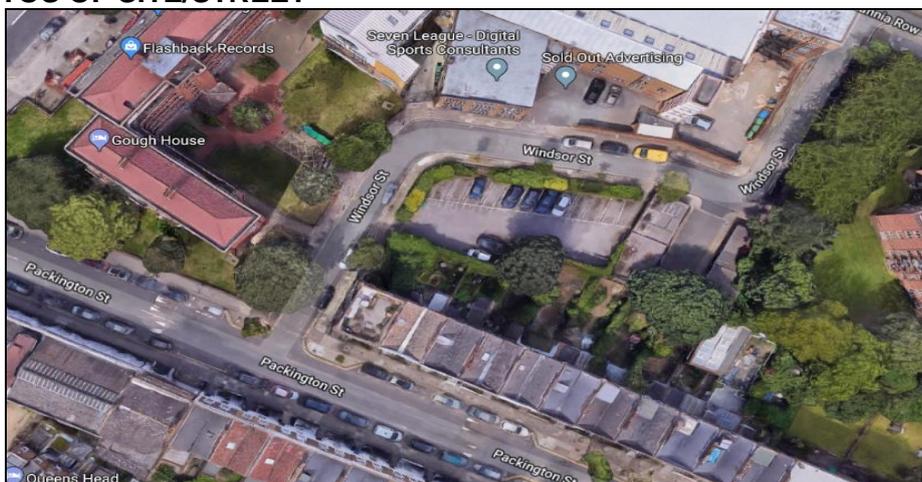


Fig. 2: Aerial view of site looking north



**Fig. 3:** View facing north-east from Packington Street; Windsor Street turning is to the left



**Fig. 4:** View of site facing east to north-east from Windsor Street



**Fig. 5:** View of site looking south to south-east from Windsor Street



**Fig. 6:** View of site looking west to south-west



**Fig. 7:** View of site looking north-east



**Fig. 8:** View of site facing south towards existing garages

## 4 SUMMARY

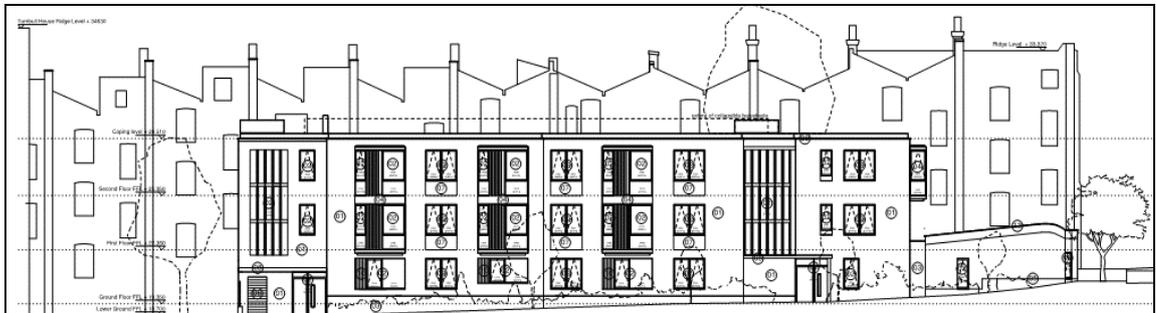
- 4.1 The application proposes the demolition of 12 (twelve) existing garage units (not ancillary to C3) and the removal of adjacent car parking facilities to facilitate the construction of a three-storey (plus basement), 11-bedroom (plus an additional staff sleep-in unit) building to accommodate a supported living scheme (use class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. Associated landscaping including courtyard garden areas, refuse and cycle storage provision, is also proposed. Fig. 9 below gives a computer generated image of the proposed development, facing south-east from Windsor Street.



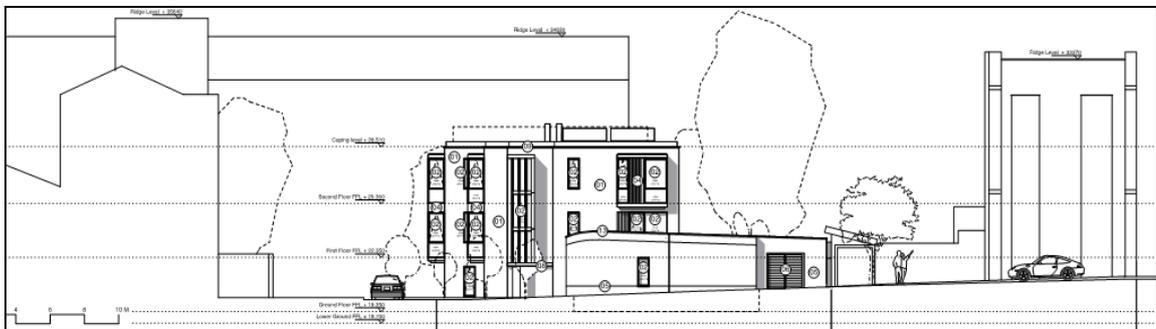
**Fig. 9:** Computer generated image of the front view of the proposed building facing south-east from Windsor Street.

- 4.2 The proposal would provide good quality supported accommodation which would comprise a 4-bedroom cluster flat at ground floor level and 7 self-contained 1-bedroom units at first and second floor levels. The development would be retained in LBI ownership with the self-contained units let on tenancies to occupiers. A separate staff 'sleep-in' facility to enable staff to be on site 24/7 would also be provided. The provision of supported accommodation in this location is considered to be acceptable and in accordance with planning policy. In terms of land use, the proposal entails the loss of car parking spaces and private garages. The reduction of car parking spaces and garages aligns with policy DM8.5 and as such this element of the proposal is supported in policy terms (sui generis use class).
- 4.3 The proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9, 3.9, 3.17 as well as Islington Core Strategy Policy CS12 and Development Management Policy DM3.8. The proposal is considered to be of a suitable height – reaching less than 10m high at the highest point of the parapet for the three storey element with a single storey element to the west – and in context to neighbouring buildings in terms of bulk, height, scale and massing (see figures 10-11 below).

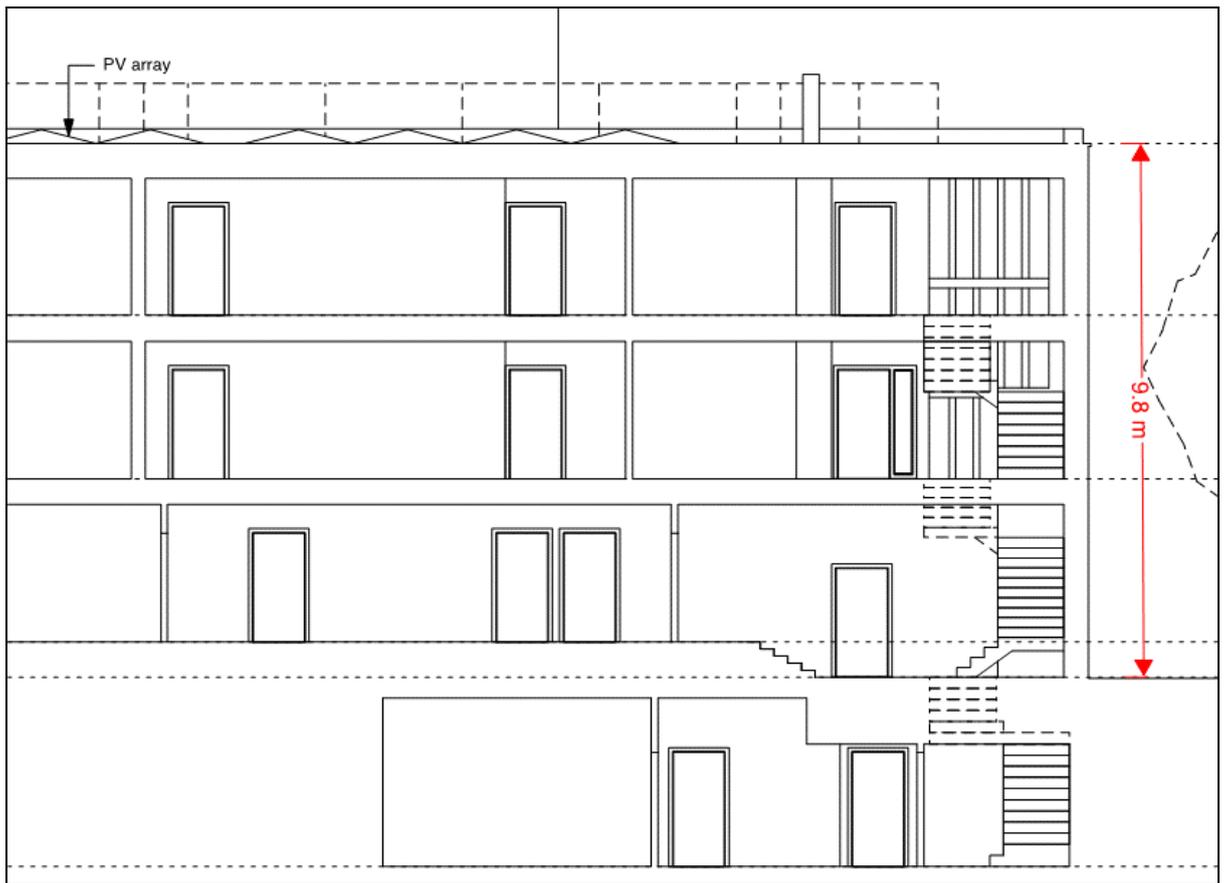
- 4.4 The development would result in the delivery of high quality supported residential accommodation with well-considered internal layouts, acceptable levels of natural light (given the location and proximity of the development in relation to other buildings) and a reasonable amount of communal amenity space.



**Fig. 10:** Front elevation of proposed building facing south from Windsor Street



**Fig. 11:** Side elevation of building facing east from Windsor Street



**Fig. 12:** Section drawing showing height at eastern end

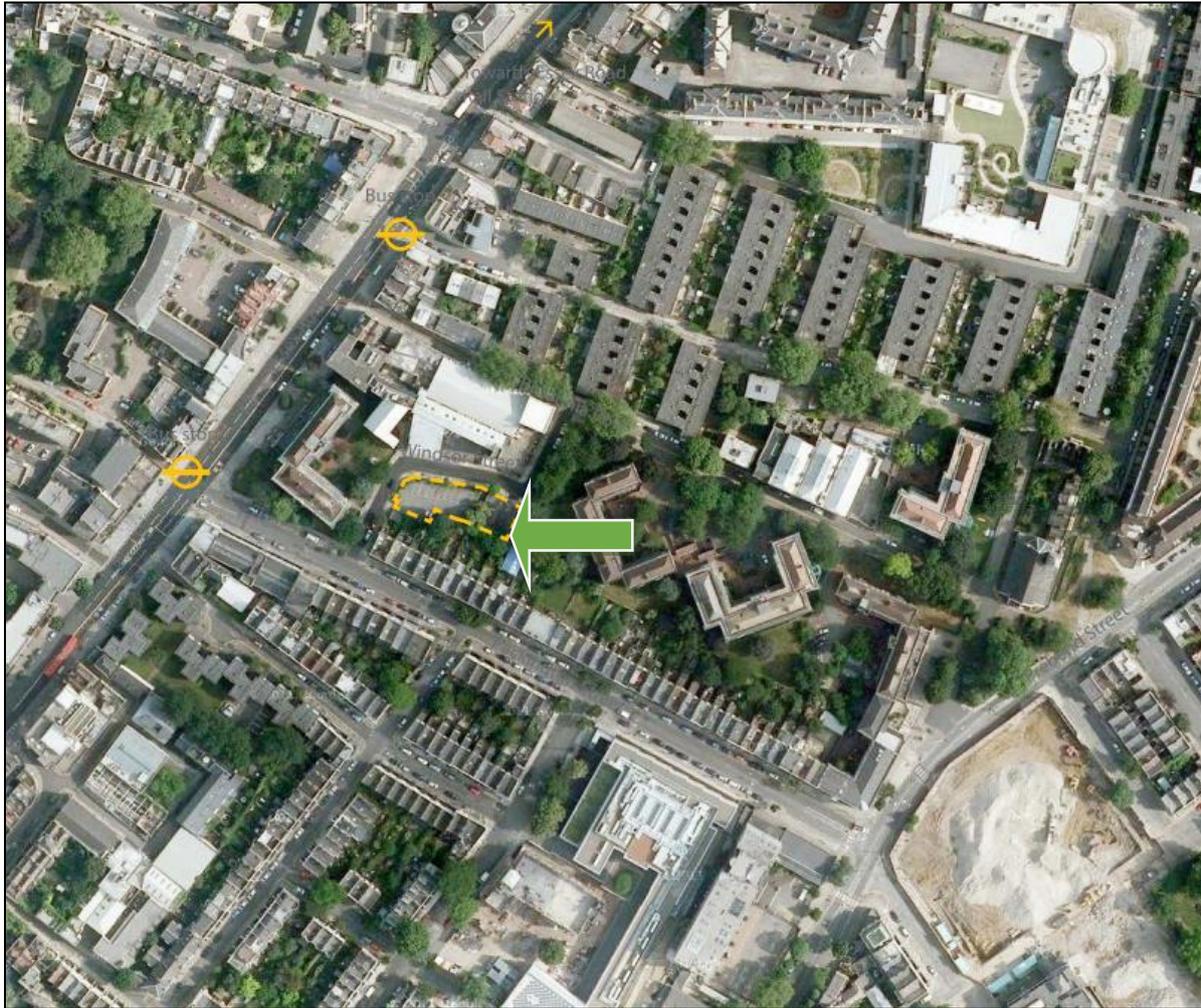
- 4.4 The proposed building has a well-articulated and composed façade with two distinct elements – the curved single storey entrance section on the north-western corner and the three storey element running horizontally to the east. The resulting building is considered to offer a successful and coherent architectural piece. As good quality materials are key to the success of the building, samples of materials would be required by condition in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed, incorporating inclusive design principles, in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington’s Core Strategy, and the aims and objectives of Development Management Policies DM2.1, DM2.2 and DM2.3.
- 4.4 Landscaping is proposed as part of the development, largely by way of courtyard/garden areas to the rear of the site, adjacent to the rear gardens of the properties on Packington Street. Some mature trees will also remain in situ along the site boundaries (within neighbouring gardens) and six replacement street trees are proposed as part of the wider landscaping works.
- 4.5 The proposal would not result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety and security due to appropriate siting, height, massing and window placements.
- 4.6 The application proposes a sustainable form of development which would go some way to minimising carbon emissions. However, as the proposal does not quite meet Islington or London Plan policy standards in terms of carbon reduction targets, an offset payment would be required by way of a legal agreement as a mitigation measure. In terms of transportation and highways impact the proposal is considered

acceptable. Given the nature and location of the proposed building it is not considered there would be any increased pressure on parking within the immediate vicinity and the loss of the existing car park and garages is in line with policy CS10 (Sustainable development) and Development Management policy 8.5 (Vehicle parking).

- 4.7 Given the above and subject to conditions and Director's agreement, the proposal is considered to be in compliance with relevant policies and as such, is recommended for approval.

## **5 SITE AND SURROUNDINGS**

- 5.1 Windsor Street (figures 1-8 above) runs between Britannia Row to the north and Packington Street to the south with a 'dog-leg' road layout. The site is located on the south-east side of Windsor Street and is formed of a car park and two single rows of garages (Use Class sui generis), there being 12 in total.
- 5.2 The site forms part of the Cumming Estate, made up of 3 x 5-storey residential blocks to the east and a 6-storey residential block to the west. To the south of the site is a terrace of locally listed 3-storey Georgian townhouses with basements and with rear gardens. To the north, on the opposite side of Windsor Street, is a 3-storey building in commercial use. There is a current planning application being considered by the LPA at this site for the erection of a new 3,187sqm extension over 5-storeys plus basement level on the south and east sides of the retained building, with a part one, part two additional storey extension over the existing three storey southern wing.
- 5.3 The site, located in St Peter's ward, does not lie within a Conservation Area however the southern boundary of the site forms the northern most extent of the Duncan Terrace / Colebrooke Road Conservation Area. There are some heritage assets within close proximity as follows:
- 70 Essex Road; a 19th century house with ground floor shop which is Grade II listed (located 100m to the north)
  - Mural at the City of London Academy; by William Mitchell, which is Grade II listed (located 150m to the south-east)
  - The Old Queens Head, 44 Essex Road; public house, c.1830, which is Grade II listed (located 50m to the west)
- 5.4 The area is very accessible in terms of walking, cycling and bus-routes. It is also served well by public transport including Essex Road overland station to the north-east and Angel underground station to the south-west. The site has a PTAL rating of 6a (with 6b being the best rating achievable). Windsor Street runs from Packington Street to the south through to Britannia Row to the north (see Fig. 13 below).



