



ISLINGTON

Development Management Service
 Planning and Development Division
 Environment and Regeneration
 Department
 Islington Town Hall
 Upper Street
 LONDON N1 2UD

PLANNING COMMITTEE REPORT

PLANNING COMMITTEE	AGENDA ITEM NO:	B1
DATE: 9th July 2018	NON-EXEMPT	

Application number	P2017/3242/FUL
Application type	Full Planning Application
Ward	Tollington Ward
Listed building	None affected.
Conservation area	None affected.
Development Plan Context	Employment Growth Area. Article 4 Direction Office to Residential Cycle Routes (Local) Rail Land Ownership – Nation Rail Surface Adj to Site of Importance for Nature Conservation (SINC)
Licensing Implications	None.
Site Address	Grenville Works, 2A and 1 Grenville Road, and 500 - 502 Hornsey Road.
Proposal	Demolition of buildings and redevelopment of the land to provide 16 dwellings and 2215 sqm of commercial floorspace together with landscaping, service yards, cycle storage, bin storage and associated works across two sites. The north site (500-502 Hornsey Road) would provide 490sqm of B1 (business) floorspace at ground floor and 16 dwellings above (2x1 beds, 11x2 beds and 3x3 beds, Use Class C3) within a 3-4 storey building. The south site (Grenville Works, 2a Grenville Road) would provide 1725 sqm of B1 floorspace within a 4 storey building.

Case Officer	Stefan Sanctuary
Applicant	Dominvs Property Developments Ltd.
Agent	CgMs RPS

RECOMMENDATION

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

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

SITE PLAN



Figure 0.1 Site Location Plan

1.0 SUMMARY

1.1 The application follows refused planning application P2016/1642/FUL, which is described fully in the “Planning History” section of this report. The reasons for refusal included:

- The proposed land use did not maximise employment potential or provide affordable workspace
- Inadequate servicing arrangements
- Excessive bulk, scale and massing
- Inadequate provision of affordable housing
- Poor quality of accommodation
- Harm to neighbouring amenity
- Planning obligations
- Carbon emissions

1.2 This application proposes demolition of buildings and redevelopment of the land to provide 16 dwellings and 2215 sqm of commercial floorspace together with

landscaping, service yards, cycle storage, bin storage and associated works across two sites. The North Site (500-502 Hornsey Road) would provide 490sqm of B1(a) (office) floorspace at ground floor and 16 dwellings above (2x1 beds, 11x2 beds and 3x3 beds, Use Class C3) within a 3-4 storey building. The South Site (Grenville Works, 2a Grenville Road) would provide 1725 sqm of B1(c) (light industrial) floorspace within a 4 storey building.

- 1.3 The proposal seeks to address the previous reasons for refusal and thereby proposes to replace the existing flexible B1 floorspace with a slight increase of new flexible B1 floorspace suitable as either conventional office floorspace, light industrial uses falling into use class B1 and / or small and medium enterprises. The financial viability of the proposal has been independently assessed and it can be concluded that no affordable housing can be viably provided on site. Based on the submitted viability appraisal, the recommendations by BPS and the policy context officers consider that the scheme cannot viably provide any affordable housing (either on site or with a financial contribution). On balance it is recommended that the scheme is acceptable without the provision of any affordable housing, but with a review mechanism to capture any additional uplift in value.
- 1.4 The architecture of the proposal is considered to make a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. The development is considered to be sympathetic in scale and appearance to the surroundings and is considered to incorporate high quality materials and design appropriate to its context.
- 1.5 The density and dwelling mix of the proposed residential accommodation is considered to be acceptable and in accordance with policy and the quality of accommodation proposed meets relevant policy guidance. The proposal is not considered to have unacceptable impacts on neighbouring residential amenity in terms of daylight, sunlight, privacy, noise and disturbance or an increased sense of enclosure.
- 1.6 The proposal is considered to protect the adjacent Site of Importance for Nature Conservation (SINC) and involves a net increase in trees. Finally, the application is considered to constitute a sustainable form of development in terms of energy efficiency, renewable energy and sustainable transport. For the reasons given above and explained in more detail in the subsequent sections of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is therefore recommended for approval subject to a section 106 agreement to secure the necessary mitigation measures.

2.0 SITE AND SURROUNDINGS

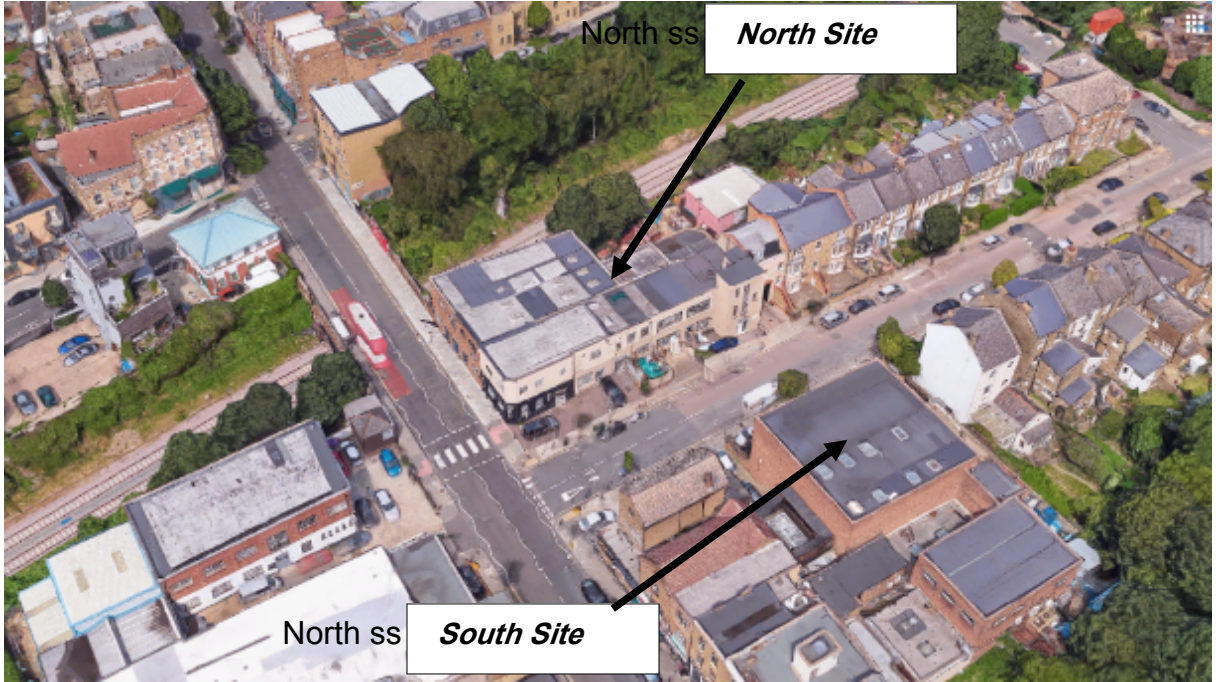
- 2.1 The application relates to two sites on either side of Grenville Road; the “North Site” and the “South Site”. The North Site (500-502 Hornsey Road) is 1033sqm in area, on the corner of Grenville Road and Hornsey Road, and is bound by the railway line to the north-west and 2-3 storey flats and houses to the north east. A 2-3 storey building occupies the site, housing a mix of small light industrial (Use Class B1(c)) and office units (Use Class B1(a)). The South Site (2A Grenville Road) is smaller at 941sqm and

is bound on the south west by the rear of the commercial/residential properties on Hornsey Road, and by residential gardens to the north-east and south-east. A two storey building accommodates a mix of small light industrial and office units, including a yoghurt factory.

- 2.2 The current buildings date from the early- to mid-20th Century and have an untidy appearance, but are functional and well-used by a mixture of small businesses. These are part of the cluster of employment uses which have grown organically on Hornsey Road and Fairbridge Road, and are designated as an Employment Growth Area. Permitted development rights allowing change of use to residential and town centre uses have been removed by Article 4 directions. The sites are in close proximity to shops and services within the Hornsey Road North Local Shopping Area to the north-west, with more comprehensive facilities at Archway, Finsbury Park and Nags Head town centres (all approx. 1km away).
- 2.3 None of the buildings on or adjacent to the site are listed (statutorily or otherwise) and the site is not located within a Conservation Area. The buildings on Hornsey Road are varied in height, rising to 3-4 storeys (including roof), and Grenville Road is a mostly residential side street with 2-3 storey terraced houses.
- 2.4 The sites' moderate Public Transport Accessibility Level (PTAL) of 3 reflects limited bus services on Hornsey Road (A103) (part of the local strategic road network), and access to national rail stations further afield at Crouch Hill and Upper Holloway. The sites are both accessed from Grenville Road which is within a Controlled Parking Zone (CPZ) with double yellow lines, and vehicles over 7.5t are banned (except for access). Both sites have narrow vehicle access to rear service yards, with forecourts used for parking and storage.
- 2.5 No landscaping or trees are present on either site (though a number of street trees line the pavement on both sides), but the railway line to the north-west (including land on either side) is part of a Borough Grade 1 Site of Importance for Nature Conservation (SINC).