**Fig. 13:** Site (located to left of arrow in the centre of the picture) in context to immediate area

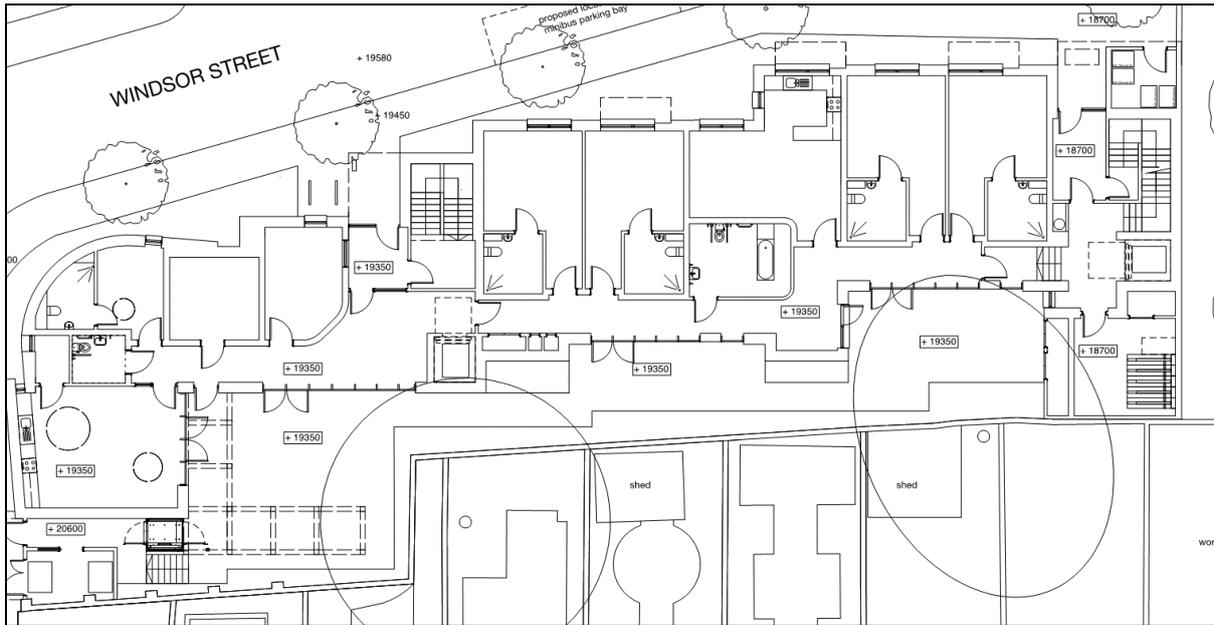
## **6 PROPOSAL (IN DETAIL)**

- 6.1 The application proposes the demolition of 12 (twelve) existing garage units and removal of adjacent car parking facilities to facilitate the construction of a three-storey (plus basement), 11-bedroom (plus staff sleep-in unit) building to accommodate a supported living scheme (use class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. The proposal will provide accommodation for individuals with identified learning disabilities.
- 6.2 The identified occupiers of the proposed development will require varying levels of support. The development has been designed in order to be able to accommodate and support people with a broad range of housing and support needs. Whilst the whole building will be accessible for wheelchair users (with some units being wheelchair accessible and some being wheelchair adaptable), the four units contained within the cluster flat at ground floor level are wheelchair accessible, to enable people who need wheelchairs most of the time to live there.
- 6.3 Across the first and second floors a total of seven self-contained 1-bedroom units are proposed for people who are able to live more independently. Two of the self-contained units on the upper floors (one at first floor and one at second floor) will also be fully wheelchair compliant.

- 6.4 All occupiers will have access to communal facilities throughout the building as well as external amenity space. As well as the living and amenity space the building will also have staff areas (two offices and separate sleep-in accommodation), refuse and recycling areas and bicycle and wheelchair storage areas. Modifications have been made to the scheme to ensure appropriate door clearance distances are in place and that all communal areas are wheelchair accessible.
- 6.5 As part of the proposal 3 category B sycamore trees are to be removed. These trees are located to the east of the subject site on land to the south-west of Turnbull House within the Cummings Estate (see Fig. 14). These trees will be replaced with equivalent canopy cover trees (details to be submitted via condition).
- 6.6 In addition to the replacement trees in the grounds of Turnbull House the proposal would also include the removal and replacement of all six highway trees at the front of the proposed building.



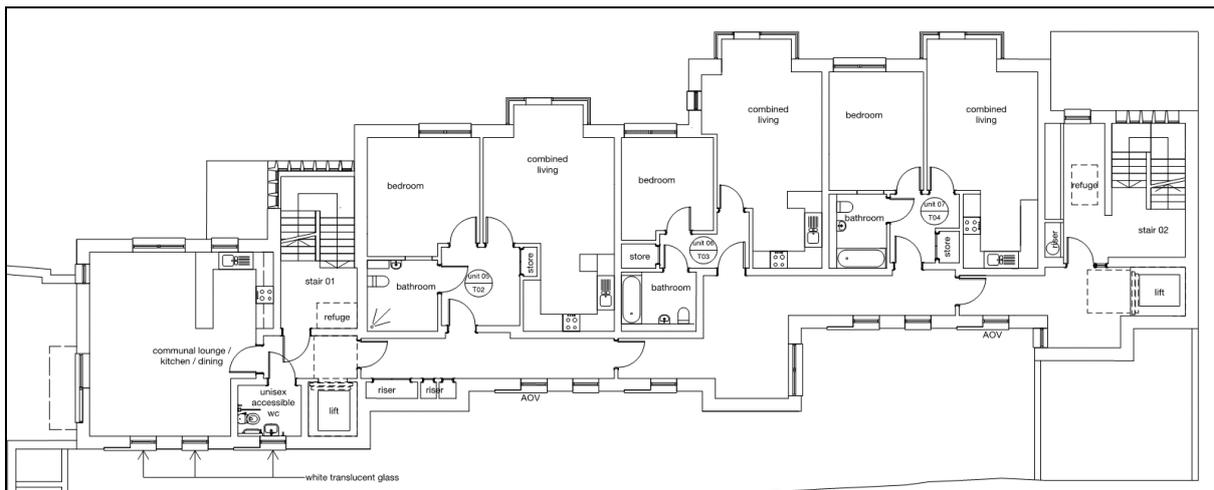
**Fig. 14:** Site plan of proposal. Also shown north on the plan is a separate proposal under consideration at The Windsor Centre located opposite.



**Fig. 15:** Proposed ground floor plan

Ground floor

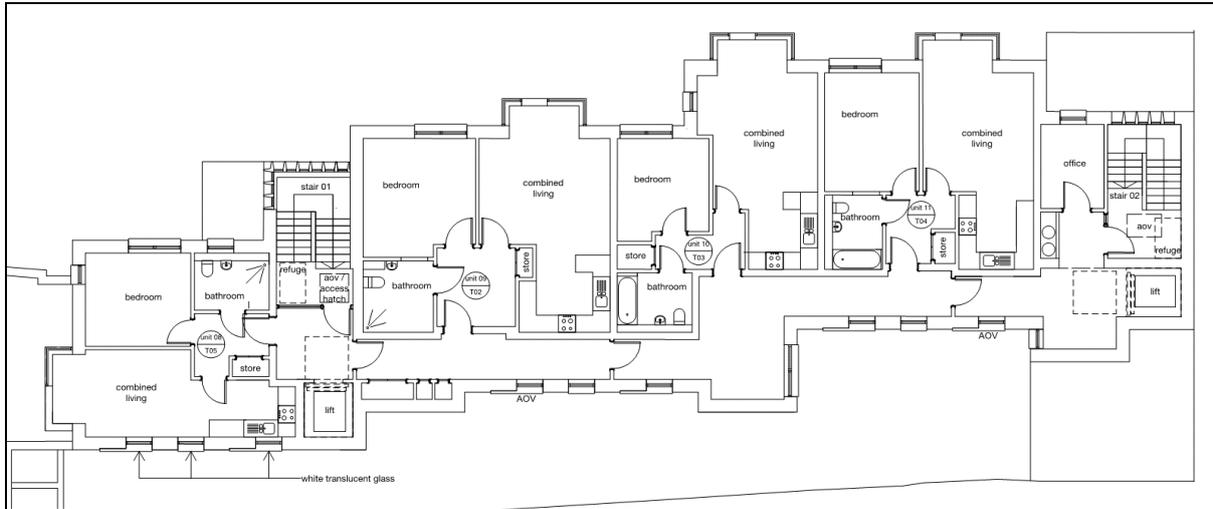
- 6.7 The ground floor plan (Fig. 15) shows a 4-bedroom cluster flat which is wheelchair accessible. Staff facilities, communal kitchen/living/dining room and courtyard garden to the rear are also shown along with basement storage and laundry rooms. The courtyard garden area abuts the rear gardens of Packington Street residences to the south.
- 6.8 Whilst the whole building will be accessible for wheelchair users, the four units contained within the cluster flat at ground floor level, have been designed to enable people who need wheelchairs most of the time to live there. All residents occupying the ground floor cluster flat accommodation will have access to communal facilities located throughout the building.



**Fig. 16:** Proposed first floor plan

First floor

6.9 The first floor will comprise three 1-bed self-contained units, one of which will be fully wheelchair accessible with the remaining two first floor apartments being wheelchair adaptable. This floor will also contain a communal living/dining/kitchen.



**Fig. 17:** Proposed second floor plan

### Second floor

6.10 The second floor will comprise four further 1-bed self-contained units, one of which will be a wheelchair accessible unit. A further staff office will also be located on this floor.

## 7 RELEVANT HISTORY:

### 7.1 PLANNING APPLICATIONS:

There is no relevant or recent planning history for the site.

## 8 PRE-APPLICATION ADVICE:

8.1 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:

- Improvements to layout and accommodation standards;
- Improvements to accessibility within the internal configuration of the building;
- The quality of accommodation proposed in terms of natural lighting and access to amenity space has been improved; and
- There is now greater tree retention on site and an improved tree replacement strategy.

## 9 CONSULTATION:

### Procedural Matters

9.1 Letters were sent to occupants of 189 properties in the vicinity of the site on the 23/11/2017 and again on the 01/02/2018. The re-consultation on the 01/02/2018 included an additional 42 properties in a widened consultation area. As well as neighbour letters, a press advert was published on 11<sup>th</sup> January 2018 and site notices dated 11<sup>th</sup> January 2018 were displayed. The public consultation on the application therefore expired on 22<sup>nd</sup> February 2018. However, it is the Council's practice to continue to consider representations made up until the date of a decision.

9.2 During the processing and assessment of the application some revised drawing's and other application information has been submitted, largely to aid clarity of the proposal. The main details of the information submitted since the application was made valid is outlined below. The additional drawings / information submitted introduce non-material changes to the scheme, mainly to address information requests from officers, or DRP comments.

9.3 The additional drawing's / information submitted during the course of the application showed details as follows:

- Materiality to single storey element in order to address the concerns raised by the Design Review Panel. Specifically, the applicants were asked to decide on a replacement material for the single storey element (previously proposed as being timber or GRC). The applicants are now proposing brick in a contrasting colour to the rest of the building which is supported in design terms.
- Details regarding the PV panels on the main roof (reduced from 73 to 40 during the course of the application) and details of the safety balustrade needed for maintenance of the roof. DRP expressed concerns that if these became later add-ons they could result in ad-hoc appearance that could compromise the integrity of the overall design.
- Details of the boundary treatment between the rear of the subject site and the rear gardens of Packington Street. These confirm the existing boundary wall would be repaired where needed and a trellis would be fixed on top of the wall. The new boundary treatment (wall and trellis) would sit below the height of existing boundary treatment.
- Reduction of PV panels from 73 to 40 and set at a 10-degree pitch.

9.4 The above information was received and subsequently uploaded onto the website as follows:

13/11/2017	Main application documents uploaded;
16/11/2017	Additional documents uploaded (pertaining to energy and sustainability);
21/12/2017	Further energy information uploaded;
02/01/2018	Further elevation drawings uploaded (showing glazing details);
15/01/2018	Additional drawings (layout drawings showing further accesibility details/ dimensions);
23/01/2018	Additional drawings and further information (site plan showing existing trees and additional energy information);
01/02/2018	Additional drawings (showing roof and boundary treatment details);
07/02/2018	Additional drawings (showing additional street tree and replacement trees in the grounds of Turnbull House; omission of rooflights to

second floor; roof access to second floor; collapsible roof railings; revised materiality to single storey element of building; reduction and reorganisation of PV panels to main roof; additional detail of boundary wall treatment (with Packington Street); updated Design and Access Statement (updated with amended details pertaining to materiality, PV panels, collapsible roof railing and additional tree information).

## **Public Consultation**

- 9.5 At the time of writing of this report, a total of 45 expressions of support and 22 objections had been received. In addition, a petition of 56 signatories objecting to the scheme had been received from the public with regard to the application. The issues raised can be summarised as below. Paragraph numbers of the report where these issues are addressed are given in brackets.

### Responses in support of the proposed development

- 9.6 With regards to the responses in support of the application, these pertain almost exclusively to the need for this type of accommodation within the borough. The responses in support are from Islington and non-Islington residents.

### Responses objecting to the proposed development

- 9.7 With regards to responses received objecting to the proposed development the areas of main concern are outlined below:

- 9.8 Concerns regarding:

1. *Loss of views* (discussed in paragraph 20.60 onwards)  
Occupiers of some of the Packington Street properties have expressed concern that they would have a different view from the rear of their properties once the development was built. The view would change from a car park with a 3-4 storey office building on the other side of the road to the rear of a three-storey supported housing building.
2. *Loss of light* (discussed in paragraph 21.1 onwards)  
Occupiers of neighbouring properties have expressed concern regarding the loss of light to their property resulting from the development.
3. *Light pollution* (discussed in paragraph 20.61)  
Neighbouring occupiers have raised concern in relation to light pollution arising from the proposed development (lights being intermittently switched on and off as a result of the nature of the building).
4. *Misleading information* (discussed in paragraph 16.13)  
Concern has been raised regarding information provided by the applicants about the need of supported accommodation for local residents.
5. *Quality of accommodation and garden being provided* (discussed in paragraph 20.2 onwards)  
Concern has been raised regarding the quality of accommodation being provided, particularly whether a north facing building will provide sufficient daylight). Concern has also been raised regarding the quality of the proposed garden (discussed in paragraph 19.5).

- 6 *Design and overdevelopment of the site* (design discussed in paragraphs 17 onwards; heritage discussed from paragraph 17.19)  
Concern has been raised in relation to the design of the building; whether it constitutes an overdevelopment of the site and whether the building is appropriate in relation to the adjoining Conservation Area.
- 7 *Concerns regarding consultation with residents and the uploading of information application documents online* (discussed in paragraph 9.1 and 10.1)  
Concerns have been raised in relation to the applicants (housing) consultation with neighbours. In addition, concern has been raised in relation to documents being uploaded online during the application process.
- 8 *Concerns regarding the loss of parking* (discussed from paragraph 16.1 onwards)  
Concerns have been raised regarding the loss of the car park and the adjacent garages and whether this will mean an increased pressure on parking elsewhere.
- 9 *Daylight/sunlight impact and Rights to Light* (discussed from paragraph 20.3 onwards)  
Concerns have been raised in relation to adverse impacts to neighbouring light arising from the development. Concern has already been raised in relation to Rights to Light however as this is not a planning matter it is not discussed within the remit of the report.
- 10 *Concerns regarding accuracy of CGI and verified views images*  
Concerns have been raised in relation to the accuracy of the CGI and verified views images presented within the application documents.
  - In order to make an assessment of the impact as regards to outlook/ sense of enclosure, verified view images have been submitted as part of the current application and as such have formed part of the planning assessment. It should be noted that these are not a validation requirement of the application and were submitted as a helpful tool rather than a necessity on officer's consideration of the proposal.
  - Verified views use a baseline of verifiable visual information that combines photographic views with accurate CAD 3D representations of the proposal to an agreed level of detail. Verified views conform to technical guidance (in this instance Photography and photomontage in landscape and visual impact assessment – Landscape Institute Advice Note 01/11; and the London View Management Framework SPG March 2012: Appendix C: Accurate Visual Representations).
  - In July 2016 the applicant's agent commissioned verified views from gardens along Packington Street, which lies to the rear of and abutting the boundary of, the proposed development. In April 2017, views were photographed (with 24mm, 45mm and at the residents' request, 50mm lenses) and surveyed, with the final output being verified from 3 properties. The views produced for each property (Fig. 18 below) included:
    - 1 view from the garden (as requested by the applicants)
    - 1 or 2 views from windows (as requested by residents)



other information that is submitted. Notwithstanding this, and despite residents' opinion that the views submitted were inaccurate, officers consider that none of the submitted verified views nor submitted elevations, demonstrate that there would be an undue sense of enclosure or loss of outlook which would be sufficient to warrant refusal.

## **10 Applicant's consultation**

- 10.1 The applicant, Islington New Build and Regeneration Team, have carried out extensive consultation with members of the local community and have facilitated a number of meetings with local residents. In addition, residents have been kept abreast of updates through written correspondence and requests for information.
- 10.2 Some of the residents' input at these meetings has informed the design process of the proposal, however neighbours continue to be concerned about potential impact in terms of amenity (light, overlooking, privacy and outlook).

## **11 External Consultees**

- 11.1 The following responses have been received from external consultees:
- 11.2 *Crime Prevention Officer* – Recommends that the applicant meet Secure by Design accreditation.
- 11.3 *London Fire & Emergency Planning* – Recommends that sprinkler systems are installed.
- 11.4 *Thames Water* – No objection, subject to conditions and informatives requiring details of sewerage infrastructure, surface water drainage, water infrastructure and impact piling.
- 11.5 *Islington Swifts* – Recommend that integrated swift nestbox bricks or equivalent are installed near roof level.

## **12 Internal Consultees**

- 12.1 *Access Officer* - The Access Officer is largely happy with the amendments made to the scheme during the pre-application and planning submission processes subject to some minor details being submitted via condition.
- 12.2 *Planning Policy* – No specific comments to add (over and above comments submitted by the Access Officer).
- 12.3 *Design and Conservation Officer* – Has been involved in the proposal from the outset and is generally in support of the proposed height, massing and site layout. In terms of materiality the officer supports the use of brick (subject to further details being submitted via condition). The design officer believes the general elevational composition is acceptable and welcomes the improvements that have been made to the scheme during the application process including opening up the area between the main entrance and garden views at ground floor level. The design officer has agreed with the applicants that the single storey element of the building will be built in

a contrasting brick. This will be subject to a physical sample being submitted, along with other detailed design information, via condition.

- 12.4 *Energy Officer* – Has provided in-depth responses in relation to the initial information submitted and subsequent amended information. The most recent response from the Energy Officer on the 22/01/18 notes that the proposal meets regional and local policy targets however further details are required as follows:
- A revised carbon offset payment;
  - Further details regarding MVHR (Mechanical Ventilation with Heat Recovery system);
  - Further details regarding ventilation and/or active cooling;
  - Future proofing in relation to connecting to a District Energy Network.
- 12.5 *Sustainability Officer* – The council's Sustainability Officer has provided several responses to the initial and subsequent information received and is generally satisfied with the information submitted. The Officer has requested some details be submitted via condition as follows:
- Details of SuDS measures including information about reducing runoff to greenfield rates and calculation of storage volume requirements.
- 12.6 *Transport Planning Officer* – No objections raised.
- 12.7 *GLAAS* – Although the development is unlikely to cause significant harm there is still some potential to reveal remains which could contribute to understanding this part of Islington. The applicant's information has some limitations and lacks attention to key details. The development is likely to cause some harm to archaeological interest but not sufficient to justify refusal of planning permission provided that a condition is applied to require an investigation to be undertaken to advance understanding. (*condition required requiring written archaeological statement is submitted*).
- 12.8 *Highways / Transport* – The proposed development is considered acceptable in terms of highways and transportation subject to securing the removal of the redundant crossovers and repairs to the highway following the build. Standard clauses and conditions apply including all highways works to be carried out by the highways team. (*condition and section 106/Director's Agreement*).
- 12.9 *Tree Preservation / Landscape Officer* – No objection in principle. With regards to the removal of three grade B sycamore trees on the eastern boundary (within Turnbull House) the applicants have stated that the eastern boundary of the proposed development cannot be brought further in and as such the trees need to be removed to facilitate the construction of the development. As such the tree officer has stated that appropriate replacement trees with a similar canopy are required. With regards to the highways trees there is an opportunity to replace all of them and create a more linear appearance than the existing trees provide; this approach would be supported. Details of specific replacement trees would be subject to condition.
- 12.10 *Biodiversity and Nature Conservation* – No objections subject to bird boxes being installed and landscaping to maximise biodiversity.
- 12.11 *Refuse and Recycling* – No response received.
- 12.12 *Public Protection* – Submitted contaminated land report categorizes the site as low risk. The site is not listed on our contaminated land database, with the site listed previously as garages and housing. We would advise that the applicants keep a

watching brief for any contamination encountered onsite and a robust waste strategy for dealing with arisings and certification of any clean imported soils.

- 12.13 The site is adjacent to residential properties and the Windsor Centre. There is likely to be some disruption with a basement excavation. A condition is recommended requiring a CMP document be submitted looking at the potential impact and any appropriate mitigation measures.

### **13 Other Consultees**

13.1 *Crossrail 1* - no concerns regarding the application.

13.2 *Crossrail 2* – no comments regarding the application.

13.3 *Design Review Panel* – At application stage the proposal was considered by the Design Review Panel on the 12<sup>th</sup> September 2017. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The panel's observations are attached at Appendix 3 but the main points raised in the review are summarised below.

#### Height, massing and site layout

13.4 The Panel was generally supportive of the proposed height and massing of the building and felt the proposal was generally well scaled. No objections were raised in relation to the overall height and form of the proposed building.

#### Amenity and quality of accommodation

13.5 Panel members praised the design team for their considered approach when developing the site layout and massing in order to protect the amenity of neighbouring occupiers. They were of the view that there would be no significant detrimental impact to neighbouring residents.

13.6 However, concern was raised that in an attempt to address objections from a few neighbouring properties, the quality of the proposed accommodation had been compromised. The Panel were aware that studies had been undertaken to ensure that there would not be unacceptable levels of overlooking into neighbouring occupiers (specifically Packington Street) and that daylight and sunlight levels into these properties would not be impacted.

13.7 A question arose as to whether there had been a comparably thorough analysis of the quality of accommodation of the units within the proposal. The Panel thought that given the distances stipulated by policy were being complied with, the (applicants) design team were being overly cautious in its approach and as a result there was a sub-standard level of accommodation being proposed. Panel members stressed that the combination of north facing units with no private amenity space made it difficult for them to support the scheme.

13.8 The Panel suggested that the design team should explore alternatives to re-arrange the plan to improve the amenity of the proposed units. The Panel suggested that internal cores could be reconfigured to facilitate some units becoming dual aspect, possibly with private amenity space provided to the front elevation.

13.9 *Officer response: Glazing to the rear elevation at first and second floor levels has been re-instated to enable corridors to receive natural light and to generally provide more of a light and open feel to the building.*

13.10 *In terms of adjusting layout so that the eastern core could be shifted to allow the units to turn into dual aspect, possibly with private amenity space provided to the front elevation – whilst this may have been possible to execute, the client of the scheme (Islington Disabilities Team) responded as follows:*

*“The design has been developed to take into account the needs of the particular client group who will live in the building, with a focus on achieving a flexible space that can meet a range of needs and that ‘designs out’ common areas of risk for supported living for people with learning disabilities. It is of high importance that the privacy and dignity of the residents is protected, as some people may be vulnerable in situations where their living areas overlook other private or public spaces. For a significant number of people, it may be inappropriate and restrictive for their living areas to overlook or be overlooked by others, due to the nature of their support needs and associated risks. It is also important that residents and the people supporting them have simple and clear access across the building to ensure support can be provided as safely, effectively and discreetly as possible. Therefore, corridor access across each level is a deliberate feature of the design. In our view these needs have been accommodated in the current design and significant changes to the building’s core could compromise this, if the building is redesigned to achieve dual aspect units. In addition, any major changes to the building’s ‘core’ could adversely affect the way floors have been carefully designed to achieved the desired mix of independent living and opportunities for social interaction.*

*In terms of external private amenity space it would not be acceptable, considering the user group, to provide balconies or terraces on the front, or rear elevation”. “Secure external amenity at ground level, which is being provided, is much more suitable for the user group”.*

#### Communal / garden spaces

13.13 The Panel questioned the quality of the ground floor and felt that there were missed opportunities in linking the ground floor plan with the garden spaces to the rear. In particular, they highlighted the location of the disabled WC that blocked views to the exterior space. The Panel felt the ground floor provided a narrow corridor and an adjoining narrow space with a high boundary which potentially compromised the quality of the space and its potential to provide amenity value to future occupiers. They were of the opinion that the ground floor should be more open to the garden.

13.14 *Officer response: Modifications to the ground floor layout and ground floor window placement (including the large window area opposite the main entrance) have been made to enable the garden to be seen immediately upon entering the main entrance thus improving the sense of connectedness between internal and external areas. This will also facilitate a link between internal and external space and make the outside area more readily accessible. It will also enhance the views of the garden from the inside of the building for those who may not wish to go outside.*



**Fig. 19:** Rear elevation of the proposed building showing large windows/doors at ground floor level helping to link inside and outside areas. This improved ground floor detail is in response to DRP comments.

### Treatment of front elevation

- 13.15 The Panel welcomed the intention of providing passive surveillance to the front, however they highlighted that this should not be at the expense of the quality of the living spaces or the quality of the external amenity space.
- 13.16 Panel members were generally supportive of the proposed elevational treatment and felt that the street frontage was appropriately articulated. They thought that the front window bays, if appropriately detailed, could provide an interesting feature and that the detailing of the windows and bays would be important to the success of the appearance of the front elevation.
- 13.17 Some Panel members felt that the proposed top of the building should be better celebrated and needed to appear more robust. To this end they encouraged the maintenance strategy to be considered in tandem to provide a robust edge and avoid later add-ons at roof level (i.e. safety railings for maintenance of the roof and PV panels).
- 13.18 *Officer response: further details of the detailed design of the front elevation will be required by condition. This will include specific details regarding the detailed design of the openings including cills and the depth of the window reveals. (The position and size of the window openings will not alter from that viewed by the DRP and agreed within the course of the application).*
- 13.19 *In terms of the Panel's comments regarding the roof, the applicants responded with revisions to minimise roof furniture (PV's and safety railings). This has resulted in the following revisions:*
- *Provision of collapsible safety rail;*
  - *Reduction in the amount of PV panels on the roof (from 73 to 40);*
  - *Locating PVs within the central section of the roof to minimise visual impact;*
  - *Reducing pitch of PVs to 10 degrees (with a central pitch).*

### Materiality and detailing

- 13.20 In terms of the materials, the Panel welcomed the proposed use of brick to the main block but questioned the proposed use of timber or GRC for the single storey unit. They stressed that the choice of materials should be determined by their robustness and longevity.

13.21 In relation to planting, the Panel felt that this element of the proposal could provide a positive contribution to the proposal however, an appropriate maintenance strategy needed to be in place.

13.22 *Officer response: In response to DRP and Design Officer comments the applicants have amended the materiality of the single storey element of the proposal to be a contrasting brick. Specific details of the brick will be required via condition. The landscaping condition requires a maintenance and replacement strategy.*

## **14 RELEVANT POLICIES**

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

### **14.2 National Guidance**

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

### **14.4 Development Plan**

14.5 The Development Plan for this site 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.

### **14.6 Designations**

14.7 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013.

- Core Strategy Key Area
- Archaeological Priority Area
- Within 50m of Duncan Terrace Conservation Area
- Within 100m of SRN
- Article 4 direction A1-A2

### **14.8 Supplementary Planning Guidance (SPG) / Document (SPD)**

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

## **15 ASSESSMENT**

15.1 The main issues arising from this proposal relate to:

- Land use
- Design and impact on heritage assets
- Accessibility
- Neighbouring amenity

- Quality of residential accommodation
- Planning obligations/mitigations

## 16 **Land Use**

### Loss of car park spaces and adjacent garages

- 16.1 The existing use of the site is a car park with 23 spaces and an adjacent garage block with 12 units. The car parking spaces are understood to be used predominantly by local businesses whilst of the 12 garages on site, 6 are occupied. The garages that are not occupied are in a state of disrepair. The garages are let either for vehicle parking where a 2-year licence is issued, or for storage where a 1-year licence is granted. At the time of the application all 6 of the garages in use have vehicle parking licences. Of these 6 licences, 5 have been issued to residents (one of whom lives in the nearby Gough House and four who live in Popham Street, a short walk away). The remaining licensee is thought to be someone employed in the local area but not a resident. None of the 6 licences are attached to tenancy agreements or leases and none of the current licensees are holders of a blue badge.
- 16.2 All of the licences can be terminated with 7-days' notice and the Council does not have any obligation to re-provide alternative garages for the current licence holders although if there are vacancies on nearby council estates then a licensee may be offered an alternative location.
- 16.3 Policy CS10 (Sustainable design) further supports the loss of car parking facilities noting the Council will encourage 'sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free'. In terms of car use, policy DM8.5 (Vehicle Parking) demonstrates the Council's ambition to reduce car parking within the borough, both for residential and commercial purposes. Part B of the policy notes that 'Parking will only be allowed for non-residential developments where this is essential for the operational requirements and therefore integral to the nature of the business or service'. As the car park at the subject site cannot demonstrate being essential or integral in this respect (for example by hosting car club or rental car facilities), it is considered that the loss of the car park and adjacent garages would be in line with this policy.
- 16.4 In terms of existing users of the car park being able to use other parking facilities there are in excess of 50 business permit locations for on-road parking within a 30 metre radius of the subject site. These nearby spaces may serve to absorb any displacement resulting from the loss of the existing car park.

### Proposed land use

- 16.5 The application site is located in Core Strategy Key Area 5 (Angel and Upper Street) which seeks to resist the introduction of significant residential uses and protect business floorspace. However, in contrast, policies at local and regional level note that where an appropriate and justifiable need can be demonstrated, residential uses may in some instances be acceptable.

### *London Plan*

- 16.6 Policy 3.1 (Ensuring equal life chances for all) highlights the Mayor's commitment to ensuring the spatial needs of people is met, enabling them to enjoy and contribute

towards a safe, secure, accessible, inclusive and sustainable environment, and to ensure these are taken into account in new development.

- 16.7 London Plan policy 3.8 (Housing choice) notes that there should be a genuine choice of affordable homes available which can meet requirements for different sizes and types of dwellings in the highest quality environments. It further notes that new developments should take account of the housing requirements of different groups and the changing roles of different sectors in meeting these. Furthermore, the policy states that 90% of new housing should meet Building Regulation requirements in terms of accessible and adaptable dwellings and that 10% of new housing should meet (Building Regulation) requirements to be 'wheelchair user dwellings'.

#### *Islington Policies*

- 16.8 Policy CS12 (Meeting the housing challenge) 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 (Enhancing Islington's character) 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.
- 16.9 In the glossary of the Development Management Policies, the term social infrastructure is defined as facilities provided to serve the need of the community and include C2 use accommodation such as care homes and supported housing.
- 16.10 Finally, Development Management Policy 3.8 (Sheltered housing and care homes) states that the Council will support the provision of care homes (including housing designed for older, disabled or vulnerable people) provided the development is suitable for the intended occupiers, accessible to public transport and local services and suitable for the site considering the surrounding neighbourhood and would contribute to mixed and balanced neighbourhoods.

#### Overview of Proposed Development

- 16.11 The building will provide accommodation for adults with a range of support needs. It is made up of 4 en-suite bedrooms and 7 units which are self-contained but still have access to all the facilities and support of the main building. Before being offered a place, residents will have undergone an intensive assessment of their needs so that the suitability of the facility for that particular person can be judged. Adult Social Services will be responsible for the allocation of rooms in accordance with their standard procedure and the building will remain in Council ownership in perpetuity. The tenants will include those with identified learning and/or physical disabilities and the layout has been arranged so as to facilitate wheelchair users. Tenants will need assistance with daily activities including accessing the wider community and managing their daily lives and so staff will be on site to provide intensive emotional and practical support. The communal facilities (kitchen, living and meeting rooms) will help with tenants' educational and training needs allowing them to develop employment skills or access to community activities.
- 16.12 The building will also allow for tenants who are more independent in their daily lives but who can still access the support network that the facility provides. The layout has therefore been flexibly designed so as to help accommodate people with a broad range of housing and support needs. It is recognised that the self-contained units could be viewed as individual flats (C3) and so to ensure that the accommodation remain as a single planning unit and is not further sub-divided for occupation or

management on the future, a condition is recommended. The building will be staffed on a 24-hour basis with staff sleeping accommodation being provided on ground floor. In addition, there is an on-site management office located at the main entrance which gives a clear visual connection to a monitored reception area and the communal areas on ground floor. A staff office is also located on the second floor. There will be a minimum of 3 staff on site within the building at all times however, it is likely that this will increase during the day as staff arrive to help support residents

- 16.13 It is considered that the proposal has demonstrated that it can ably provide good standard of facilities with the required level of supervision and management/support so as to provide specialist accommodation for vulnerable people. It is also well located to transport links, shops and community services so as to meet the needs of people seeking to live more independently. As such, it is compatible with Policy DM3.8. which states at Part A that *'the council will support the provision of sheltered housing and care homes provided the development will be:*
- I. suitable for the intended occupiers in terms of the standard of facilities and the level of independence, and provide the necessary level of supervision, management and care/support;*
  - II. accessible to public transport, shops, services and community facilities appropriate to the needs of the intended occupiers; and*
  - III. a suitable use for the site considering the surrounding neighbourhood, and contribute to mixed and balanced communities.'*
- 16.14 In relation to part (i) of this policy, the client (Council's Joint Commissioning Disabilities Team) advises that whilst the development itself does not need to be registered with Care Quality Commission as it will not be registered as a care home, the provider of care and support for the future residents (who will be a separate organisation, commissioned by the council), will need to be registered with the CQC in order to provide personal care to the tenants of the property. They will also have to comply with CQC regulations. The client has also confirmed that the design has been developed to take into account the needs of the particular client group who will live in the building, with a focus on achieving a flexible space that can meet a range of needs and that 'designs out' common areas of risk for supported living for people with learning disabilities. Overall, it is considered that the proposed site would be suitable for the intended occupiers, and therefore the proposal accords with part (i) of policy DM3.8.
- 16.15 In relation to part (ii) of this policy, the site has a PTAL rating of 6a (with 6b being the best rating achievable) and is thus considered to have a very good level of public transport accessibility. The site is within walking distance to Essex Road (National Rail) railway station and Angel (northern line) underground station. There are also a number of bus routes (10) in close proximity to the site. There are also walking and cycling routes near the site. Overall, it is considered that the proposed site is adequately accessible for the intended use, and therefore the proposal accords with part (ii) of policy DM3.8.
- 16.16 In relation to part (iii) of this policy, the applicant's assessment discusses the garages and car park representing a substantial opportunity for the council to increase provision of housing of this kind. It states that in what is otherwise a densely populated borough, the site represents a notable underdevelopment and would make a positive contribution to the local area. Overall, it is considered that the proposed development would represent a suitable use for the site considering the surrounding neighbourhood, and contribute to mixed and balanced communities, thus according with part (iii) of policy DM3.8.