3.0

PHOTOS OF SITE AND SURROUNDINGS



Aerial View of Site



Aerial View of Grenville Road Elevation (North Site)



Aerial View of South Site



View of North Site from Hornsey Road



View of North Site from Grenville Road



View of South Site from Grenville Road

4.0 PROPOSAL

4.1 The application is for full planning permission to demolish the existing buildings on both sites, and to construct a new building on each site. There would be a 3-4 storey mixed use employment (B1(a-c)) and residential (C3) building on the North Site, and a 2-4 storey building on the South Site providing 1,725 sqm of employment (B1(a-c)) floorspace.



Proposed Ground Floor Plan

North Site

- 4.2 The proposed building on the North Site would be a mixed-use building, with business units at ground level, and residential units above. There would be 490 sqm of B1(a) floorspace, arranged across 3 separate commercial units. A shared entrance onto Grenville Road is proposed, with a corridor giving access to a shared on-site servicing area at the rear of the building. At ground floor there would also be two residential entrances, giving access to separate cores, waste and cycle storage to the residential units above.
- 4.3 At first to third storey, the application proposes 16 residential units arranged as 2no. 1 bedroom flats, 11no. 2 bedroom flats and 3no. 3 bedroom flats. The building would be 4 storeys high fronting Hornsey Road, stepping down in height along Grenville Road to 3 storeys with a set-back top floor, and balconies or terraces on the front elevation.

South Site

- 4.4 The proposed building on the South Site would be 4 storeys tall fronting Grenville Road, including a set-back top storey under a pitched roof. The building would step down to 3 storeys to the rear, with a further 2-storey element at the rear of the site. The South Site would provide 1,372 (NIA) of B1(a-c) floorspace with the flexibility to be arranged as a mix of unit sizes. The existing vehicle access would be built over, and there would be an undercroft passage giving access to a rear courtyard, from which the individual units would be accessed.
- 4.5 There would also be a forecourt and servicing area on the front elevation, which would allow servicing and deliveries to take place on site. Finally, the application would provide a refuse store within the servicing area, and a sheltered cycle storage in the undercroft passage.

5.0 RELEVANT HISTORY

Planning Application P2016/1642/FUL

5.1 Planning application P2016/1642/FUL for development on the application site was refused under delegated powers on 12/09/2016 for 8 reasons. Although the current application is of different character and description, the recent reasons for refusal are material to the determination of the application.

5.2 The refused application was described as:

“Demolition of buildings and redevelopment of the land to provide 19 residential dwellings and 2539 sqm of commercial floorspace and associated landscaping across two sites comprising:

- 3 x 1-bed, 13 x 2-bed and 3 x 3-bed apartments and 702 sqm GIA of commercial floorspace in a five storey block served by 47 cycle spaces (North Site 500-502 Hornsey Road); and*
- 1832 sqm GIA of commercial floorspace in a four storey block served by 24 commercial cycle spaces (South Site - Grenville Works 2a Grenville Road).”*

5.3 The reasons for refusal were as follows.

Reason for refusal 1 (Failure to maximise employment use)

The proposal would fail to maximise the site's employment use; would not provide flexibly designed and adequately serviced floorspace to accommodate an appropriate mix of uses as expected within an Employment Growth Area; and would fail to provide affordable workspace to meet local needs. The proposal would thus cause unacceptable and unsustainable harm to the borough's supply of land to meet future sustainable economic development and innovation needs contrary to the NPPF (2012); London Plan (MALP) 2016 Policies 2.9 and 4.4; Islington Core Strategy (2011) Policy CS13; Islington Development Management Policies (2013) DM5.1, DM5.2; DM5.4 and DM8.6, and the London Plan SPG Land for Industry and Transport (September 2012).

Reason for refusal 2 (Inadequate servicing, waste, collection and delivery provision)

The application does not include adequate provision for on-site servicing, waste storage, operational parking, collections and deliveries, thus failing to demonstrate that the proposed commercial units would be capable of accommodating employment uses on the site without unacceptable harm to surrounding parking stresses and the safe and efficient operation of the highway contrary to Islington Core Strategy (2011) Policies CS11 and CS13; Islington Development Management Policies DM5.1, DM8.2, DM8.5 and 8.6; and the London Plan SPG Land for Industry and Transport (September 2012).

Reason for refusal 3 (Design)

By virtue of its excessive height, bulk, scale and massing; uncharacteristic elevational treatment; uncharacteristic street frontages, and cluttered haphazard design appearance, the proposed development would cause unacceptable harm to the public realm and streetscape; contrary to Paragraphs 17 and 56 of the NPPF, London Plan 2016 Policies 7.4, 7.5, 7.6 and 7.7; Islington Core Strategy (2013) Policy CS8; and Islington Development Management Policy (2013) DM2.1.

Reason for refusal 4 (Failure to demonstrate maximum affordable housing provision)

The application fails to demonstrate that the proposed new dwellings would contribute to balanced and sustainable communities by providing the maximum reasonable affordable housing delivery taking into account of the borough-wide strategic target of 50% and the financial viability of the proposal, in line with the London Plan and the borough's strategic priorities contrary to London Plan (MALP) 2016 Policies 3.10, 3.11 and 3.12 and Islington Core Strategy (2011) Policy CS12, Islington Development Management policy DM2.1 and Islington's Planning Obligations SPD 2014 and Viability SPD 2016.

Reason for refusal 5 (Quality of accommodation and Inclusive Design)

Many of the proposed residential units are considered to provide substandard accommodation as there is a lack of single level wheelchair accessible units, there is a high proportion of single aspect units, units with windows solely facing the main road or railway, poor natural ventilation, lack of natural cooling, and poor passive surveillance to the public realm outside the residential entrance. The development would thus fail to provide good quality accessible accommodation or homes as a place of retreat which adequately responds to the identified housing needs and standards of the borough, in terms of quality of dwellings, contrary to London Plan (MALP) 2016 Policies 3.5 and 3.8; Islington Core Strategy (2011) Policy CS12; Islington Development Management Policies (2013) DM2.2, DM3.4 and DM7.5; and the London Plan SPD Housing (2016).

Reason for refusal 6 (Neighbour Amenity)

The application would result in unacceptable harm to the amenities of nearby residential units, through loss of privacy and outlook; disturbance from increased noise and activity; and sense of enclosure, contrary to London Plan (MALP) 2016 Policy 7.6 and Islington Development Management Policy (2013) DM2.1.

Reason for refusal 7 (No mechanism in place for securing planning obligations)

In the absence of an appropriate S106 legal agreement the proposed development fails to mitigate its impacts and secure compliance with the Development Plan. The proposal is therefore contrary to London Plan (MALP) 2016 Policy 6.9, Islington Core Strategy policy CS 18, Islington Development Management Policies (2013) Policy DM9.2 and Islington's Planning Obligations SPD (2014).

Reason for refusal 8 (Failure to minimise carbon emissions)

The application fails to demonstrate that the proposal would result in the fullest contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy (Be Lean, Be Clean, Be Green) contrary to London Plan (MALP) 2016 Policy 5.2, Islington Core Strategy (2011) Policy CS10 and Development Management (2013) Policy DM7.1; DM7.3; DM7.4; DM7.5; and the London Plan Sustainable Design and Construction SPG (2014) and Environmental Design SPD 2012.

Additional Planning Applications

- 5.4 In addition to the recent development proposal, the site has extensive planning history, dating back to the 1930s when applications were received for industrial uses.

- 5.5 The planning history of the site and its surroundings is available on the Council's website and has been reviewed by officers. The most relevant recent history is summarised below.

Application Site

- 5.6 P2014/1885/PRA (at the North Site) "Prior approval application for proposed change of use of part of the ground floor (unit nos. 19 & 24) and part of the first floor (unit nos. 20 & 22) of the building to create five flats, comprising one x three-bedroom unit, one x two-bedroom unit, and three x one-bedroom units." **Refused** for the following reason:

"REASON: In accordance with The Town and Country Planning (General Permitted Development) (Amendment and Consequential Provisions) (England) Order 2014 and specifically the provisions of (amended) Paragraph N (2A), the Local Planning Authority refuses this application as in its opinion, the developer has provided insufficient information to enable the LPA to establish whether the proposed development complies with restriction J.1.(b) which requires that the use of the units contained within the application building subject to this application were all as B1(a) offices on or before 30 May 2013." It is noted that on 18 September 2014 an article 4 direction came into force removing permitted development rights for conversions of offices to residential uses, including the application site.