- 16.17 A concern raised within a letter of objection to the scheme states that there is already an overconcentration of supported housing in the vicinity. However, information has been provided by the applicant stating that 3 schemes are located within 800m walking distance of Windsor Street (and that no schemes are within 500m). As such it is not considered there is a proliferation of supported housing in the immediate vicinity.
- 16.18 Other concerns raised in letters of objection pertain to the institutional style of the proposed building which is considered inappropriate. More appropriate supported housing is considered to be 'regular' size houses with less people living in them. Whilst this concern is noted the design of the building was carried out in close consultation with the Council's Disability Commissioning Team. As the Commissioning Team have direct experience of working with the client group and inputted into the design at an early stage, the design of the building (both internal and external) is considered fit for its intended use.
- 16.20 Given the above the proposed development is considered to propose good quality supported housing in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies and relevant CQC guidance. As such, in land use terms, the proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.1, 3.3, 3.8 and 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policy DM3.8.

## **17 Design and Heritage Impact**

- 17.1 The National Planning Policy Framework (NPPF) 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. Further the NPPF states that the appropriate conservation of heritage assets forms one of the 'Core Planning Principles' (paragraph 17 bullet point 10) that underpin the planning system. As well as satisfying the relevant policies within NPPF and Local Plan policies, any decisions relating to listed buildings and their settings and conservation areas must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990 (in particular sections 16, 66 and 72).
- 17.2 The London Plan (2016) Policy 7.6 expects architecture to make a positive contribution to a coherent public realm, streetscape and wider cityspace. This is supported by Islington's Core Strategy Policy CS8 which states that the scale of new development will reflect the character of a surrounding area and Policy CS9 which states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive.
- 17.3 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. Policy DM2.3 encourages development to make a positive contribution to Islington's local character and distinctiveness whilst conserving and enhancing heritage assets in a manner appropriate to their significance.
- 17.4 Islington's Urban Design Guide (IUDG) provides detailed design principles and standards for development across the whole of the borough. The IUDG aims to influence how buildings look and fit with their setting; the layout and organisation of public spaces; and the appearance of street frontages. In addition Islington's Conservation Area Design Guidelines state that in relation to Duncan Terrace / Colebrooke Row the council will operate special policies in order to preserve and

enhance the special character and appearance of the area. This will include new buildings conforming to the height, scale and proportions of existing buildings in the immediate area and seeking to improve the quality of paving, street furniture and open space in the area. 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.

#### The Application Site

- 17.4 An application for development at this location needs to integrate into the surrounding streetscape whilst also being able sit appropriately between residential properties to the rear (south) and east and west whilst facing commercial (office) buildings to the front (north). The proposal also needs to integrate into the aesthetics and character of the existing urban context whilst ensuring high quality design and architecture. Furthermore there is a statutory requirement for the planning authority to preserve or enhance the character or appearance of the conservation area (a designated heritage asset) and locally listed buildings.

#### Design (General)

- 17.5 Islington is characterised by architecturally and historically significant heritage assets and conservation areas, it is rare to find any development site whose potential is not heavily affected and shaped by the design and character of existing buildings (albeit the site lies adjacent to a Conservation Area to the west and the residential properties to the rear are locally listed).
- 17.6 The design brief for the development included the following key considerations:
- Wide corridors to allow people to pass easily;
  - Non-linear corridors;
  - Provide areas in circulation spaces for people to pass easily;
  - Dual points of access to communal rooms where possible;
  - Curved walls where possible;
  - Adaptable internal arrangement of social spaces;
  - Clear visual connection across communal and external areas;
  - Variety of external spaces;
  - Communal rooms for a range of activities; and
  - Level access throughout.
- 17.7 These considerations have been largely incorporated into the design of the building with the end result able to provide a combination of both shared and self-contained accommodation with additional communal area. In addition, the design has been mindful of the need to require spaces which can be flexibly used thus going some way to future proofing the development. Further aspects of the design are discussed below.



**Fig. 20:** CGI image of proposed development facing south from Windsor Street

### Siting and Layout

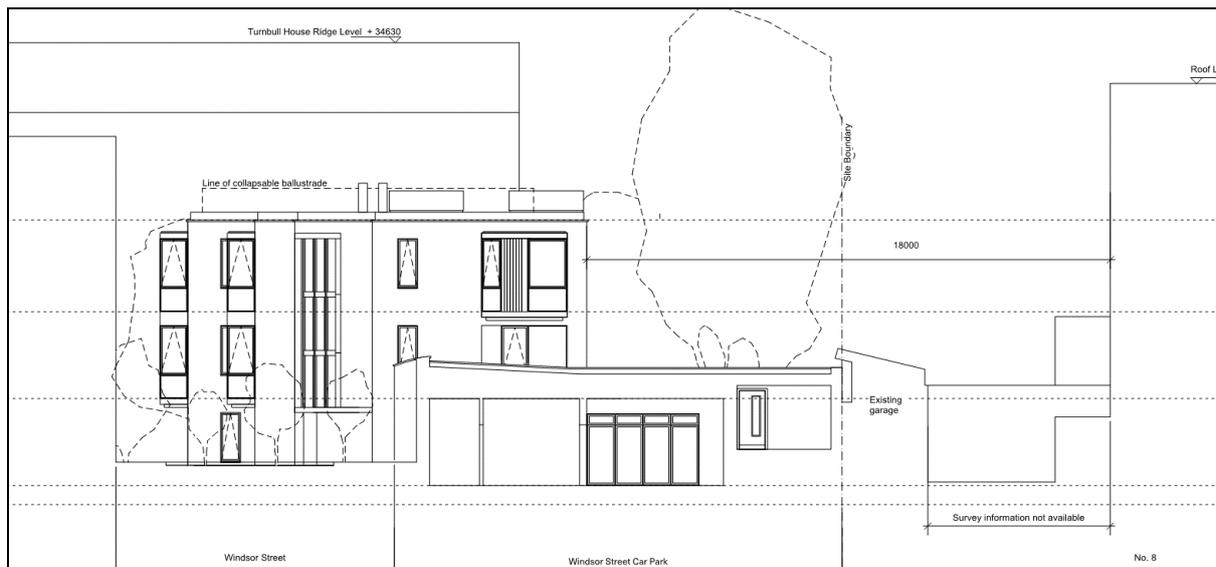
- 17.8 The front elevation is designed so that it projects forwards in stages. This is to break up the massing of the building and provide more visual interest. The rear elevation has also been staggered to break up the rear massing of the building and provide more visual interest. The stepped rear building line also affords opportunity to provide a more creative garden layout and segment the garden into specific areas.
- 17.9 The front of the site sits opposite The Windsor Centre with Windsor Street public highway in-between. The rear of the site abuts the rear gardens of Packington Street houses with a distance of approximately 18m. By locating the staff offices to the front of the building in a central position and the communal areas to the rear of the building, the more public facing uses are addressing the street with opportunities for more private areas to the rear.
- 17.10 With regards to the internal layout, this can be summarised as follows:
- 17.11 Single storey element:
- Staff bedroom with en suite shower room
  - Wheelchair storage and transfer room
  - Communal lounge with kitchen, dining and living space and access to garden
  - Refuse and recycling stores
- 17.12 Three storey element:
- Entrance, reception and primary stair and lift core
  - Reception and main office located at ground floor
  - Residential accommodation to front (north) with communal corridors to rear (south)
  - Four wheelchair units at ground floor with en suite bedrooms and a combined kitchen/living/dining room
  - Secondary stair and lift core (east) providing access to units on the upper levels
  - Additional communal lounge with kitchen, dining and living provided at first floor level
  - Small staff office located on second floor adjacent to secondary core

### Scale and massing

- 17.13 The proposed development has been developed in response to the site and its immediate environs, including the nearby residential properties abutting the site to

the rear at Packington Street. These are locally listed 3-storey Georgian townhouses with basements and to the north on Windsor Street is a 3-storey office building.

- 17.14 The proposed building would be 3-storeys high (reaching under 10m at the top of the parapet), with a single storey element to the west. The surrounding buildings range from three to five storeys in height whilst the topography is gently sloped from a higher terrain in the south to a lower one in the north. As a result, the properties along Packington Street stand notably taller and on higher ground level than the 3-storey proposed building under consideration here. Likewise, the proposed building will be lower than the Windsor Street office building (both existing and proposed), located opposite (to the north) which measures approximately 12.0 metres high.



**Fig. 21:** Section drawing showing The Windsor Centre building to the left, the proposed building in the centre and Packington Street to the right.

- 17.15 The 3-storey element of the building has a continuous roof level despite the differing ground levels at the site. The continuous roof level has been incorporated into the design in order to enable the building to achieve a regular and consistent appearance.
- 17.16 The single storey element of the scheme reduces the massing of the building as it turns south on Windsor Street towards Packington Street. This reduction in height enables views towards the rear of Packington Street to be maintained and offers an appropriate increase in height from a single storey element on the corner rising up to a 3-storey height further along the street.
- 17.17 Given the siting and location of the proposed building together with the proposed scale and massing, the proposal is considered to be in keeping with the scale and massing of the surrounding area.

### Materiality

- 17.18 The proposed building will largely be built in stock brick. Projecting bay windows will have a timber surround with timber panels also used on other windows. Conditions will be attached requiring physical samples to be submitted to ensure an appropriate quality of materials are used. The treatment of the single storey element will also be brick but in a contrasting colour to the brick on the larger three-storey section of the

building. Details of bricks, window materials and other materials will be required by condition.

### Heritage Impact

- 17.19 The Planning (Listed Buildings and Conservation Areas) Act 1990 (amended) requires planning authorities to preserve or enhance the significance of heritage assets through the planning process, according to the provisions of the act. The NPPF places strong emphasis on the desirability of sustaining and enhancing the significance of heritage assets, and affords great weight to the asset's conservation. The NPPF defines a "heritage asset" as: "A building, monument, site place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest".
- 17.20 The application site lies adjacent to the Duncan Terrace / Colebrook Row Conservation Area and abuts locally listed residential buildings at 8-39 Packington Street to the rear (described as 'Late classical, Italian influence'). Other nearby built heritage assets include:
- 70 Essex Road; a 19th century house with ground floor shop which is Grade II listed (located 100m to the north)
  - Mural at the City of London Academy; by William Mitchell, which is Grade II listed (located 150m to the south-east)
  - The Old Queens Head, 44 Essex Road; public house, c.1830, which is Grade II listed (located 50m to the west)
- 17.21 Given the close proximity of the proposal site in relation to the conservation area and the locally listed Packington Street terrace, along with the other heritage assets in relatively close proximity as listed above, particular attention is needed in terms of the scale, bulk, height, massing, detailed design and materiality of the proposed building to ensure there is no resulting detrimental impact to the setting of nearby heritage assets. Given the existing site contains a car park and partially derelict garages it is considered that it has no heritage value or significance. The buildings arose as a result of bomb damage and it was never intended that the rear of properties on Packington Street would have been exposed in the way that they are currently. The new building will therefore reinstate the original back- to- back arrangement. The design officer has noted that the proposal has a neutral impact on the character and appearance/significance of the conservation area. In terms of materiality and scale, the design officer has also noted that given the brickwork treatment the proposed building should blend in with the context successfully and that the scale and massing is generally respectful of the surroundings. Furthermore, from a broader townscape point of view there is the benefit of introducing a street frontage adding natural surveillance and removing unsightly garages/car park. Given the above the proposed building is considered to have a neutral impact upon the character and appearance of the conservation area, thus preserving it rather than enhancing it.
- 17.22 The site is also located within an area designated as an Area of Archaeological Priority. A report submitted with the application suggests that there is likely to be little impact to below ground heritage assets (remains) however GLAAS have recommended an archaeological condition requiring a Written Scheme of Investigation to be undertaken and approved by the planning authority to ensure any archaeological remains are adequately protected.

### Conclusion of design

17.23 The proposed building is considered to have a well-articulated and composed façade with the differing heights (single storey to three-storey) working well together to form a coherent architectural piece. Samples of materials would be required by condition in order to ensure that the development is built out to the highest quality. Details would also be required of the bay windows and other detailed elements of the design to ensure the resulting building is of the highest standard possible. As such, the proposal is considered to enhance the character and appearance of the nearby Duncan Terrace / Colebrook Row Conservation Area, preserves the setting of the locally listed buildings of Packington Street and results in a well-designed development in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

## **18 Accessibility**

18.1 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.

18.2 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.

18.3 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.

18.4 The design of the residential units and residential communal areas complies with Lifetime Homes (Category 2), Islington Development Management Policies document and the Council's Inclusive Design in Islington SPD. Wheelchair accessible accommodation is proposed on the ground floor with two further wheelchair accessible units on upper levels. Level access is provided throughout the development and there are two lifts which serve all residential floors. The plans have also been amended during the course of the application in order to ensure that the proposal meets inclusive design principles.

### *Accessibility to garden/external area*

18.5 The garden space has been designed to be fully accessible and inclusive to all future occupiers of the accommodation. The garden/external area is on a single level with wide (1.2m) paths as well as turning spaces for wheelchairs. Seating has been

specifically designed and arranged so that wheelchair users can sit in such a way as to be part of the group.

- 18.6 The garden will include a sensory section, located in the south-west corner of the site, which will include raised planters. The raised planters could be enjoyed at sitting height and which would also enable residents to participate in the maintenance and/or growing of plants if they so wish. (Fig. 22 below shows a computer generated image indicating how the proposed garden will be organised).



**Fig. 22:** Computer generated image of the proposed garden/external area

- 18.7 Given the above, the proposed development is considered to satisfy relevant standards in terms of accessibility. In the event of planning permission being granted, permission would be conditioned to ensure that the proposed development is genuinely accessible and inclusive.

## **19 Quality of Resulting Supported Residential Accommodation**

- 19.1 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life, residential space and design standards will be significantly increased and enhanced from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards. In accordance with this policy, all new housing is required to provide functional and useable spaces with good quality amenity space, sufficient space for storage and flexible internal living arrangements. Policy DM3.8 notes that the council will support the provision of sheltered housing provided (amongst other things) the development is suitable for the intended occupiers in terms of the standard of facilities.
- 19.2 Habitable rooms in the proposed development itself were analysed for daylight provision. With the current surroundings, all bedrooms would exceed the

recommendations. All combined living / kitchen / dining and communal areas would exceed the recommendations for a living area and all but one would also exceed the recommendation for a kitchen.

- 19.3 With a cumulative scenario, including the proposed development at The Windsor Centre, nearly all of the bedrooms would exceed the recommendations and nearly all of the combined living / kitchen / dining and communal areas would exceed the recommendations for a living area. This is discussed further in paragraph 19.3.

*Unit Sizes:*

- 19.4 The supported housing units (both the self-contained units at first and second floor and the shared cluster unit at ground floor) far exceed London Plan standards in terms of floor area. The measurements of the units are as below.

*Ground floor*

- Shared 'cluster' unit at ground floor level: 154sqm

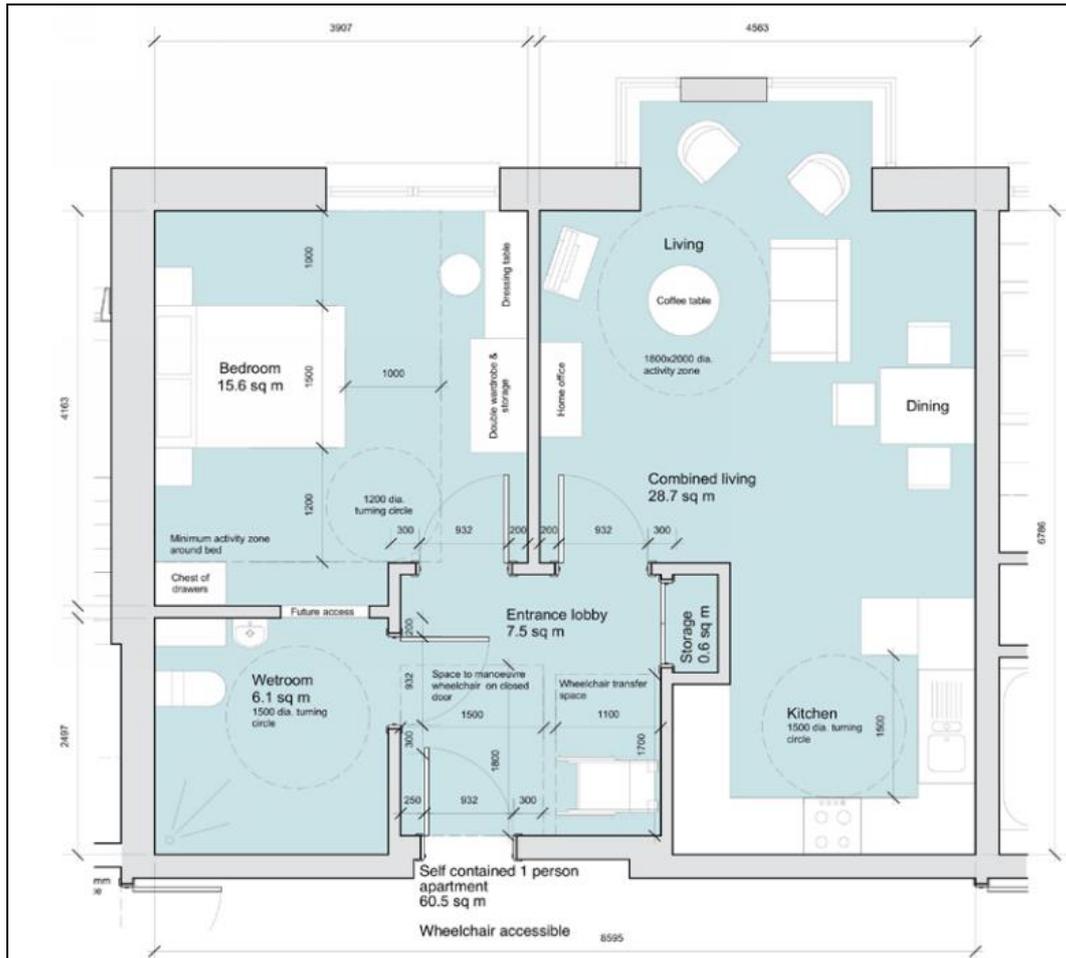
*First floor*

- Self-contained wheelchair accessible unit at first floor level: 60.5sqm
- Two self-contained wheelchair adaptable units at first floor level: 50.0sqm and 52.30sqm

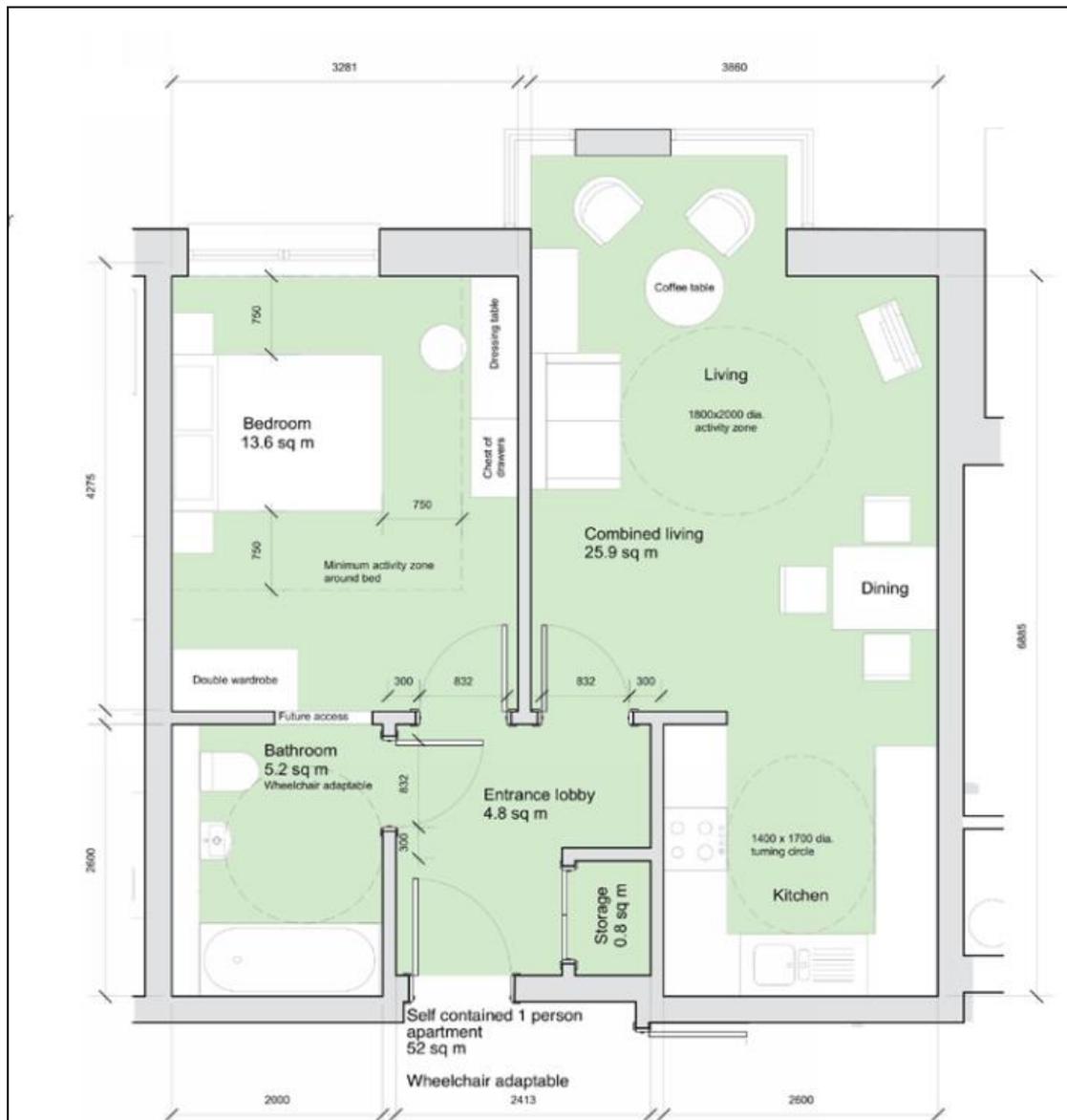
*Second floor*

- Self-contained wheelchair accessible unit: 60.5sqm
- Three self-contained wheelchair adaptable units: 45.8sqm, 50sqm and 52.3sqm

- 19.5 In addition, there are two separate communal rooms (living/kitchen/diners) for use by all residents throughout the building; one at ground floor and one at first floor. Moreover, the residents would also be provided with communal rooms and a generous garden space.



**Fig. 23:** Indicative layout of self-contained wheelchair accessible units (one will be located at first floor level and one will be located at second floor level).



**Fig. 24:** Indicative layout of self-contained wheelchair adaptable units (two will be located at first floor level and three will be located at second floor level).

#### 19.6 External Area:

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).

19.7 The proposed development includes a rear garden area running the entire length of the site. The garden would be divided into three areas as follows:

- Sensory section:
- Contemplation space:
- Flexible gathering space

- 19.8 The sensory garden would form an extension of the communal area and include a framed timber pergola with a shade canopy which would enable residents to use the space all year round. Seats would be informally arranged beneath the pergola to enable residents to look out over the sensory garden. Planting and materials will be selected for sound, scent and touch, so that they stimulate the senses. The contemplation space, located within the middle section of the garden, will include seats grouped together, including space for wheelchairs, to enable residents to sit together and relax.
- 19.9 The flexible gathering space, located in the south-east corner of the site, will be a larger space with fixed seating framed by planting.
- 19.10 As well as the three specific areas in the garden, the boundary wall of the garden (abutting the rear gardens of Packington Street), will be retained and repaired where necessary. The boundary wall, which sits within the application site, will have trellis attached to the top of it to provide screening for the residents of the proposed building. The trellis will be stepped according to the pattern of the existing stepped wall. However, for the majority of the length of the wall the trellis will be lower than the existing fence at the rear of the Packington Street gardens.

*Aspect/Daylight Provision:*

- 19.11 Policy DM3.4 (part D) sets out that 'new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated'.

*Daylight provision to habitable rooms within the proposed development:*

BRE Guidance – New buildings:

- 19.12 For new residential properties, paragraph 2.1.8 of the BRE guidance states: "*Daylight provision to new rooms may be checked using the average daylight factor (ADF). The ADF is a measure of the overall amount of daylight in a space.*"
- 19.13 British Standard BS 8206-2 "Code of Practice for Daylighting" recommends the following minimum ADF levels for new housing:
- Bedrooms: 1% ADF
  - Living Rooms: 1.5% ADF
  - Kitchens: 2% ADF
- 19.14 The BRE guidelines also note at paragraphs 2.1.10 and 2.1.11 that where there are multiple windows, the ADF due to each one can be added together, and that interiors with very high ADFs (over 6%) sometimes have problems with summertime overheating or excessive heat loss in winter.
- 19.15 With regards to daylight provision to the proposed development, the submitted BRE report concludes that, when built, all (12) of the bedrooms within the development would meet recommendations in the BRE guidelines. In terms of the other habitable rooms within the proposed development (combined living/kitchen/dining and communal areas) all (10) rooms would also meet the BRE guidelines for daylight provision.

*Daylight provision to habitable rooms within the proposed development if 'The Windsor Centre' extension is built:*

- 19.16 An application for a 3-5 storey high office extension at The Windsor Centre, which is located opposite the subject site, is currently under consideration by the Council. The extension would include an area being built on the southern side of the site, nearest to the proposed building on the Windsor Street car park. In this instance, should the development at The Windsor Centre be built, 10 of the 12 bedrooms of the proposed development would meet the BRE guidelines in terms of daylight provision. With regards to the other habitable rooms in the proposed development (combined living/kitchen/dining and communal areas) 9 of the 10 rooms would meet the BRE guidelines in terms of daylight provision.
- 19.17 The 2 proposed bedrooms which would not meet BRE guidelines for daylight provision should The Windsor Centre extension be built are located within Unit 1 and Unit 2 on the ground floor; these units directly face the proposed development at The Windsor Centre. The ADF (average daylight factor) target is 1.0% and the failures in this instance are 0.9% (Unit 1) and 0.6% (Unit 2). Unit 1 is therefore viewed as being a very marginal failure. The one combined living/kitchen/dining area which would not BRE guidelines for daylight provision is also located on the ground floor of the proposed development, between Unit 2 and Unit 3. It achieves 1.1% where the target is 1.5% for a living area.
- 19.18 The units on the ground floor will be occupied on a communal basis with the tenants being able to access all of the ground floor area so the dependence on daylight in one particular room needs to be balanced against the very good daylight that will be experienced in other rooms. The Windsor Centre application is still a current application which has not yet been presented to Planning Committee for determination so the potential impacts that the scheme might have should permission be granted can only be given limited weight in consideration of the current proposal. However, it is relevant to state that in the eventuality that consent is granted, the impact of this development will be limited to 2 bedrooms and to one living/kitchen/dining area and the degree of failure is considered to be relatively marginal.

Noise:

- 19.19 The development is sufficiently removed from any traffic noise from, for example Packington Street and Essex Road, and as such no specific sound insulation condition is proposed as this is dealt with by Building Regulations. A condition is recommended requiring details of noise from roof plant to be submitted to ensure that its operation will not create disturbance to residents.

Refuse:

- 19.20 Dedicated refuse and recycling facilities are provided for the proposal. Two refuse stores will be provided. One store will be adjacent to the secondary entrance towards the eastern end of the site and will serve the accommodation at first and second floors. The other store will be located to the western side of the site and will be of a sufficient size to serve the whole of the building if required. Both stores would be securely enclosed, with level access and serviced from the street.

## 20 Neighbouring Amenity

- 20.1 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.
- 20.2 Moreover, London Plan Policy 7.6 requires 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.

### BRE Guidance - Daylight and Sunlight:

- 20.3 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.
- 20.4 BRE Guidelines paragraph 1.1 states: "*People expect good natural lighting in their homes and in a wide range of non-habitable buildings. Daylight makes an interior look more attractive and interesting as well as providing light to work or read by*". Paragraph 1.6 states: "*The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design...In special circumstances the developer or local planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings*".

### BRE Guidance – Daylight to existing buildings:

- 20.5 The BRE Guidelines stipulate that... "the diffuse daylighting of the existing building may be adversely affected if either:
- *the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value*
  - *the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value."* (No Sky Line / Daylight Distribution).
- 20.6 At paragraph 2.2.7 of the BRE Guidelines it states: "*If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight.*

*The area of lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.”*

- 20.7 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.
- 20.8 At paragraph 2.2.8 the BRE Guidelines state: *“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside”.*
- 20.9 Paragraph 2.2.11 states: *Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.”* The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.
- 20.10 The BRE Guidelines at its Appendix F gives provisions to set alternative target values for access to skylight and sunlight. It sets out that the numerical targets widely given are purely advisory and different targets may be used based on the special requirements of the proposed development or its location. An example given is *“in a mews development within a historic city centre where a typical obstruction angle from ground floor window level might be close to 40 degree. This would correspond to a VSC of 18% which could be used as a target value for development in that street if new development is to match the existing layout”*
- 20.11 Paragraph 1.3.45-46 of the Mayor of London’s Housing SPD states that:
- ‘Policy 7.6Bd requires new development to avoid causing ‘unacceptable harm’ to the amenity of surrounding land and buildings, particularly in relation to privacy and overshadowing and where tall buildings are proposed. An appropriate degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.
- 20.12 The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm.’

### BRE Guidance - Sunlight to existing buildings:

20.13 The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:

*“If a living room of an existing dwelling has a main window facing within 90 degrees of due south, and any part of a new development subtends an angle of more than 25 degrees to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected. This will be the case if the centre of the window:*

- *Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and*
- *Receives less than 0.8 times its former sunlight hours during either period and has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.”*

20.14 The BRE Guidelines state at paragraph 3.16 in relation to orientation: *“A south-facing window will, receive most sunlight, while a north-facing one will only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows will receive sunlight only at certain times of the day. A dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit.”*

20.15 They go on to state (paragraph 3.2.3): *“... it is suggested that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun.*

### BRE Guidance - Open spaces:

20.16 The Guidelines state that it is good practice to check the sunlighting of open spaces where it will be required and would normally include: *‘gardens to existing buildings (usually the back garden of a house), parks and playing fields and children’s playgrounds, outdoor swimming pools and paddling pools, sitting out areas such as those between non-domestic buildings and in public squares, focal points for views such as a group of monuments or fountains’.*

20.17 At paragraph 3.3.17 it states: *“It is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21 March.”*

## **Assessment**

### Summary

20.18 The applicant’s submitted Daylight/Sunlight Report (entitled ‘Daylight and Sunlight: Proposed Development at Windsor Street’ and dated 8 September 2017), assesses the loss of daylight and sunlight to neighbouring properties and daylight provision to habitable rooms in the development itself. The latter assessment of daylight provision to habitable rooms within the proposed development itself, has been assessed via

the calculation of the average daylight factor and has been referred to under the quality of accommodation section.

20.19 The properties included in the analysis are as follows:

8-17 Packington Street - Residential properties lying to the rear of the proposed development with rear gardens abutting the rear garden of the proposed development

Gough House - Block of flats (7-storey's) to the west / north-west of the proposed development

13 Windsor Street - Commercial premises to the north-west of the proposed development

The Windsor Centre - Commercial premises to the north of the proposed development

Turnbull House - Block of flats (5-storey's) to the east of the development

**Windsor Street - Daylight**

Unit label/ address	Room / Window	Room use	Vertical Sky Component (Window)			No Sky Line (Daylight Distribution) (Room)			
			Existing (%)	Proposed (target: ≥27%)	Reduction (target: <20%)	Whole room m <sup>2</sup>	Previous m <sup>2</sup>	Proposed m <sup>2</sup>	Reduction (target: <20%)
12 Packington Street	Lower ground floor /W1A	Kitchen	21.4	18.3	15%	<b>35</b>	<b>27.9</b>	<b>20</b>	<b>28%</b>
12 Packington Street	Lower ground floor /W1	Kitchen	25.1	21.1	16%				
Turnbull House	Ground floor W7*	Unknown	10.5	7.5	<b>29%*</b>	Not known as room layout unavailable			

**Fig. 25: DAYLIGHT:** Individual BRE failures marked in **BOLD**. Units where both tests fail highlighted in **GREY**.

\*- this window has an overhang above it which restricts vertical sky component. Without the overhang it meets the guidelines.

**Turnbull House - Sunlight**

Unit label/ address	Room / Window	Room Use	Annual APSH			Winter WPSH		
			Existing	Proposed (Target >25)	% loss (Target <20)	Existing	Proposed (Target >5)	% loss (Target <20)
Turnbull House	Ground floor W7*	Unknown	17	<b>10</b>	<b>39%*</b>	8	8	0

**Fig. 26:** SUNLIGHT: Individual BRE failures marked in **BOLD**. Units where both tests fail highlighted in **GREY**

\*- this window has an overhang above it which restricts annual sunlight. Without the overhang it meets the guidelines.



**Fig. 27:** Photo of the rear of Turnbull House. Window potentially affected by the proposed development (Window 'W7') is located at the bottom right of the photo outlined in white rectangle.



**Fig. 28:** Photo of the rear of No. 12 Packington Street. The room in question is lit by a window and glazed door (as outlined in white rectangle). Both window and door were taken into account in the daylight distribution analysis.

20.20 The Daylight/Sunlight report submitted for this application has also undertaken an assessment of any impact to existing neighbouring properties resulting from the proposed extension at The Windsor Centre. However, as that is a separate application and is not under assessment here, those results are not discussed within the remit of this report.

20.21 The Daylight/Sunlight assessment was undertaken using architectural drawings, a 3D model of the proposed development, Ordnance Survey map information, a topographical survey and site visits to Packington Street (on 27 February 2015, 20 January 2016 and 1 February 2016). Access was available to 8-15A and 16 Packington Street, enabling room geometry to be measured. The daylight distribution calculations for these properties have been included in the analysis. At other Packington Street properties, access was not available, and as such daylight distribution calculations have not been undertaken nor included in the analysis.