- 5.7 And the following Enforcement History:

- E09/04188. An enforcement complaint relating to unauthorised change of use to church (at the South Site) was investigated on several occasions in 2009 and no evidence came to light demonstrating that any unauthorised development had occurred so the case was closed.
- P040937 "Addition of rear extensions to ground floor and first floor of existing commercial building and erection of new second floor, all for B1 use. Erection of three storey residential infill block on land between existing building and the neighbouring terrace house at 9 Grenville Road, containing six 1 bedroom flats and one 2 bedroom maisonette and providing vehicle access to area at rear of commercial building via a gated archway entrance". Approved with conditions 11/03/2005, partially implemented, with extant permission for an additional storey at the North Site.

- 5.8 Relevant History of neighbouring sites:

504a Hornsey Road/20 Spears Road

- P032787 "Erection of a four storey building, comprising two shop units at ground floor and four 2 bed flats and two 1 bed flat on upper floors". **Refused** 08/03/2004.
- P031388 "Erection of a four storey building to provide shop and industrial unit at ground floor and three 2 bed flats and six 1 bed flats above". **Refused** 07/10/2003.

169-191 Fairbridge Road

- P052721 "Erection of a new four-storey building to provide two commercial units A1 (retail) / A2 (professional and financial services) to ground floor and six 2-bed self-contained flats to upper floors". **Approved** 06/01/2006.
- P081777 "Erection of two buildings comprising a part 2, 3 and 5-storey building and a 5-storey building providing for 80 dwellings at part ground and wholly to upper levels

and two ground floor units for flexible use: A1 (shop) / A2 (financial/professional services) / B1 (business) / D1 (non-residential institutions) / D2 (assembly and leisure), together with the formation of a new road, disabled car-parking and erection of an electrical sub-station". **Refused** 05/08/2009.

- P092517 "Erection of two buildings comprising a part 2, 3 and 5-storey building and a 5-storey building providing for 80 dwellings at part ground and wholly to upper levels and two ground floor units for flexible use: A1 (shop) / A2 (financial/professional services) / B1 (business) / D1 (non-residential institutions) / D2 (assembly and leisure), together with the formation of a new road, disabled car-parking and erection of an electrical sub-station". **Approved** 25/06/2010.
- P110762 "Minor material amendment application to planning permission P092517". **Approved** 20/07/2011. The amendments included internal reconfiguration of layouts, amendment to dwelling mix/affordable housing; amended cycle parking; inclusion of a CHP plant room; elevation changes; increased height (0.49-0.65m); relocation of sub-station; and amended road layout.
- P110762 Section 73 application to vary condition 23 of planning permission reference dated 20 July 2011, to allow occupation of residential units prior to completion of the northern section of the new road connecting Fairbridge Road and Courtauld Road. **Approved** 02/07/2012

2 Grenville Road

- P2016/4891/FUL Replacement of existing ground floor rear conservatory with a larger ground floor rear orangery-style extension. **Approved** 15/02/2017

Pre Application Advice

- 5.9 In 2013, prior to the submission of refused planning application P2016/1642/FUL, pre-application advice was given (reference Q2013/3280/MJR). The proposal was described as:

"Demolition of existing two storey B1 workshop building (1240sqm) and redevelopment through erection of part five, part four, part three storey building to provide a mixed use scheme comprising (1060sqm) B1 office / workshop space and 22 residential units."

- 5.10 The advice given was that the maximum building height should not exceed four storeys, that a robust brick building with inset (rather than projecting) balconies should be provided, and that the development should maximise employment floorspace as it is in an Employment Growth Area. A mixed use scheme including an element of residential accommodation (and taking account of the boroughs policies on affordable housing) was considered appropriate.

- 5.11 Following refused planning application P2016/1642/FUL, the applicant entered into pre-application discussions pending the submission of the current proposal. Several meetings took place with officers (including presentation to the Design Review Panel) to address the reasons for refusal.

6.0 CONSULTATION

6.1 Letters were sent to occupants of 183 adjoining and nearby properties on 3rd October 2017. Site notices and a press notice were published on the 12th October 2017. The public consultation period ended on the 2nd November 2017; however, it is the Council's practice to continue to consider consultation responses until the decision date.

Relevant Public Consultation Responses

- 6.2 At the time of writing, objections were received from 7 neighbouring addresses. The issues raised are summarised as follows (with officer comments in brackets):
- (i) The size of the building is not contextual [*paragraphs 7.20 – 7.30*].
 - (ii) The proposal would be harmful to amenity [*paragraphs 7.65 – 7.85*]
 - (iii) The proposal would be set back from the pavement, with some hard landscaping and trees, and the objector is concerned that this may result in vehicles parking on the pavement. (*Officer comment: the proposal does not include parking on the pavement*).
 - (iv) There is a concern that vehicles will drive through the pedestrian entrance to the south side. (*Officer Comment: that entrance is shown as gated, and re-instatement of dropped kerbs is required by the s.106 agreement*).
 - (v) Hard landscaping should be removed from the courtyard in the South Site (*Officer Comment: Hard landscaping is needed to be able to access the entrance. A landscaping plan is to be secured by condition 24 which refers to soft landscaping*).
 - (vi) There is no protection for pedestrians for vehicles entering and exiting the site over a dropped kerb. (*There is no particular highway risk arising from vehicles crossing a dropped kerb, and the impact would be no worse than the existing situation. A landscaping plan is however recommended by condition 24 to demarcate between vehicle and pedestrian entrances to avoid clashes where possible*).
 - (vii) It is not clear how the servicing arrangement will be policed (*A servicing and deliveries plan is to be secured by condition 28, and appropriate enforcement action can be taken if not complied with*).
 - (viii) There will be loss of privacy to neighbouring residential gardens and bedrooms [*paragraphs 7.77 – 7.85*].
 - (ix) The proposed B8 Use should be omitted due to its servicing impacts (*A full range of uses is proposed including B1a-c use, but B8 warehousing uses are not proposed*).
 - (x) The servicing strategy and future operators are not identified. (*Officer comment: the existing buildings operate as a small business centre, with several occupiers, and the proposal is similar in response to local market demand. Condition 28 is recommended to secure a servicing and deliveries plan prior to occupation*).
 - (xi) The construction works will result in traffic, noise, pollution and loss of privacy, and the Construction Management Plan is inadequate (*A construction-stage CEMP is to be secured by condition 4*).
 - (xii) The design is not high quality or sufficiently contextual [*paragraphs 7.20 – 7.35*].

- (xiii) It is beneficial to keep work places suitable for small businesses in this locality (*Officer comment: This was registered as an objection, but it is noted that the proposal would re-provide similar accommodation suitable for small and medium sized businesses*).
- (xiv) As residential buildings replace buildings of community, education and recreational facilities, there is becoming a shortage of such facilities. (*Officer comment: The buildings would re-provide the existing employment floorspace, and would not result in the loss of community, education and recreational facilities. There would be a CIL payment towards provision of social infrastructure*).
- (xv) The increased traffic and population will disrupt the animals, birds, bats and flora and fauna at the gardens of Hanley Road. (*The biodiversity impacts are considered in paragraphs 7.87 – 7.90 of this report*).
- (xvi) The development should be reduced to be smaller, and in keeping with the peaceful and green nature of the area. (*Officers consider the size of the proposed buildings acceptable in design terms. The site is in an Employment Growth Area, between residential streets and a busy main road. The proposal on the South Site would remove all existing vehicle traffic and servicing from the rear of the site, adjacent to residential gardens, and move it to servicing bays on the front of the building which allow vehicles to access and leave from Hornsey Road, reducing traffic on Grenville Road*).

Internal Consultation Responses

6.3 The following responses were received from internal consultees:

Inclusive Design: The 2no. Wheelchair Accessible Units (WAUs) are acceptable. Provision should be made for accessible cycle racks and scooters. (*Officer comment: to be secured by condition 12*).

Insufficient consideration made to the travel or transport needs of mobility impaired employees, residents and visitors. Provision should be made for the storage and charging of mobility scooters, accessible cycle racks, safe drop off etc. It is unclear whether the circulation spaces and door widths would all comply with the building regulations, and more detail is required to clarify accessibility requirements including WCs, lifts, and commercial cycle storage. The individual residential units appear to be acceptably designed. A fire evacuation strategy is also required for the south site (business uses) building in accordance with p23 of the Inclusive Design SPD. (*Officer Comment: Condition 21 is recommended requiring the residential units to be provided to Building Regulations Part M Categories M4.2 and 3 as designed; and condition 12 is recommended requiring an inclusive design statement and fire evacuation strategy to demonstrate that the relevant requirements would be complied with*).

Pollution Control: A response was provided raising no objections in principle, but raising issues around ground-borne noise and vibration from freight trains on the Gospel Oak to Barking railway line; environmental noise; separation of uses; contamination; and disruption from construction impacts including dust, smoke and odour, vibration and TV reception. Details around these issues to be secured by conditions (*conditions 5-9*).

Highways: No objection, subject to meeting certain requirements. Slight concern regarding proposed crossover to south site and the possibility of abuse by visitors. Insufficient information provided regarding construction programme. (*Officer comment: A Construction and Environmental Management Plan is required by condition 4, and a delivery and servicing plan is required by condition 28 with specific reference to the requirement for management provisions for the forecourt/parking areas.*)

Planning Policy: No objection received.

Refuse / Recycling: No objection received

Design & Conservation: No objection subject to satisfactory response to Design Review Panel comments. A response to the DRP comments has been made and this is considered in more detail in subsequent sections of this report.

External Consultation Responses

6.4 The following consultation responses were received from external consultees:

London Fire & Emergency Planning Authority: No objection subject to compliance with the Building Regulations (Informative).

Thames Water: No objection subject to conditions and informatives on surface water drainage, waste water, sewerage infrastructure and impact piling

Network Rail: No objections

Transport for London:

- The north site of the proposed development is adjacent to the National Rail Network; therefore, TfL suggests Network Rail is consulted on this application.
- The proposal is car-free with the exception of 2 Blue Badge spaces, with residents and staff not being eligible for on-street parking permits, and proposes delivery and servicing to be off-street which is welcomed.
- The application proposes to provide 33 long-stay cycle parking spaces for residential use and 28 for the commercial use. These spaces are compliant with the London Plan minimum standards and are to be secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible, complying with the London Cycle Design Standards which is welcomed. This should be secured by condition (*condition 13*).
- The submitted Travel Plan includes objectives and targets focused on mode shift to active and sustainable travel and proposes a series of measures and an Action Plan with a monitoring strategy to achieve this. TfL welcomes this Travel Plan, to be secured through the legal agreement (section 106).

Subject to the above conditions/obligations being met, TfL has no objections to the proposal.

Design Review Panel

6.5 At application stage the proposal was considered by the Design Review Panel on the 16th February 2018. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The panel's observations are attached at Appendix 3 but the main points raised in the most recent review are summarised below:

- The Panel encouraged that the principal elevations should be given a simpler treatment and that the success of the scheme would be dependent on good detailing.

Officer comment: The proposed elevations have found a more logical expression and detailed elevations have been provided which show good detailing and simple treatment of the facades.

- The irregularity of the fenestration pattern and disconnect between the ground and upper floors of the elevations was not considered to be successful by the Panel. To remedy this, panel members suggested it should be given a more robust, grid-like treatment with larger openings that encompasses all floor levels so that they appear less disjointed and display more of a rhythmical quality.

Officer comment: Following amendments the fenestration and openings across ground and upper floors are now more consistent.

- Panel members were also not convinced that the proposed corner balconies fronting onto Hornsey Road were successful and strongly recommended that if they were to be provided in this location, they should be given greater solidity to hide inevitable visual clutter.

Officer Comment: The elevation to Hornsey Road has been re-designed to provide a rhythm of implied piers and major openings above an arcaded base. The corner balconies have been retained as they serve to lighten the corners of the block. The applicant considers that the open corners add to the "softening" and that introducing corner piers will coarsen the elevations, increase "heaviness" at the corners and, significantly reduce light into the habitable rooms - especially the living rooms on the corners which, in the current iteration, enjoy long diagonal views.

- Panel members suggested that the main residential lobby accessed from Hornsey Road should be swapped with the bins and bike storage, which would avoid the need to construct a small lower wall to the northern perimeter and would avoid difficult details as it connects to the existing bridge wall.

Officer comment: The access to Hornsey Road has now been amended as suggested by the DRP.

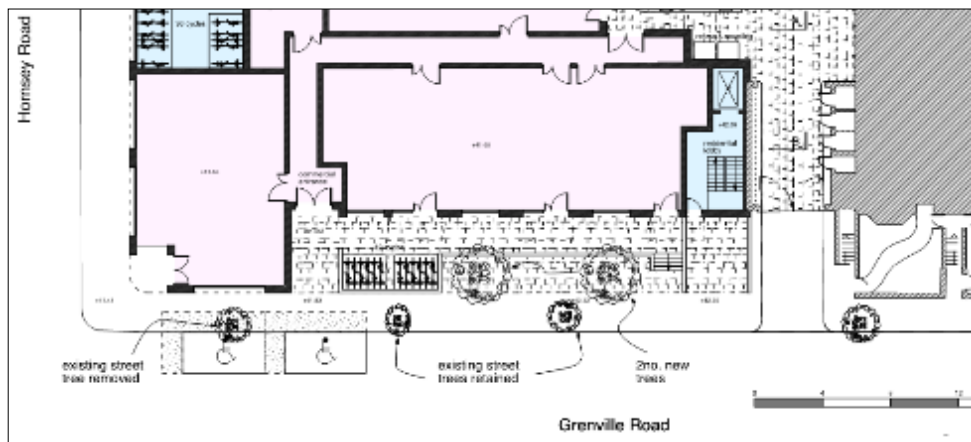
- The Panel felt that it should be possible to reduce the length of the communal corridors to the flats. They also questioned whether there may be a less convoluted solution than deck access and the provision of two access cores.

Applicant comment: The applicants have not amended the layouts and provided a justification, stating that the suggested layouts for the commercial units are indicative only, as it is not yet possible to determine whether the entire ground floor would be let to one business or divided into discrete units as shown - albeit the essential flexibility to allow this is demonstrated. Moreover, for the residential use,

it is not considered that the access is particularly convoluted as it does allow for some future flexibility in tenure arrangements and satisfies the LPA's current requirements in terms of lift provision.

- It was unclear from the information as to how the frontage onto Grenville Road (North Site) was being resolved. There seems to be some discrepancy between the perspectives that show a railing and low wall and the plans that show an external bin or bike store.

Officer comment: The landscaping to Grenville Road has been developed to include an approximately 1.5m high wall to shelter the bike storage area, which reduces in height and is topped by railings as it extends along the street frontage. The change in level between the pavement and the building ground floor is resolved behind this boundary which is also set back to allow a space for new street trees



- Panel members felt that the elevation fronting Grenville Road (South Site) should aim to reflect the established rhythm and regularity of the wider streetscape, which would help soften the impact of the new building.

Office comment: The design has been adapted to include revised fenestration within recessed brick panels and the introduction of deep expressed flat brick arches between the ground floor and the upper storeys. The structural bays are better defined and articulated with a heavier base pier tapering at the upper floors - providing balance and proportion. The introduction of brickwork into the recessed panels between the piers also serves to increase the visual connection with the adjoining houses.

- Panel members were concerned that there was little resolution to the front of the B1 units and how the screens, bays and forecourt would work in reality to mitigate against irregular parking and things being left out on view. They indicated there needs to be a balance between the functionality of the B1 units and the residential street character. Some panel members suggest that a landscaping strategy could be employed to discourage vehicles from parking in front of the proposed B1 Unit.

Officer comment: This point has now been addressed successfully and is considered in more detail in subsequent sections of this report.

7.0 ASSESSMENT

Key issues

7.1 The key issues are as follows:

- Land Use
- Affordable Housing (and financial viability)
- Design & Appearance
- Density & Dwelling Mix
- Quality of Accommodation
- Accessibility
- Neighbouring Amenity
- Landscaping, Trees & Ecology
- Energy & Sustainability
- Highways & Transportation
- Planning obligations / mitigation

Land use

Business use

Policy

- 7.2 Paragraphs 6 and 14 of the NPPF (2012) introduced a presumption in favour of sustainable development to the planning system with three dimensions; economic, social and environmental. The provision and protection of employment sites is key to ensuring that sufficient land of the right type is available in the right places and at the right time to accommodate economic growth and innovation.
- 7.3 London Plan (Policies 2.9 and 4.4) and the Mayor's SPG Land for Industry and Transport (2012) recognise that new sites for light industrial purposes are unlikely to come forward in future, and set out a rigorous approach to land allocation for industry and related uses, including Islington's designation as a restricted transfer borough (resisting loss of this land for other uses). These require LPAs to ensure the availability of appropriate workspaces, to support innovation and research, and to work with developers, businesses and other relevant research and innovation agencies to ensure availability of a range of workspaces.
- 7.4 Both sites are designated locally as part of an Employment Growth Area, in recognition of the ability of this cluster of sites to accommodate employment growth which may not be capable of being accommodated on other sites. Core Strategy Policy CS13 safeguards existing business floorspace, in particular the types and sizes suitable for SMEs (Small/Medium Enterprises).
- 7.5 Policy DM5.1 encourage intensification, renewal and modernisation of existing business floorspace within Employment Growth Areas. Redevelopment proposals are required to maximise business floorspace, whilst complying with other relevant planning considerations and incorporate a mix of complementary uses including active frontages where appropriate. This policy requires for full flexibility for a range of uses

and full separation between business and residential uses. The supporting text at paragraph 5.10 highlights the need for flexible design features including 3-5m ceiling heights, strategically laid out entrances, cores, loading facilities and building services equipment. Policy DM5.4 requires proposals for redevelopment of existing low value workspace within Employment Growth Areas to incorporate an equivalent amount of affordable workspace or workspace suitable for Small and Medium Enterprises (SMEs) (those of 90sqm or smaller) to adequately replace low value workspaces, and to ensure that new industrial floorspace is adequately served by off-street loading, servicing, delivery and access facilities

- 7.6 In order to adequately support business floorspace, Policy DM5.1 requires adequate off-street loading, goods lifts, access to the site, and servicing; and Policy DM8.6 requires deliveries and servicing to take place off-street.

Background

- 7.7 Both sites are currently in use for various employment uses, including office space; food production; storage and light manufacturing. The sites are well used and whilst the buildings are poor quality, their flexible layouts, low values and servicing areas (both forecourt and rear yard access) result in relatively productive, affordable and useful accommodation for small and medium sized local businesses. The existing units deliver benefits in terms of affordable workspace for small and medium sized businesses, start-up space, and adaptable accommodation which supports business expansion and economic growth.

- 7.8 One of the reasons for refusal on the previous planning application (P2016/1642/FUL) concerned the lack of suitable employment floorspace proposed. Specifically, that:

“the proposal would fail to maximise the site’s employment use; would not provide flexibly designed and adequately serviced floorspace to accommodate an appropriate mix of uses as expected within an Employment Growth Area; and would fail to provide affordable workspace to meet local needs. The proposal would thus cause unacceptable and unsustainable harm to the borough’s supply of land to meet future sustainable economic development and innovation needs”

- 7.9 The previous scheme mixed residential and B1 uses at ground, 1st and 2nd floors on the northern site and there were issues regarding the compatibility of these uses next to each other and the fact that the B1 floorspace was split between 3 floors and could not be flexibly used. Since then the scheme has been amended and the entire ground floor is now for B1 floorspace to the northern site. This overcomes the previous issues as the B1 floorspace can now be flexibly used, has level access to the servicing yard and is completely separate from the residential units on a different floor.

Quantity of floorspace

- 7.10 The proposal would not result in any net loss of employment floorspace, and instead would provide a slight increase in the Gross Internal Area (GIA) for B-Class uses from 2,165sqm to 2,215sqm, with 490sqm of B1 floorspace on the North Site and 1,725sqm of B1 floorspace on the South Site. This increase in floorspace is quite small in the

context of the policy requirement to maximise business floorspace, but it is acknowledged that on this site it is difficult to increase the business floorspace without there being an impact on the quality of the floorspace provided (as with the previous scheme). There are also viability issues, with the replacement B1 floorspace in the redevelopment being funded by the addition of residential units on site.

Quality of floorspace

7.11 The proposed commercial floorspace is considered to be suitable for SMEs, light industrial uses and more conventional office floorspace and would thus be re-providing flexible commercial floorspace of suitable quality, specifically:

- The commercial floorspace across the South Site has been designed to be suitable for uses with use class B1(c). The ground floor of the North Site has been designed to be flexible B1 floorspace and suitable for Small and Medium Enterprise (SME) companies who often require flexible and smaller scale units. The individual units range from 50sqm to 200sqm with a range of other possible subdivisions and/or amalgamations, providing flexibility for the end-user of the floorspace (SME space is secured with condition 15). This allows the employment opportunity arising from the site to be maximised, rather than providing the majority of the space as conventional office accommodation, which does not reflect latent demand within this location.
- The proposed plans show commercial ceiling heights (approx. 3.5 metres on the ground floor and 3m on upper floors) which would provide space suitable for light industrial as well as more conventional office uses
- The existing uses are partially serviced from the street, which currently causes congestion and objections and complaints have been raised to this during the neighbour consultation. The proposed floorspace has on-site servicing and waste storage as well as servicing and loading facilities in rear and front service yards and strategically planned service cores.

7.12 Although the North Site has been designed with more conventional B1(a) office floorspace in mind and the South Site has been designed for B1(c) light industrial floorspace, sufficient flexibility would be built into any permission to allow an appropriate mix of B1 operators to be accommodated. As such, condition (14) is recommended which requires a minimum 1,725sqm of B1(c) floorspace while at the same giving the applicant sufficient flexibility to the applicant on exactly where this goes on site.

Conclusion

7.13 On balance the re-provision of commercial floorspace is considered to be consistent with the Council's employment policies. The proposed floorspace would be flexible and can be adapted to meet the needs of prospective occupiers and particularly of SME business. The commercial space would be of high quality in accordance policies DM5.1 and DM5.2 of the Islington Development Management Policies (2013).

Residential Uses

- 7.14 Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development. Local planning authorities should normally approve applications for residential development, provided that there are not strong economic reasons why such development would be inappropriate.
- 7.15 Core Strategy Policy CS12 'Meeting the housing challenge' seeks to ensure that the Borough has a continuous supply of housing to meet London Plan targets. London Plan Policy 3.4 (and table 3.2) seek to maximise the supply of additional homes in line with the London Plan's guidelines on density, having regard to the site's characteristics in terms of urban design, local services and public transport, and neighbour amenity. The plan does however state that it is not always appropriate to apply table 3.2 mechanistically, and any development proposal would also need to take into account the site's specific local context, design characteristics and transport capacity.
- 7.16 It is therefore the case that there is a policy presumption in favour of the delivery of new housing, and the scheme would deliver 16 units which would contribute towards the Borough's targets.
- 7.17 Part F of Policy CS12 identifies that high levels of external noise and vibration may make residential development unacceptable unless appropriate mitigating measures can be provided to the required standard. There is potential for the relationship between residential and B-Class uses to cause undue harm to neighbour amenity and/or harm the ability of business to function unhindered by environmental health complaints. Officers note that the Employment Growth Area designation does not preclude mixed use developments, and that there are established residential and business uses on Grenville Road. Subject to appropriate minimisation of conflict (for example through layout and design) and appropriate conditions (*conditions 5-8*), no objection is raised in principle to the introduction of an appropriate proportion of residential uses on part of the site.

Affordable Housing (and Viability)

Policy

- 7.18 The London Plan, under Policy 3.11, identifies that boroughs should set an overall target for the amount of affordable housing provision needed over the plan period in their area with separate targets for social rented and intermediate housing that reflect the strategic priority afforded to the provision of affordable family housing. Point f) of this policy identifies that in setting affordable housing targets, the borough should take account of "the viability of future development taking into account future resources as far as possible."
- 7.19 Policy CS12 of the Islington Core Strategy sets out the policy approach to affordable housing. Policy CS12G establishes that "50% of additional housing to be built in the borough over the plan period should be affordable" and that provision of affordable housing will be sought through sources such as 100% affordable housing schemes by Registered Social Landlords and building affordable housing on Council own land". With an understanding of the financial matters that in part underpin development, the

policy states that the Council will seek the “maximum reasonable amount of affordable housing, especially social rented housing, taking into account the overall borough wide strategic target. It is expected that many sites will deliver at least 50% of units as affordable subject to a financial viability assessment, the availability of public subsidy and individual circumstances of the site. “

Viability assessment

7.20 The maximum reasonable amount of affordable housing is that which could be provided without rendering the development financially unviable. A Financial Viability Assessment (FVA) was submitted to the Council which was independently appraised by BPS Chartered Surveyors. The applicant’s financial appraisal concludes that the scheme cannot viably deliver any affordable housing (whether on site or with a financial contribution) and therefore, all the residential units are for private sale. The residual land value generated is £2.07m, which against their benchmark land value of £2.30m, gives a deficit of £230,000.

7.21 The applicant’s viability appraisal has been independently assessed by BPS who largely agree with the assumptions within it. BPS suggested increasing the sales values to £800/sqf but that would only increase the residual land value to £2.232m and therefore would still result in a deficit. Officers asked BPS to interrogate the viability information and explore whether there are any options or amendments that could be made to the scheme in order to result in a viable scheme that could provide affordable housing. BPS therefore advised that an increase in the amount of B1(a) office floorspace would increase overall values, but the scheme would not viably be able to provide affordable housing. In addition, any scheme that is either solely or largely B1(a) would be contrary to the policy requirement to provide flexible B1 floorspace suitable for light industrial uses.

Conclusion

7.22 Based on the submitted viability appraisal, the recommendations by BPS and the policy context officers consider that the scheme cannot viably provide any affordable housing (either on site or with a financial contribution). On balance it is recommended that the scheme is acceptable without the provision of any affordable housing. As this is below the policy target of 50%, a review mechanism is recommended within the S106 agreement which would capture any additional uplift in value, so that if there is any development surplus in the future the maximum reasonable affordable housing contribution will be secured.

Design & Appearance

Policy

7.23 The National Planning Policy Framework states that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development. All proposals for development in Islington are expected to be of good quality design, respecting their urban context in accordance with planning policy and guidelines.

7.24 London Plan Policies 7.4, 7.5 and 7.6 require buildings to make a positive contribution

to their public realm and streetscape, to be of the highest architectural quality and to be of proportions, composition, scale and design which enhances and appropriately defines the public realm. Buildings should not cause unacceptable harm to surrounding amenity and should make the public realm comprehensible at a human scale, particularly at ground level.

7.25 Islington's Core Strategy Policy CS8 states that the scale of new development will reflect the character of a surrounding area. Policy CS9 states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. Moreover, where areas of Islington suffer from poor layout, opportunities will be taken to redesign them by integrating new buildings into surviving fragments of historic fabric and by reconfiguring spaces based on streets and perimeter blocks.

7.26 Islington's Development Management Policy DM2.1 requires all forms of development to be of a high quality, incorporating inclusive design principles while making positive contributions to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. All new developments are required to improve the quality, clarity and sense of space around or between buildings, reinforce and complement local distinctiveness and create a positive sense of place. Finally, Islington's Urban Design Guide (2017) provides guidelines and principles for good urban design, e.g. how buildings look and fit into their setting, the layout and organisation of public spaces and the appearance of street frontages.

Background

7.27 One of the reasons for refusal on the previous planning application (P2016/1642/FUL) concerned the height/bulk and detailed design proposed. Specifically, that:

By virtue of its excessive height, bulk, scale and massing; uncharacteristic elevational treatment; uncharacteristic street frontages, and cluttered haphazard design appearance, the proposed development would cause unacceptable harm to the public realm and streetscape; contrary to Paragraphs 17 and 56 of the NPPF, London Plan 2016 Policies 7.4, 7.5, 7.6 and 7.7; Islington Core Strategy (2013) Policy CS8; and Islington Development Management Policy (2013) DM2.1.

7.28 The scheme has since been amended with both buildings being reduced in height by 1 floor and the detailed design being simplified.

Height and Massing

7.29 The existing buildings are simple two storey light industrial buildings in the north of the borough. The North Site occupies a corner location at the end of a Victorian residential street of mostly two or three storeys plus roof (Grenville Road) and a main road (Hornsey Road), characterised by two and three storey Victorian and 20th century buildings. The South Site is on the south side of Grenville Road and comprises a detached two storey light industrial building sitting in between a three storey Victorian building on the corner of Hornsey Road and the three storey terrace along Grenville Road. The buildings in the wider surroundings are generally 2-3 storeys in height with occasional exceptions. The ground level slopes downwards to the west and south so

that the ground level decreases in the direction of the main road. Stroud Green and Tollington Park are the closest conservation areas but do not border the site and it is not considered that the development would affect these.

- 7.30 The application proposes a four storey building on the Grenville Road / Horney Road junction which is considered to be consistent and appropriate within the existing setting and the prevailing heights and massing of existing buildings on Hornsey Road. Hornsey Road has a variety of heights and frontages, though ultimately has a low-rise character with mainly three and four storey buildings. The proposed four storeys on Hornsey Road addresses this setting successfully and provides a building of human scale and proportion.



View of North Site from Hornsey Road

- 7.31 The built form proposed on the north side of Grenville Road is three storeys in height with a set-back fourth storey. From street-level this building reads as a three storey building, which is consistent with the residential two- and three-storey buildings further down Grenville Road. Similarly, on the south side of Grenville Road the application proposes a stand-alone part three-, part four-storey building which is consistent with the prevailing heights along Grenville Road.



View of South Site from Hornsey Road

Architecture

7.32 The building proposed on the north side of Grenville Road has frontage on both Hornsey Road as well as Grenville Road and is residential in design and character. The brick-built facades are punctuated with large windows with a coherent rhythm and pattern. The larger fenestration on the ground floor gives the ground floor a commercial character while the curved corner and inset balconies give the building a simple but elegant appearance. The set-back top floor on Grenville Road would be clad in metal, though the precise detail of materials would be reserved by condition. The Grenville Road frontage is set back from the street frontage in line with the existing residential terrace.



Detailed Elevation / Section North Site

7.33 The Design Review Panel had requested the submission of detailed drawings showing the bond of the brickwork, the depths of the window reveals and balustrades. These have now been submitted showing sufficiently deep window reveals (150-200mm),

stretcher bond, soldier courses and recessed brickwork to lend the building sufficient interest and articulation.

- 7.34 The Design Review Panel had also criticised the irregularity of the fenestration pattern and the disconnect between the ground and upper floors of the elevations and suggested that the building should be given a more robust, grid-like treatment with larger openings that encompass all levels to appear less disjointed. The proposal was amended and now includes a more coherent pattern of fenestration which also provides a better connection between the ground and upper levels.



Grenville Elevation North Site

- 7.35 Panel members also suggested that the main residential lobby accessed from Hornsey Road should be swapped with the bins and bike storage, which would avoid the need to construct a small lower wall to the northern perimeter and would avoid difficult details as it connects to the existing bridge wall. In addition, the Panel suggested that the second residential lobby needed to be a more generous space and should be usable as a main entrance (with its own bin and bike store) in order to future proof the building if required by the tenure mix.



Hornsey Road frontage

- 7.36 The main residential entrance onto Hornsey Road has indeed been swapped with the bin store, thereby more successfully resolving this corner; however, the secondary

residential entrance from Grenville Road remains quite tight with no direct access to bike and bin stores. Additional bike / bin storage at this location would remove some of the commercial floorspace at ground level and it is therefore considered acceptable for the refuse and cycle storage to be provided at the main entrance only.

7.37 In terms of the South Site, the DRP felt that the elevation fronting Grenville Road should aim to reflect the established rhythm and regularity of the wider streetscape, which would help soften the impact of the new building. The proposal has now been amended to reflect these comments and the building is split into four vertical sections which reflect the width of the existing terraced properties along Grenville Road. The height of the proposed building's eaves and ridge are also akin to the buildings on this side of Grenville Road resulting in a design that is compatible with its surroundings.



Grenville Road frontage - South Site

7.38 The architecture of the proposal is considered to make a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. The development is considered to be sympathetic in scale and appearance to the local aesthetic and is considered to incorporate high quality materials and design appropriate to its context. Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be in accordance with Policy 7.6 of the London Plan, Policy CS8 and CS9 of Islington's Core Strategy and the aims and objectives of Development Management Policies DM2.1 and DM2.3.

Density & Dwelling Mix

7.39 The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The existing site has no residential uses on it and while 16 new units are proposed on the North Site, no residential units are proposed for the South Site. The North site is some 0.11ha in size and as such the 16 residential units would result in a density of 145 dwellings per hectare. This equates to 49 habitable rooms on the site. As such, the proposed development would result in a residential density on the site of some 445 habitable rooms per hectare.

7.40 In assessing the appropriate housing density for the application site and the wider estate it is also necessary to consider the London Plan in more detail, which notes that

it would not be appropriate to apply these limits mechanistically. In particular, the local context as well as design considerations should be taken into account when considering the acceptability of a specific proposal.

7.41 The site has a public transport accessibility level (PTAL) of 3. For urban areas with a PTAL of 3, the London Plan Policy 3.4 (Table 3.2) suggests that a density level of between 200 and 450 habitable rooms per hectare (or 55 to 145 units per hectare) would be most appropriate. This level of housing density, at 445 hr / hectare (or 145 units per hectare), is considered to be at the top end of the suggested range but is considered to be appropriate, given the appropriate heights of the proposed buildings and the quality of accommodation provided.

7.42 Part E of Policy CS12 of the Islington Core Strategy requires a range of unit sizes within each housing proposal to meet the needs in the borough, including maximising the proportion of family accommodation in both affordable and market housing. In consideration of housing mix, regard has to be given to the constraints and locality of the site and the characteristics of the development as identified in policy DM3.1 of the Development Management Policies. The policy also requires for provision to be made for intermediate or shared ownership housing.

7.43 The scheme proposes a total of 16 residential units with an overall mix comprised of 2 x 1-bed units, 11 x 2-bed units and 3 x 3-bed units. The housing mix is compared to policy aspirations for market housing below:

	1-bed	2-bed	3-bed	4-bed
Policy DM3.1	10%	75%	15%	0%
Proposed Mix	12%	69%	19%	0%

7.44 The proposed mix of unit sizes is considered to be in accordance with policy aspirations as set out in Policy DM3.1.

Quality of Residential Accommodation

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

7.46 Unit Sizes: All of the proposed residential units comply with the minimum unit sizes as expressed within this policy. Part C of Policy 3.4 requires for floor-to-ceiling heights to be a minimum of 2.6 metres. All proposed units would meet this standard.

7.47 Aspect/Daylight Provision: Policy DM3.4 (part D) sets out that 'new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated'. All but two of the proposed units would provide dual aspect

accommodation. The two that would be single aspect would be south-west facing, would meet internal space standards and have access to a balcony.

- 7.48 Amenity Space: Policy DM3.5 of the Development Management Policies Document 2013 within part A identifies that 'all new residential development will be required to provide good quality private outdoor space in the form of gardens, balconies, roof terraces and/or glazed ventilated winter gardens'. The policy in part C then goes on to state that the minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on the 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).
- 7.49 All proposed units would have access to outdoor amenity space in the form of balconies or terraces, ranging in size from 6sqm to 24sqm, and would thereby comply with planning policy.
- 7.50 Playspace: Policy DM3.6 requires all housing development of more than 10 dwellings to make provision of play space based on anticipated child yield. The London Plan sets a benchmark standard of a minimum of 10sqm of suitable child playspace per child for new developments, with Islington's DM Policy 3.6 setting a minimum of 5sqm.
- 7.51 Given the lack of social housing and small number of family-sized units proposed, the development is only expected to have a child yield of some 5 children. Consequently, the need for child playspace is quite low at 25sqm in accordance with Islington's standards and policies.
- 7.52 Because of the commercial floorspace proposed on the ground floor, no child playspace is proposed. There is a policy requirement to provide flexible commercial floorspace with an element of light industrial floorspace with servicing and loading requirements which make the ground floor unsuitable for communal garden space and child playspace. Moreover, further down Grenville Road, not 100m away from the application site, are Timbuktu Adventure Playground and Grenville Road Gardens which together provide child playspace for younger and older children. Given the specifics of the development, site location and the relative small-scale nature of the development, the absence of child playspace on site can be accepted in this instance.
- 7.53 Noise: There are a number of potential noise and disturbance sources which need to be considered in the context of this planning application. The site is adjacent to the Gospel Oak to Barking railway, a heavily used passenger and freight line. The Noise and Vibration Report submitted with the planning application highlights the issue of groundborne noise particularly when the freight train passes. There will need to be further work carried out when the piled foundations are complete to finalise the specification and design to enable the internal noise criteria to be achieved. In the event that permission is granted, a condition (*condition 5*) requiring further details of noise and anti-vibration treatment would be required.

- 7.54 With environmental noise, the site is affected by road traffic noise along Hornsey Road along with the railway. The submitted report carries out a noise survey but should still carry out predictions and confirm the glazing, façade and ventilation details. This would be conditioned (see *condition 7*). Any permission would be suitably conditioned in order to require appropriate mitigation measures to ensure a good standard of residential amenity.
- 7.55 As the North Site has commercial and residential uses in the same block it is recommended that sound insulation between the two uses is of a higher standard than Building Regulations and should be conditioned as such (*condition 8*).
- 7.56 Air Quality: The NPPF states that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.
- 7.57 In addition it states that planning policies should take into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. London Plan Policy 7.14 states that the Mayor recognises the importance of tackling air pollution and improving air quality to London's development and the health and well-being of its people. He will work with strategic partners to ensure that the spatial, climate change, transport and design policies of this plan support implementation of his Air Quality and Transport strategies to achieve reductions in pollutant emissions and minimize public exposure to pollution. The supporting text for Islington's Development Management Policy DM6.1 notes that the council will take into account the impact on air quality, including pollution, smells and fumes, when assessing development proposals. Air quality impacts from the operation of the development and any associated transport will be important considerations.
- 7.58 The air quality neutral assessment and vehicle emissions assessment has concluded that the proposed development will meet building and transport emission benchmarks. As such, no mitigation measures are required to reduce these emissions. The report concludes that the proposed development is considered acceptable in terms of local air quality impacts and that the development complies with the NPPF, London Plan Policy 7.14 and Development Management Policy DM6.1.
- 7.59 Refuse: Dedicated refuse and recycling facilities/chambers are provided for the residential uses. The location and capacity, and management of these facilities have been developed in consultation with the Council Street Environment Department and are considered acceptable (*condition 19*).
- 7.60 Other: In terms of land contamination, the site investigation report looks at the previous uses on site and carries out some onsite testing. The sampling contaminant levels are low across the site. There is still a requirement for a watching brief across the site to be dealt with along with the verification of any remediation. This would be conditioned (9).

Accessibility

- 7.61 London Plan 2016 Policy 3.8 Housing Choice requires that 90% of new housing be built to Category 2 standard and 10% to Category 3 standard (similar to Islington's present wheelchair accessible standards).
- 7.62 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 should 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.
- 7.63 It can be confirmed that all new dwellings would meet Category 2 Housing standards. Moreover, 2No. of the new dwellings would be wheelchair accessible dwellings. This equates to 6 habitable rooms out of a total of 49 habitable rooms which exceeds the required 10% target. The wheelchair accessible dwellings are provided as follows: a 2B3P unit at first floor level referred to as Apt 1; and a 2B3P unit at second floor level referred to as Apt 7. In the event of planning permission being granted, this would be suitably conditioned (*condition 21*).
- 7.64 The applicant has submitted a Design and Access Statement and has outlined how inclusive design principles have been considered and addressed. It can be confirmed that level access is provided to all new dwellings, as described above. Moreover, standards relating to communal stairs and lifts, internal doors and hallways, circulation space and bathroom dimensions are compliant with national standards. Communal stairs have been designed to meet accessibility requirements and there is adequate space in front of lifts, stairwells and entrances to manoeuvre wheelchairs.
- 7.65 In terms of the commercial floorspace, there are a number of inclusive design standards that should be met. However, the plans provided show that the proposal falls short in terms of accessible WC provision, mobility scooter storage provision, accessible cycle storage, lifts and evacuation strategy.
- 7.66 In the event of planning permission being granted, the above measures would be secured by planning condition (*condition 12*) to ensure that the proposed development is accessible and meets inclusive design standards.

Neighbouring Amenity

- 7.67 One of the reasons for refusal on the previous planning application (P2016/1642/FUL) concerned impact on neighbour amenity. Specifically, that:

The application would result in unacceptable harm to the amenities of nearby residential units, through loss of privacy and outlook; disturbance from increased noise and activity; and sense of enclosure, contrary to London Plan (MALP) 2016 Policy 7.6 and Islington Development Management Policy (2013) DM2.1.

- 7.68 The principle concerns about this application related to the south building and the impact on 2a Grenville Road and the rear of the properties at 492-498 Horney Road. The scheme has since been amended with both buildings being reduced in height by 1 floor and the previously proposed rear service yard to the south building has been removed from the scheme.
- 7.69 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality. Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.
- 7.70 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 7.71 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"*.
- 7.72 Daylight: 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).
- 7.73 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 lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.”

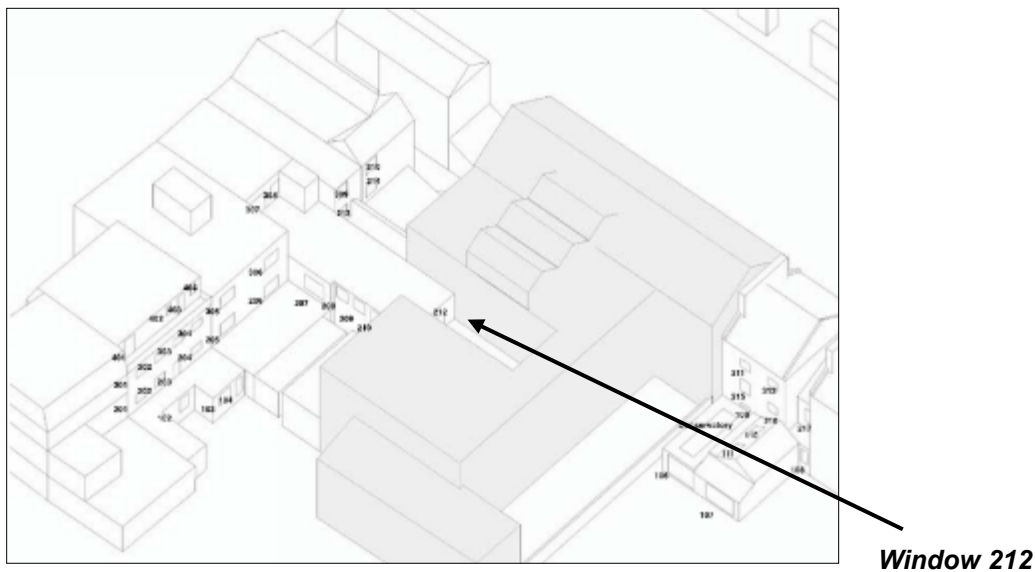
- 7.74 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.
- 7.75 At paragraph 2.2.8 the BRE Guidelines state: *“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found 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”.*
- 7.76 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.
- 7.77 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”.*
- 7.78 Sunlight: 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 90degrees 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.”*

7.79 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.”

7.80 It goes 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.”

Assessment

7.81 The VSC has been assessed for all existing surrounding residential properties and it can be confirmed that none of the windows would fail the daylight test as measured by VSC. In all cases, affected windows either retain above 27% of their VSC or would not lose more than 20% of their former value. There is one window (Window 212 on the below diagram) that would lose more than 20% of its former value but this opening serves a commercial use and has a number of other windows that retain high levels of VSC.



Plan of windows neighbouring South Site

7.82 In terms of sunlight, the proposed buildings are generally not positioned south of the closest residential properties and thus sunlight is not affected. Only No. 2 Grenville Road would be affected but only to a limited extent that is well within acceptable limits in accordance with BRE guidance.

7.83 Overlooking / Privacy: Development Management Policy 2.1 identifies that ‘to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’. In the application of this policy, consideration has to be given also to the nature of views between habitable rooms. For

instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.

- 7.84 The proposed residential accommodation on the upper levels on the North Site in general looks northwards over the railway line with no potential for overlooking existing neighbouring residential properties. There is an elevated access gallery to the rear, but this would be clad in a material which does not allow for views onto neighbouring properties. The balustrades are painted steel uprights with a timber handrail. To the west end of the walkways is a screen of angled vertical hardwood louvres to screen the oblique view into windows in the flats in Francis Court - the neighbouring building.
- 7.85 To the south and west, the proposed building faces the street and as overlooking across a public highway is not considered to constitute a loss of privacy, the North Site is considered to be acceptable in terms of its privacy impacts.
- 7.86 On the South Site, the windows in the proposed building on the whole face the street. However, there are windows on the upper levels of the rear section of the building that face west and south towards neighbouring properties. Whilst this does not introduce any new overlooking as there are windows in the existing building facing the same direction, the windows are larger in the proposed building and thus it would be considered appropriate to require further details of privacy screens or obscured glazing by condition in the event that planning permission be granted (*condition 20*).
- 7.87 Noise and Disturbance: adequate sound insulation would be provided to all new units to protect the amenities of existing and future residents and this is covered by Building regulations. Further details of screening around proposed roof terraces shall be provided to minimise noise and disturbance to surrounding residential occupiers (*condition 3*).
- 7.88 Construction: The whole borough of Islington is covered by an Air Quality Management Area (AQMA) thus the site also located within this management area. The supporting Air Quality Assessment prepared by GEM confirms that during the construction phase the impact of dust soiling and PM10 can be reduced to negligible through appropriate mitigation measures. The report recommends a number of mitigation methods to reduce the impact of the construction activities to an acceptable level including; removal of materials that have a potential to produce dust from site as soon as possible, unless being reused on site; ensuring all vehicles switch off engines when stationary; using enclosed chutes, conveyors and covered skips; and reusing and recycling waste to reduce dust from waste materials.
- 7.89 A condition (4) will be required to minimise construction impacts through the submission of a Construction and Environment Management Plan. Any CEMP should include reference to LBI's Code of Construction Practice, BS5228:2009+A1:2014, the GLA's SPG on construction dust and emissions and NRMM compliance register.
- 7.90 In summary, the proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or noise and disturbance subject to appropriate conditions mitigating impacts.

Landscaping, Trees and Ecology

- 7.91 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 existing local spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens. Policy DM6.5 reinforces these objectives, stating that development should protect, contribute to and enhance the landscape, biodiversity and growing conditions of the development site and surrounding areas.
- 7.92 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.
- 7.93 The site is adjacent to the Upper Holloway Railway Cutting Site of Importance for Nature Conservation (SINC) and thus any development on site may also need to consider this and propose measures to protect it. The existing site itself is largely composed of hardstanding with little or no ecological value.
- 7.94 The application is accompanied by an Ecological Appraisal, which confirms that the SINC represents an important non-developed green corridor within the urban landscape of Islington. Survey results however demonstrate that the section adjacent to the subject site was not considered to represent the high quality habitat. Although the proposal does constitute an intensification of the site, it is not considered that the development would directly affect the SINC and given the current developed nature of the site, it is considered unlikely that there will be new, indirect effects.
- 7.95 There are currently no trees on site, but three small street trees along the boundary of the North Site. The application proposes to remove one of these trees to allow for the provision of wheelchair accessible parking bays and proposes to provide two new trees on site. Trees adjacent to the site should be afforded appropriate protection during the construction phase, including protection for potential root zones, and this would be appropriately conditioned (*condition 25*). A number of other recommendations are made within the Ecological Appraisal. Appropriate ecological measures would be required by condition (*condition 24*).

Energy & Sustainability

- 7.96 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.

7.97 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). The London Plan sets out a CO2 reduction target, for regulated emissions only, of 35% against Building Regulations 2013. In accordance with Islington Planning Policy, developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock (CS10).

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

Carbon Emissions

7.99 The applicant proposes a reduction in regulated emissions of 57.05% compared to a 2013 Building Regulations baseline. In terms of overall emissions (both regulated and unregulated) the development is predicted to achieve a reduction of 27.01%. In order to mitigate against the remaining carbon emissions generated by the development a financial contribution of £82,332.64 will be sought by way of section 106 agreement.

Energy Reduction (Be Lean)

7.100 The proposed U-values for the development are as follows: external walls = 0.18, sheltered walls = 0.2, roof = 0.15, floors = 0.13, and windows = 1.4. These are generally consistent with the values recommended in the Environmental Design SPD. The proposal also low energy lighting is proposed throughout the development, which is supported.

Low Carbon Energy Supply

7.101 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

7.102 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. However, the site

is around 350m from Islington's Elthorne Estate district heating network. Suitable wording would be included in the section 106 agreement to ensure potential connection to either a future DHN or to the Elthorne Estate (DHN).

- 7.103 The submitted Energy Statement by NRG Consulting rules out the use of on-site CHP, on grounds that the development heat loads are too small to support and would be technically or economically unfeasible. It is considered that this conclusion is correct. Annual and monthly heating and hot water kWh loads have been provided to demonstrate that an on-site CHP is unrealistic.

Renewables

- 7.104 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.

- 7.105 Based on 160 panels on the North Site and 35 panels on the South Site, the high efficiency panels proposed would generate an output of 52.65 kWp. The application also proposes air source heat pumps for the commercial units. The proposal maximises renewable energy output from solar PVs (*condition 22*).

Sustainable Design Standards

- 7.106 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.
- 7.107 The commercial units have been assessed for BREEAM certification with the pre-assessment showing a rating of "Excellent". It is proposed that this be conditioned in the event of planning permission being granted (*condition 17*).

Sustainable Urban Drainage System

- 7.108 The application site is Flood Risk Zone 1 and therefore has a low probability of flooding from tidal or fluvial sources. In terms of drainage, surface water for the entire site will be drained via large permeable surface