20.22 The results of the analysis are further discussed below.

20.23 Impact of the proposed development on existing neighbouring properties at 8-17 Packington Street: *Daylight and Sunlight*

*Daylight: 8-17 Packington Street*

20.24 In terms of daylight analysis, of the 49 windows which were analysed at the rear of 8-17 Packington Street, all would meet the BRE guidelines by having a vertical sky component (with the proposed development in place) of greater than 27%, or more than 0.8 times the value before.

20.25 For the daylight distribution analysis, main rooms on the lower ground to first floor were assessed where survey data could be collected (no impact was found on second floor windows and rooms). In some properties rooms on the lower or upper ground floors stretch the entire length of the building. In these instances, the rooms

were analysed with the contribution of the front window facing onto Packington Street, included. In other instances, where through-rooms are partitioned, the rear room (with a single window facing the development site) has been analysed.

- 20.26 The analysis concludes that of the 29 surveyed rooms, 28 would meet the BRE guidelines for daylight distribution, since the area of the working plane that could see the sky with the proposed development in place, would be greater than 0.8 times the value before.
- 20.27 In terms of daylight distribution, the lower ground floor through-kitchen at No.12 Packington Street would be below BRE guidelines. This room would have an area of the working plane able to see sky (with the proposed development in place) of 0.72 times the value before, compared to a target of 0.8. This is partially due to the internal layout of the room; it is unusually deep and most of the area losing light from the sky is in the front part of the space, furthest from the rear windows that face Windsor Street.

*Garden apartment in the rear garden of No.16 Packington Street*

- 20.28 In the rear garden of No.16 Packington Street, is a single storey, 1-bedroom apartment. This apartment has one window facing the rear of Packington Street, serving a bedroom. This bedroom window would be unaffected by the proposed development.
- 20.29 The garden apartment has a main living/kitchen area which is served solely by two rooflights. When a sloping sky measurement (a measure of the skylight received at the centre of the rooflight), was calculated, there was found to be a marginal and insignificant loss of daylight. However, daylight distribution would be unaffected by the proposed development, since skylight would still be able to be received through the rooflights directly above.

*Sunlight: 8-17 Packington Street*

- 20.30 As stated above BRE guidelines recommend that loss of sunlight be calculated for windows to main living rooms facing within 90 degrees of due south. For Packington Street the only applicable property would be the garden apartment located within the rear garden of No.16. The rooflights, serving the main living area of the garden apartment, were applicable to the analysis and were found to meet the BRE guidelines.

Impact of the proposed development on existing neighbouring properties at 8-17 Packington Street: *Sunlight to rear gardens*

- 20.31 A BRE computer programme was used to calculate the area of existing rear gardens to the properties at 8-16 Packington Street. The results showed that in terms of loss of sunlight to the rear gardens of 8-16 Packington Street, the proposed development would make no difference to the area of the gardens that can receive two or more hours of sunlight on the 21 March.

Impact of the proposed development on existing neighbouring properties at Gough House: *Daylight and Sunlight*

*Daylight: Gough House*

- 20.32 All of the windows analysed on the first floor of Gough House would meet BRE guidelines since they would have a vertical sky component (with the proposed development in place), greater than 0.8 times the value before. The daylight/sunlight report concludes that loss of daylight would be marginal and not significant.

*Sunlight: Gough House*

- 20.33 The windows analysed (facing within 90 degrees of due south) would meet the BRE guidelines for both annual and winter sunlight. This means the windows would receive more than 25% probable sunlight hours, including more than 5% in the winter months, with the development in place. The windows would also have values more than 0.8 times than those before, and would not lose more than 4% annual probable sunlight hours.

Impact of the proposed development on existing neighbouring properties at 13 Windsor Street: Daylight and Sunlight:

*Daylight: 13 Windsor Street*

- 20.34 One window on the ground floor of 13 Windsor Street, facing south, was analysed. The window would be unaffected by the proposed development and therefore meet BRE guidelines. Windows on the same façade on the floors above would also be unaffected.
- 20.35 Windows on the other facades of 13 Windsor Street would not be significantly impacted since they would either light entrance/stairwell areas, or not have a direct view of the higher three-storey element of the proposed development.

*Sunlight: 13 Windsor Street*

- 20.36 The window analysed (facing within 90 degrees of due south) would meet the BRE guidelines for both annual and winter sunlight. This means the window would receive more than 25% probable sunlight hours, including more than 5% in the winter months, with the development in place. The window would also have values more than 0.8 times than those before, and would not lose more than 4% annual probable sunlight hours.

Impact of the proposed development on existing neighbouring properties at The Windsor Centre: Daylight

*Daylight: The Windsor Centre*

- 20.37 Whilst The Windsor Centre is commercial premises (and as such would not normally be subject to an assessment), the 17 windows in closest proximity to the proposed development (ground and first floor windows on three facades) were analysed for loss of daylight via a vertical sky component calculation.
- 20.38 All 17 of the windows analysed would meet BRE guidelines for vertical sky component. This would be achieved by either having values of greater than 27% (with the proposed development in place), or more than 0.8 times the value than before.

Impact of the proposed development on existing neighbouring properties at Turnbull House: Daylight and Sunlight

*Daylight: Turnbull House*

- 20.39 Applicable windows (14 in total) on the ground floor of the residential block Turnbull House were analysed for loss of daylight. Two windows are located under overhanging balconies. The windows are analysed with the overhangs in situ.
- 20.40 The analysis shows that one of the fourteen windows (window 'W7' in Fig.27 above) would not meet BRE guidelines. This window has a balcony overhang which restricts daylight provision and as such could force a reliance on daylight from the area of the proposed site.
- 20.41 In this instance BRE guidance notes that "One way to demonstrate this would be to carry out an additional calculation of vertical sky component...without the balcony in place." When window 'W7' was recalculated without the balcony overhang the results showed that the window would comfortably meet the BRE guidelines. As such, it is primarily the overhang rather than the proposed development, which is limiting daylight provision to the window.

*Sunlight: Turnbull House*

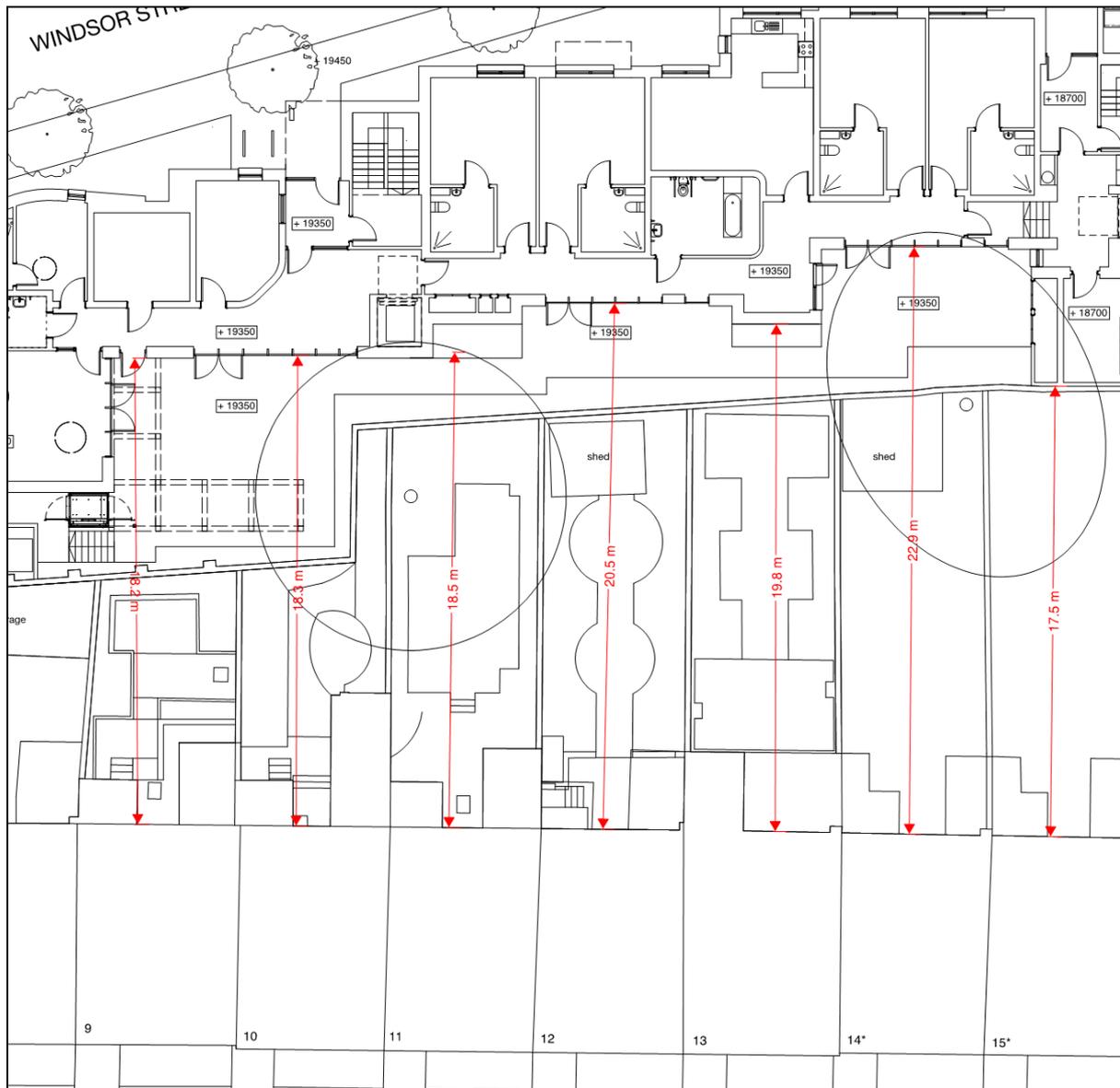
- 20.42 At Turnbull House (residential block of flats to the east of the development), all but one window would meet the BRE guidelines for loss of daylight and loss of sunlight. The one window at Turnbull House which would not meet guidelines is positioned below an overhang. When the calculations for this one window are repeated without the overhang (a procedure which is recommended to be carried out in the BRE guidance in situations where a window is located below an overhang), the window would meet guidelines for loss of daylight and loss of sunlight.

Conclusion of daylight/sunlight impacts

- 20.43 The daylight/sunlight assessment confirms that loss of daylight and sunlight at the nearest neighbouring properties has been analysed and compared against BRE guidelines. The assessment has found as follows:
- All of the windows analysed at the rear of 8-17 Packington Street would meet the BRE loss of daylight guidelines for vertical sky component;
  - All rooms analysed at the rear of 8-17 Packington Street, apart from one, would also meet the BRE guidelines for daylight distribution;
  - Loss of sunlight to the rear of 8-17 Packington Street would not be a consideration since they do not fall within 90 degrees of due south;
  - The garden apartment at the rear of number 16 Packington Street, lit by rooflights, would meet BRE guidelines for both daylight and sunlight provision;
  - All windows at Gough House and 13 Windsor Street would meet BRE guidelines for loss of daylight and sunlight;
  - All windows analysed at The Windsor Centre, would meet the BRE guidelines for vertical sky component;
  - At Turnbull House, all but one window would meet the BRE guidelines for loss of daylight and sunlight. The window which would not meet the guidelines is below a balcony overhang. When the calculations were carried out with the overhang removed the window would meet the BRE guidelines for loss of daylight and sunlight.
- 20.44 Given the above results it is considered that the proposed development is acceptable in terms of daylight and sunlight to neighbouring properties. Whilst there are some daylight failings (one at 12 Packington Street and one at Turnbull House) these are considered to be minor and would not warrant refusing the application.

Overlooking / Privacy:

- 20.45 Islington's Disability Commissioning Team have provided a letter noting the design of the building has been developed to take into account the needs of the future occupiers, with a focus on achieving a flexible space that can meet a range of needs and that 'designs out' common areas of risk for supported living for people with learning disabilities. The commissioning team further note that it is of high importance that the privacy and dignity of the residents is protected, as some people may be vulnerable in situations where their living areas overlook other private or public spaces. Further, it may be inappropriate and restrictive for their living areas to overlook or be overlooked by others, due to the nature of their support needs and associated risks. It is also important that residents and people supporting them have simple and clear access across the building to ensure support can be provided as safely, effectively and discreetly as possible.
- 20.46 With this in mind the layout of the building has been designed so that corridors run to the rear of the building. This would minimise any potential for the occupiers of Packington Street to be able to overlook residents of the proposed building, thus protecting Windsor Street residents' privacy as far as possible. Figure 29 below gives an indication of distances between the rear windows of Packington Street and the rear windows of the proposed building.

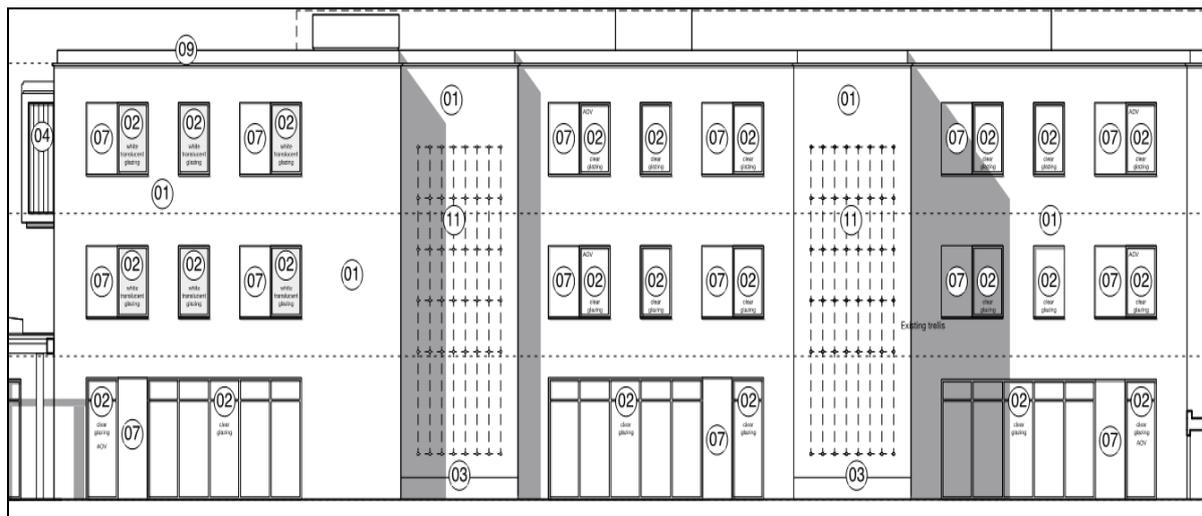


**Fig. 29:** Showing distances between rear windows of Packington Street properties and rear windows of proposed building.

20.47 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.

20.48 One of the windows shown in figure 29 above (property number 15) shows a distance of 17.5 metres between rear window and rear elevation of proposed building. However, this property would be facing onto a blank façade of the external cycle store and as such there would be no adverse impact to amenity in terms of privacy and/or overlooking.

20.49 However, the rear elevation of the proposed building has a series of windows that overlook some of the rear gardens of Packington Street. The majority of these windows (in the proposed development) would have clear glazing however they would serve corridors running the length of building, other than two windows at first floor level serving a communal kitchen/living/dining room and three windows at second floor level which also serve a kitchen/living/dining room. These windows serving the two communal areas would be white translucent glass which would effectively allow light into the rooms but would not afford views out. In this respect there would be no habitable room windows facing directly into habitable room windows and given the distances would largely exceed 18m, the proposal would not give rise to unacceptable impacts in terms of overlooking and privacy.



**Fig. 30:** Showing window detail and glazing to proposed rear elevation. Windows annotated with the number 02 would have either clear glazing or white translucent glazing. Openings annotated with the number 07 would be recessed brick panel.

Safety / Security:

20.50 Development Management Policy DM2.1 requires developments to be safe and inclusive, enhance legibility with a clear distinction between public and private space and to include safety in design, such as access, materials and site management strategies. On all developments, whether for supported housing or self-contained housing, it is vital to build safety and security into the design.

20.51 The proposed supported housing building will have on-site support and care with staff facilities provided on the ground floor with a staff office also located at second floor. The Metropolitan Police Designing Out Crime Officer has previously been consulted on the proposal which she supported in principle. Further confirmation that the development achieves Secure by Design accreditation will be required by condition.

Noise and Disturbance:

20.52 A Construction Management Plan would be required by condition to ensure there would be minimal disruption arising from the construction process.

Light pollution:

- 20.53 A concern has been raised by a neighbouring occupier that the development might result in light pollution to their property. Specifically, they are concerned that because of the nature of the building there will be intermittent switching on and off of lights at night-time. However, as the building is for residential use it is not considered there would be any excessive use of lights over and above what would normally be expected from a residential block and as with any residential use, if lights were being switched on to such an extent that they were deemed to be creating light pollution, this would be investigated by the Environmental Health Team.

#### Views / Outlook:

- 20.54 Proposals for development are considered against their visual context, such as location and scale of landmarks, strategic and local and other site specific views, skylines and silhouettes. DM2.4 requires local and strategic views to be protected.
- 20.55 The proposal would not affect any strategic or local protected views. However, some residents of surrounding properties have objected to the proposal on the basis of the affect the development would have on their views from within their properties. While loss of view per se is not a planning consideration, the proposal has been considered in terms of the potential for and assessed against policy DM2.1 (Increased sense of enclosure and outlook). Given the proposal's considerable distance from neighbouring residential properties at Packington Street (see Fig. 29 above), it is not considered that the proposed development would result in any unacceptable sense of enclosure or loss of outlook.

#### Conclusion of neighbouring amenity impact

- 20.56 It is acknowledged that there will be a visual impact but this is not deemed to be unacceptable nor unusual in this urban location. In summary, the proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight, increased overlooking, loss of privacy, sense of enclosure or safety and security.

## **21 Sustainability, Energy Efficiency and Renewable Energy**

- 21.1 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.
- 21.2 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) CO<sub>2</sub> 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 CO<sub>2</sub> emissions should be offset through a financial contribution towards measures which reduce CO<sub>2</sub> emissions from the existing building stock (CS10).
- 21.3 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport,

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

## **22 Carbon Emissions**

### London Plan CO2 reduction target:

- 22.1 London Plan policy 5.2B sets out a CO2 reduction target, for regulated emissions only, of 40% against Building Regulations 2010 and 35% against Building Regulations 2013.

### Council CO2 reduction target:

- 22.2 The applicants have confirmed that the development achieves a 25.6% reduction in regulated and unregulated emissions against a Part L 2013 baseline. Whilst this does not meet the 27% policy requirement (where developments are not connecting to decentralised energy network (DEN)) the shortfall is considered marginal. The application fails to meet the 27% policy requirement as the number of PV panels has been reduced since submission from 73 to 55. This reduction has been made to accommodate a collapsible maintenance safety railing at roof level and to ensure the panels are as less visually obtrusive as possible by locating them away from the edges of the roof.
- 22.3 In accordance with the Council's Zero Carbon Policy, the council's Environmental Design SPD states "after minimising CO2 emissions onsite, developments are required to offset all remaining CO2 emissions (Policy CS10) through a financial contribution". This applies to both regulated and unregulated emissions.
- 22.4 A Carbon Offset calculation of £37,727 has been calculated for the outstanding 41 tonnes emissions. This has been calculated according to Islington Policy and will be sought by way of Director's Letter (pursuant to section 106).

### BREEAM

- 22.5 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".
- 22.6 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."
- 22.7 The submitted BREEAM Pre-Assessment Report shows a score of 73.94% achieving an 'Excellent' rating meeting the requirements of DM 7.4 for the current design proposals.
- 22.8 All reasonable measures should be taken to ensure the development as built achieves this level and a condition is recommended to this effect.

### Heating and CHP:

22.9 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

22.10 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.

22.11

### Renewables

22.12 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."

22.13 The Energy Strategy proposes the installation of 55 PV panels on the roof of the three storey element. The number of PV panels is the highest amount possible within the constraints of the roof and the need to maintain collapsible barriers around the edge of the roof. A high efficiency communal gas boiler is also proposed.

22.14 A condition is recommended requiring the applicant to provide further details of the PV panels to ensure efficient panels are used and their location and positioning is appropriate. This measure would go some way to increasing the developments carbon reduction targets.

22.15 Subject to offset payments as outlined above and the provision of further information via condition the application is considered to propose an adequate amount of renewable energy, energy efficiency measures and clean energy. As such the proposal is considered acceptable in this respect.

### Sustainable Urban Drainage System

22.16 The site has been identified as being in a low flood risk zone. The application proposes a reduced impermeable area in comparison to the existing site and has increased planting in comparison to the existing site, thus allowing for less surface water run-off.

22.17 An intensive sedum roof is proposed on the single storey element of the building, and a rainwater attenuation tank (water butt) within the rear garden area. Both of these measures will help to further reduce surface water run-off.

22.18 Further details of the SuDS element of the proposal is required by condition however the submitted application documentation advises that green roof and rainwater

harvesting technology, permeable paving and raingarden features (that use planting as drainage structure) will be considered.

### Green Performance Plan

- 22.19 A draft Green Performance Plan has been submitted. A final version would be required through the Director's Letter (section 106).
- 22.20 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.

## **23 Biodiversity and Ecology**

- 23.1 The existing site is comprised of a reasonably significant amount of hardstanding; as such, the site provides limited potential for protected species. That being said, the site has shrubs, bushes and ornamental planting. There is amenity grassland and trees in the adjacent Turnbull House site. The young trees on site, climbing ivy and over-hanging, adjacent trees are of nesting potential and there is potential for the adjacent boundary trees to be utilised for foraging by common bat species. Concern has been raised regarding the protection of swifts nesting close to the site. Thus, to maintain and enhance habitats and biodiversity it is recommended to, where possible, increase the number and species of trees on site and to provide bird (for example swifts) and bat boxes on site. It is also proposed that any soft landscaping should aim to enhance the ecological value of the site.
- 23.2 Finally, an extensive green roof on top of the single storey element of the building is proposed. This will increase the biodiversity element of the garden and improve visual amenity. Given the above, it is considered that the proposal would enhance the overall ecological and biodiversity value of the site

## **24 Landscaping and Trees**

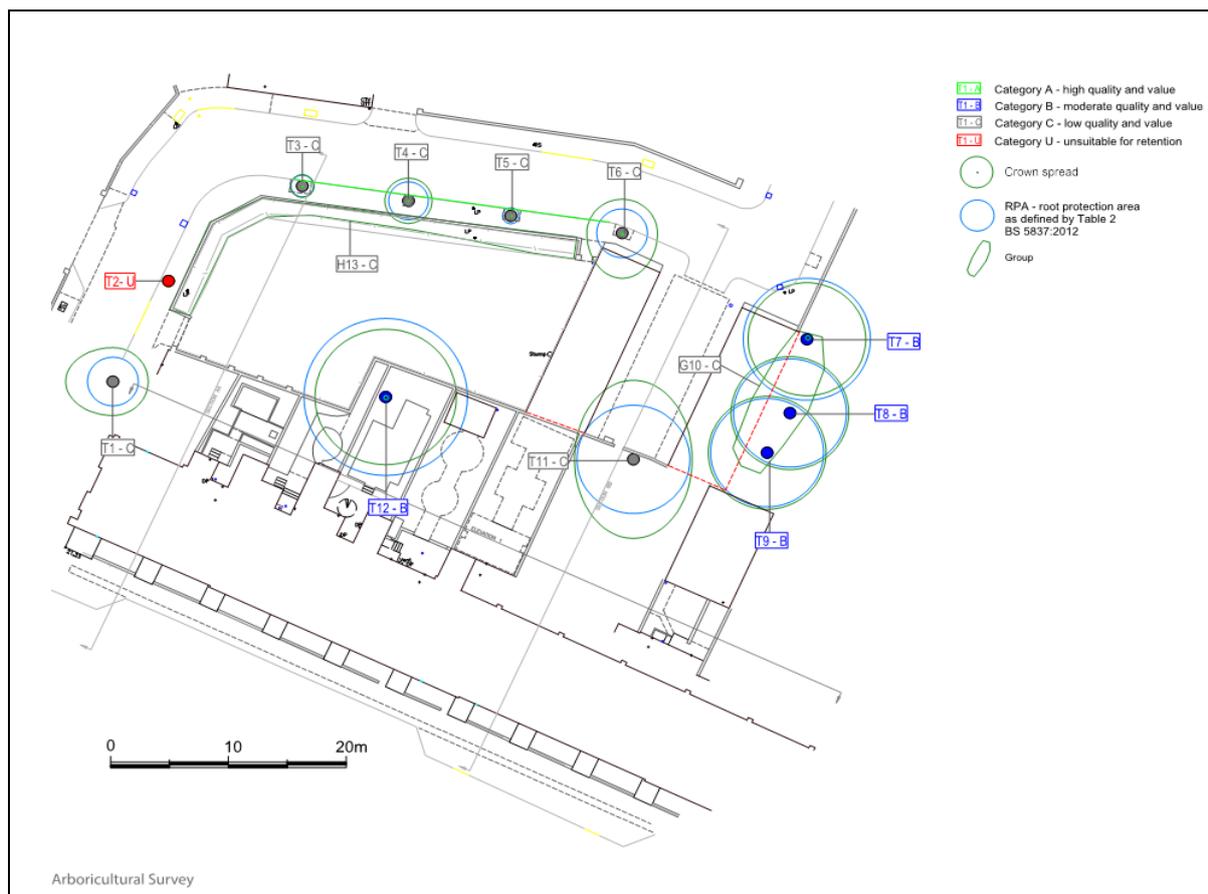
- 24.1 Islington's Core Strategy Policy CS15 on open space and green infrastructure states that the council will provide inclusive spaces for residents and visitors and create a greener borough by protecting all existing local spaces, including open spaces of heritage value, as well as incidental green 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.

### Loss of trees

- 24.2 The proposed development includes the loss of three trees (category B) which lie to the east in Turnbull House (included within the blue line of the application site). The Council's Tree Officer has no objection in principle to the loss of the trees however he has stated that trees with a similar canopy cover should be re-provided in as close proximity as possible to those being removed.

24.3 The applicants did consider whether the eastern boundary of the proposed development could be stepped back (and thus resolve having to remove the trees altogether) however they concluded that this would not be possible as it would severely compromise the floor area and layout of the proposal.

24.4 In addition to the replacement trees in the adjacent land at Turnbull House the proposal would also include the replacement of a highway tree at the front of the proposed building and the removal of another highway tree.



**Fig. 31:** Drawing above identifies all existing trees and vegetation in close proximity to the site.

### Landscape strategy

24.5 The proposed landscape strategy has two components; one to the front of the site and one to the rear. To the front of the site low planting is proposed, to provide an attractive setting and allow separation between the building and street. This will provide an element of privacy screening and defensible space for the future occupiers of the building. The landscaping at the front of the building will also widen the footpath at the entrances and improve accessibility into the building. To the rear of the site the landscaping strategy proposes incorporating a sensory garden which will be accessed directly from the internal communal area at ground floor level. The sensory garden will be situated under a partially canopied pergola to facilitate year round use. Strategically placed seating and architectural interventions (such as a water feature) are also proposed within this area. The rest of the rear garden will accommodate a variety of carefully chosen planting, 'gathering' space, paving running the entire length to enable full accessibility for all occupiers and storage

space. The single level of the garden and extra wide 1.2 metre paths and turning spaces for wheelchairs will further ensure the garden is fully accessible to all residents of the building.

- 24.6 In terms of rear boundary treatment, the existing rear wall will be retained and repaired where necessary. A trellis will be mounted on top of the wall for climbing plants. Both of these measures will help to protect the privacy of future occupiers of the building.

## **25 Highways and Transportation**

- 25.1 The site has a PTAL rating of 6a (with 6b being the best rating achievable) and is thus considered to have a very good level of public transport accessibility. The site is within walking distance to Essex Road (National Rail) railway station and Angel (northern line) underground station. There are also a number of bus routes (10) in close proximity to the site. There are also walking and cycling routes near the site.

### Pedestrian / Cycle Improvements

- 25.2 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. Cycle parking requirements apply for any new residential/commercial units, and extensions of 100 square metres or more.
- 25.3 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.
- 25.4 In terms of cycle parking, in line with policy a total of 14 cycle spaces will be provided which will accord with policy DM8.4. The provision of the cycle parking will be secured by condition.

### Servicing, deliveries and refuse collection

- 25.5 Refuse and recycling facilities would be provided within the boundaries of the site in line with Islington's refuse and recycling storage requirements. Refuse and servicing / delivery would be from the street. Further details will be required by condition.

### Vehicle parking

- 25.6 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.
- 25.7 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking).
- 25.8 Windsor Street is a relatively narrow street ranging between 5.1m and 5.4m wide for the carriageway. The east-west arm of Windsor street has a three space shared

permit holders and pay by phone bay on the north side. The proposal has a requirement for a wheelchair accessible minibus which would need a space of approximately 9.0m long by 2.3m wide. Therefore any disabled bay on the south side (outside of the proposed building) would require the removal of the three space shared permit holders and pay by phone bay on the opposite north side.

- 25.10 Altering of the parking bays and restrictions is subject to local and statutory consultation. The amendment of the traffic orders require a notice to be published and there is a 21 day objection period and any objections to the changes would need to be considered. Any costs incurred in relation to the above would be required in the legal agreement.

#### Construction Traffic

- 25.11 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.

#### **26 Planning Obligations, Community Infrastructure Levy and local finance considerations**

- 26.1 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they be (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.
- 26.2 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.
- 26.3 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 New Build and Regeneration and the proper officer as the Local Planning Authority will be agreed subject to any approval.
- 26.4 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.

26.5 The letter and memorandum of understanding (pursuant to section 106/Director's Agreement) will include the contributions listed in Appendix 1 of this report.

## **27 National Planning Policy Framework**

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

## **28 SUMMARY AND CONCLUSION**

### **28.1 Summary**

28.2 The application proposes the demolition of 12 existing garages and the removal of an existing car park and the erection of a 3-storey plus basement building to accommodate 7 self-contained residential units and 4 en-suite bedrooms within a cluster flat arrangement. The building will also house staff accommodation, offices, two additional communal living/kitchen/dining rooms, cycle storage, refuse and a landscaped garden area running the full length of the rear of the building.

28.3 The proposal provides good quality supported residential accommodation which is considered to contribute towards delivering mixed and balanced communities. In land use terms, the proposal is considered to meet the objectives of planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policies DM3.8 and 4.12.

28.4 The proposed building has a well-articulated and composed façade which is considered to work well as an architectural piece. Samples of material will be required by condition in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed, incorporating inclusive design principles, and is in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

28.5 The proposal incorporates a generous amount of landscaped garden/amenity space and details of plant and tree species will be required by condition. As such the proposal is considered to provide substantial enhancements to the overall ecological value of the site and is in accordance with Core Strategy Policy CS15 and Development Management Policy DM6.3.

28.6 The proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety or security concerns. The development would result in the provision of high quality supported residential accommodation with well-considered internal layouts, good levels of natural light and a good amount of private and communal amenity space.

### **29 Conclusion**

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

## **APPENDIX 1 – RECOMMENDATIONS**

### **RECOMMENDATION A**

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

- The on-site provision of 11-bedrooms in a supported housing units to be retained as housing in C2 Use Class.
- The repair and re-instatement of the footways and highways adjoining the development including removal of redundant crossovers and repairs to the highway following the build and any modifications to junctions or the highway required to accommodate the mini-bus parking bay. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.

- Facilitation, during the construction phase of the development, of 1 work placements with each placement lasting a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer/ contractor to pay wages (must meet London Living Wage).
- Compliance with the Code of Construction Practice, including a monitoring fee (£2,700) and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). The figure is £37,727.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- The provision of 1 accessible on-street parking bays or contribution of £2,000 towards its provision.
- Removal of eligibility for residents' on-street parking permits for future residents.
- Submission of a draft framework Travel Plan with the planning application, of a draft Travel Plan for Council approval prior to occupation, and of a Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- Council's legal fees in preparing the Directors Agreement and officer's fees for the preparation, monitoring and implementation of the Directors Agreement.

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

## RECOMMENDATION B

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

### List of Conditions:

1	<b>Commencement (Compliance)</b>
	CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.

	REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).
<b>2</b>	<b>Approved plans list (Compliance)</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Design and Access Statement Rev.B</p> <p>Dwg 2264_PL1_001E – Site Location Plan – Existing</p> <p>Dwg 2264_PL1_002 - Existing Section F &amp; Existing Elevations 05</p> <p>Dwg 2264_PL1_003 - Existing Site Sections L &amp; M</p> <p>Dwg 2264_PL1_100E – Proposed Basement &amp; Ground Floor Plans</p> <p>Dwg 2264_PL1_005F – Proposed Ground Floor Site Plan</p> <p>Dwg 2264_PL1_101E – Proposed First &amp; Second Floor Plans</p> <p>Dwg 2264_PL1_102E – Proposed Roof Plan</p> <p>Dwg 2264_PL1_111E – Indicative Furniture Layout and Accessibility 1 of 1</p> <p>Dwg 2264_PL1_110E – Indicative Furniture Layout and Accessibility 1 of 2</p> <p>Dwg 2264_PL1_400G – Proposed Elevations 01 &amp; 02</p> <p>Dwg 2264_PL1_401E – Proposed Elevations 03 &amp; 04</p> <p>Dwg 2264_PL1_402E – Proposed Elevation 05</p> <p>Dwg 2264_PL1_500C – Proposed Sections A &amp; B</p> <p>Dwg 2264_PL1_501C – Proposed Sections C &amp; D</p> <p>Dwg 2264_PL1_502C – Proposed Sections E &amp; F</p> <p>Dwg 2264_PL1_503C – Proposed Sections G &amp; H</p> <p>Dwg 2264_PL1_504C – Proposed Section L</p> <p>Sustainable Design &amp; Construction Statement ref 30146 dated November 2017 and addendum dated January 2018</p> <p>Energy Strategy Report ref 30146 dated 17 August 2017 and addendum file note dated 12 January 2017</p> <p>BREEAM Pre-assessment Report ref 30146 dated November 2017</p> <p>Draft Green Performance Plan ref 30146 dated November 2017</p> <p>Arboricultural Impact Assessment Report ref SHA 455 Rev dated 01 August 2017</p> <p>Asbestos Refurbishment and Demolition Survey Report ref J076253 dated 23 June 2015</p> <p>Daylight and sunlight report – ref PR0971-1006 Issue 1a dated 08 September 2017</p> <p>Extended Phase 1 Habitat Survey ref DFCEP 3372 Rev A dated 18 August 2017</p> <p>Flood Risk Assessment ref 880633-R2 (01)-FRA dated August 2017</p> <p>Geotechnical Survey ref J14355 dated March 21015</p> <p>Heritage Statement ref NGR TQ 31941 83770 dated 08 August 2017</p> <p>Planning Statement ref LBI-WIN-PS dated November 2017</p> <p>Statement of Community Involvement dated November 2017</p> <p>Transport Statement ref 11921 dated August 2017</p> <p>Verified Views Methodology Report dated November 2017</p> <p>Archaeological Desk-Based Assessment ref 10629 dated 06 August 2015</p> <p>Health Impact Assessment Screening dated September 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>
<b>3</b>	<b>Materials and Samples (Details)</b>
	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

	<p>of the relevant phase commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Brickwork(s); Sample panels of proposed brickwork to be used showing the colour, texture and pointing;</li> <li>b) Window details and balconies / balustrades;</li> <li>c) Timber panel cladding;</li> <li>d) Green procurement plan; and</li> <li>e) Any other materials to be used.</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard</p>
<b>4</b>	<b>Retention in a Single Planning Unit</b>
	<p>The accommodation hereby approved shall be retained in a single planning unit and shall not be sub-divided into independent residential units for the purpose of management or sale. The rooms shall not be occupied other than by tenants placed by Islington Housing and Adult Social Services.</p> <p>REASON: To ensure that the facility remains intact for its intended purposes as C2 accommodation.</p>
<b>5</b>	<b>Construction Management Plan</b>
	<p>A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise &amp; vibration and air quality including dust, smoke and odour) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>The CMP shall refer to the LB Islington Code of Practice for Construction Sites, the GLA's SPG on construction dust and the Non Road Mobile Machinery register - <a href="http://nrmm.london/">http://nrmm.london/</a>. As asbestos is noted on site a survey should be submitted referencing the CL:AIRE CAR-SOIL guidance for working with asbestos.</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>
<b>6</b>	<b>Archaeological Written Scheme of Investigation</b>
	<p>No demolition or development shall take place until a written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and</p> <ul style="list-style-type: none"> <li>A. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake agreed works.</li> <li>B. The programme for post-investigation assessment and subsequent analysis,</li> </ul>

	<p>publication &amp; dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.</p> <p>REASON: To ensure appropriate protection of any archaeological remains.</p>
<b>7</b>	<b>Piling Method Statement (Details)</b>
	<p>CONDITION: No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and methodology by which such piling will be carried out, including measures to minimise potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water.</p> <p>Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure.</p>
<b>8</b>	<b>Accessible Homes (Compliance)</b>
	<p>Notwithstanding the Design and Access Statement and plans hereby approved, the 4-bedroom 'cluster' flat at ground floor, together with five further 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).</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>
<b>9</b>	<b>Solar Photovoltaic Panels</b>
	<p>CONDITION: Further details of the Solar Photovoltaic Panels shown on the approved plans and detailed within the approved Energy Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development hereby approved.</p> <p>The solar photovoltaic panels as approved shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
<b>10</b>	<b>Water Use (Compliance)</b>
	<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>
<b>11</b>	<b>Drainage and SUDS</b>
	<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</p>

	<p>has been submitted to and approved in writing by the Local Planning Authority. Those details shall include:</p> <p>II. a timetable for its implementation, and</p> <p>II. a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.</p> <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed/completed strictly in accordance with the approved details. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a 50% water run off rate reduction.</p> <p>The scheme shall thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
<b>12</b>	<b>Energy Efficiency – CO2 Reduction (Compliance/Details)</b>
	<p>CONDITION: o The energy efficiency measures as outlined within the approved Energy Strategy (and updated by Baily Garner 20/02/2018) which shall provide for no less than a 25.6% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following should be submitted and approved:</p> <p>A revised Energy Strategy, which shall provide for no less than a 33.6% onsite total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013.</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the relevant phase.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
<b>13</b>	<b>Noise of Fixed Plant</b>
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level <math>L_{Aeq,Tr}</math> 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 <math>L_{AF90, Tbg}</math>. 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>

<b>14</b>	<b>Secured by Design Standards</b>
	<p>CONDITION: Prior to superstructure works commencing of the development hereby approved, details of how the development achieves Secured by Design accreditation shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
<b>15</b>	<b>Roof-Level Structures (Details)</b>
	<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 &amp; appearance of the area in accordance with policies 3.5, 7.6 and 7.8 of the London Plan 2016, policies CS8 &amp; CS9 of Islington's Core Strategy 2011, and DM2.1 and DM2.3 of Islington's DM Policies 2013.</p>
<b>16</b>	<b>Lighting Plan (Details)</b>
	<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>
<b>17</b>	<b>Green/Brown Biodiversity Roofs (Details)</b>
	<p>CONDITION: Prior to any superstructure work commencing on the development details of any biodiversity (green/brown) roofs shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The green/brown roof should:</p> <ul style="list-style-type: none"> <li>a) Be biodiversity based with extensive substrate base (depth 80 -150mm);</li> </ul>

	<p>b) cover at least all of the areas shown in the drawings hereby approved, confirmed by a location plan; and</p> <p>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> <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>
<b>18</b>	<b>Nesting Boxes (Details)</b>
	<p>CONDITIONS: Details of bird and/or bat nesting boxes/bricks (including those suitable for swifts) shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The nesting boxes/bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
<b>19</b>	<b>Landscaping details – general (Details)</b>
	<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"> <li>a) existing and proposed underground services and their relationship to both hard and soft landscaping;</li> <li>b) proposed trees: their location, species, size and section showing rooting area;</li> <li>c) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>d) rain garden with wall climbers;</li> <li>e) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types;</li> <li>f) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and</li> </ul>

	<p>hedges;</p> <p>g) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces;</p> <p>h) inclusive design principles adopted in the landscaped features;</p> <p>i) any other landscaping feature(s) forming part of the scheme.</p> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity and sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>20</b>	<b>Tree Protection (details)</b>
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until details of the retention and adequate protection of all trees and tree root systems within, bordering and adjacent to the site have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The details shall include a site plan identifying all trees to be retained and removed including the location of Root Protection Area (RPA) and Construction Exclusion Zone (CEZ) and the erection of protective hoarding. Tree protecting fencing shall consist of a rigid 2.4 metre OSB, exterior grade ply high sterling board hoarding or weld mesh. Protection/retention shall be in accordance with BS 5837, 2005 'Trees in Relation to Construction'. Heras fencing in concrete, rubber or similar foot plates is not acceptable as a form of tree root protection.</p> <p>The tree retention and protection shall be carried out strictly in accordance with the details so approved, installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.</p> <p>REASON: To protect the health and stability of trees to be retained on the site and to neighbouring sites, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>21</b>	<b>No Plumbing or Pipes (Compliance/Details)</b>
	<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>
<b>22</b>	<b>Refuse/Recycling Provided (Compliance)</b>
	<p>CONDITION: Details of the dedicated refuse / recycling enclosure(s) shown on the approved plans shall be submitted to and approved in writing by Local Planning Authority prior to superstructure works commencing on site.</p> <p>The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details so approved</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
<b>23</b>	<b>Cycle Parking (Details)</b>
	<p>CONDITION: Details of the bicycle storage areas shown on the approved plans shall be submitted to and approved in writing by the Local Planning Authority. The approved bicycle stores shall be provided prior to the first occupation of the relevant phase of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site, to promote sustainable modes of transport and to secure the high quality design of the structures proposed.</p>
<b>24</b>	<b>Lifts (Compliance)</b>
	<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>
<b>25</b>	<b>BREEAM UK (Compliance)</b>
	<p>CONDITION: The development shall achieve a BREEAM [Multi-Residential Accommodation (2014)] Rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>

## List of Informatives:

1	<p><b>Planning Obligations Agreement</b></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><b>Superstructure</b></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><b>Community Infrastructure Levy (CIL) (Granting Consent)</b></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 <a href="mailto:cil@islington.gov.uk">cil@islington.gov.uk</a>. 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: <a href="http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil">www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</a></p>
4	<p><b>Car-Free Development</b></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><b>Groundwater</b></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 <a href="mailto:wwqriskmanagement@thameswater.co.uk">wwqriskmanagement@thameswater.co.uk</a>. Application forms should be completed on line via <a href="http://www.thameswater.co.uk/wastewaterquality">www.thameswater.co.uk/wastewaterquality</a>.</p>
6	<p><b>Surface Water Drainage</b></p>
	<p>With regard to surface water drainage, it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant ensures that storm flows are attenuated or regulated into the receiving public network through on and off site</p>

	storage.
<b>7</b>	<b>Materials</b>
	INFORMATIVE: In addition to compliance with condition 5 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.
<b>8</b>	<b>Construction Management</b>
	<p>INFORMATIVE: You are advised that condition 5 covers transport and environmental health issues and should include the following information:</p> <ol style="list-style-type: none"> <li>1. identification of construction vehicle routes;</li> <li>2. how construction related traffic would turn into and exit the site;</li> <li>3. details of banksmen to be used during construction works;</li> <li>4. the method of demolition and removal of material from the site;</li> <li>5. the parking of vehicles of site operatives and visitors;</li> <li>6. loading and unloading of plant and materials;</li> <li>7. storage of plant and materials used in constructing the development;</li> <li>8. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;</li> <li>9. wheel washing facilities;</li> <li>10. measures to control the emission of dust and dirt during construction;</li> <li>11. a scheme for recycling/disposing of waste resulting from demolition and construction works;</li> <li>12. noise;</li> <li>12. air quality including dust, smoke and odour;</li> <li>13. vibration; and</li> <li>14. TV reception.</li> </ol>
<b>9</b>	<b>Archaeological Written Scheme of Investigation</b>
	The written scheme of investigation will need to be prepared and implemented by a suitably qualified professionally accredited archaeological practice in accordance with Historic England's Guidelines for Archaeological Projects in Greater London. This condition is exempt from deemed discharge under schedule 6 of The Town and Country Planning (Development Management Procedure) (England) Order 2015.

## **APPENDIX 2: RELEVANT POLICIES**

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

### **National Guidance**

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

generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

## **Development Plan**

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

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

#### **1 Context and strategy**

Policy 1.1 Delivering the strategic vision and objectives for London

#### **2 London's places**

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

#### **3 London's people**

Policy 3.1 Ensuring equal life chances for all  
Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.16 Social Infrastructure

#### **5 London's response to climate change**

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy

Policy 5.7 Renewable energy

Policy 5.11 Green roofs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

#### **6 London's transport**

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

#### **7 London's living places and spaces**

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.13 Safety, security and resilience to emergency

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

#### **8 Implementation, monitoring and review**

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

### **B) Islington Core Strategy 2011**

#### **Spatial Strategy**

Policy CS8 (Enhancing Islington's Character)

Policy CS15 (Open Space and Green Infrastructure)

#### **Strategic Policies**

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

Policy CS10 (Sustainable Design)

#### **Infrastructure and Implementation**

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

Policy CS12 (Housing)

### **C) Development Management Policies June 2013**

#### **Design and Heritage**

**DM2.1** Design

**DM2.2** Inclusive Design

#### **Housing**

**DM3.1** Mix of housing sizes

**DM3.4** Housing standards

**DM3.5** Private outdoor space

**DM3.6** Play space

**DM3.8** Sheltered housing and care homes

#### **Shops, cultures and services**

**DM4.12** Social and strategic infrastructure and cultural facilities

#### **Health and open space**

**DM6.1** Healthy development

**DM6.3** Protecting open space

**DM6.5** Landscaping, trees and biodiversity

**DM6.6** Flood prevention

#### **Energy and Environmental Standards**

**DM7.1** Sustainable design and construction statements

**DM7.2** Energy efficiency and carbon reduction in minor schemes

**DM7.4** Sustainable design standards

**DM7.5** Heating and cooling

#### **Transport**

**DM8.1** Movement hierarchy

**DM8.2** Managing transport impacts

**DM8.3** Public transport

**DM8.4** Walking and cycling

**DM8.6** Delivery and servicing for new developments

#### **Infrastructure**

**DM9.1** Infrastructure

**DM9.2** Planning obligations

**DM9.3** Implementation

#### **Designations**

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

- Archaeological Priority Area
- Adjacent to Angel Town Centre
- In close proximity to Crossrail2 safeguarding area
- Core Strategy Key Area (Angel & Upper Street)

#### **Supplementary Planning Guidance (SPG) / Document (SPD)**

The following SPGs and/or SPDs are relevant:

##### **Islington Local Plan**

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

##### **London Plan**

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

#### **APPENDIX 3: Design Review Panel**

**CONFIDENTIAL**

ATT: Souad Akbur  
New Homes Development Manager  
Islington Council  
222 Upper Street  
London  
N1 1XR

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](mailto:Luciana.grave@islington.gov.uk)  
W [www.islington.gov.uk](http://www.islington.gov.uk)  
Our ref: DRP/135

Date: 29 September 2017

Dear Souad Akbur,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: Windsor Street car park and garages at rear of 8-16 Packington Street, London N1 8QG (planning pre-application ref. Q2017/1801/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 12 September 2017 for a first review of the above scheme. The proposed scheme under consideration is for the construction of part-single, part-three storey building providing 11 supported housing units, 7 of which would be self-contained accommodation (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 Dominic Papa, Dorian Crone, Ben Gibson, Judith Loesing and David Leech on 12 September 2017 including a site visit and presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

**Panel's observations**

The Panel welcomed the opportunity to review the scheme and commended the aspirations of delivering much needed supported housing accommodation. However, they were disappointed that there had been no previous engagement with the DRP as this would have given them the opportunity to contribute to the design process at an earlier stage allowing the design team to consider the Panel's views in tandem with the concerns raised by neighbouring residents. They provided the following comments:

**Height, massing and site layout**

The Panel was generally supportive of the proposed height and massing of the building. They felt the proposal was generally well scaled. No objections were raised in relation to the overall height and form of the proposed building.

**Amenity and quality of accommodation**

Panel members praised the design team for their considered approach when developing the site layout and massing in order to protect the amenity of neighbouring properties. They were convinced that there would be no significant detrimental impact on the adjoining properties.

However, the Panel raised concerns that in an attempt to address objections from a few neighbouring properties, the quality of the accommodation of the proposed scheme had been compromised. They understood that studies had been undertaken to ensure that there would be no unacceptable levels of overlooking and that daylight and sunlight into the Packington Street properties would be preserved. However, they questioned whether there had been a comparably thorough analysis of the quality of the units within the proposal.

They thought that given that distances stipulated by policy were being complied with, the design team was being overly cautious in its approach and as a result there was a level of substandard accommodation being provided. Panel members stressed that the combination of north facing units with no private amenity space made it difficult for them to support the scheme.

The Panel suggested that the design team should explore some alternatives to re-arrange the plan to improve the amenity of the proposed units. Panel members questioned, for example, whether the eastern core could be shifted to allow the units to turn into dual aspect, possibly with private amenity space provided to the front elevation.

#### Communal/garden spaces

The Panel also questioned the quality of the ground floor and felt that there were missed opportunities in linking the ground floor plan with the garden spaces. In particular, they highlighted the disabled toilet that blocked the views to the exterior space. They felt the ground floor provided a narrow corridor and an adjoining narrow garden space with a high boundary which potentially compromised the quality of the space's amenity. They were of the opinion that the ground floor should be more open to the garden.

#### Treatment of front elevation

The Panel welcomed the intention of providing passive surveillance to the front. However, highlighted that this should not be at the expense of the quality of the living spaces and the garden amenity.

Panel members were generally supportive of the proposed elevational treatment and felt that the street frontage was appropriately articulated. They thought that the bays, if appropriately detailed, could be an interesting feature. Panel members suggested that the punched openings should be better defined with deep reveals and with cills. They were not convinced that the punched openings worked with the detailing of the bays.

Some panel members felt that the proposed top of the building should be better celebrated and needed to appear more robust. They encouraged the maintenance strategy to be considered in tandem to provide this robust edge and avoid later add-ons at roof level.

#### Materiality and detailing

In term of the materials, the Panel welcomed the proposed use of brick to the main block but questioned the proposed use of timber or GRC for the single storey unit. They stressed that the choice of materials should be determined by their robustness and longevity.

In relation to planting, they felt this could be positive, but that appropriate maintenance needed to be considered.

#### **Summary**

The Panel commended the nature of the brief and welcomed the opportunity to be part of the design development of the scheme but highlighted that it would have been beneficial to have seen the scheme earlier on in the process.

Panel members were supportive of the massing, heights, the relationship with the neighbouring terrace, the efforts to preserve the amenity of neighbours, the proposed use and the materiality generally. However, they felt it was unfortunate that the quality of the much needed accommodation being provided by the scheme would be compromised by a few objections from neighbouring properties when their amenity could still be preserved without detriment to the living standards of the proposed units. The Panel were very positive about the much needed assisted living accommodation provided by the scheme, but highlighted that the scheme should be exemplary in the quality of accommodation provided, particularly given the vulnerable user group. The Panel suggested that in addition to consultation with neighbouring residents, the design should be informed by benchmarking. Suggestions were made in relation to how the plan could be revisited to improve the quality of accommodation. Panel members felt it was important that the design team addressed these issues in order to gain the Panel's full support to the scheme.

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

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lucy', enclosed in a thin black rectangular border.

**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager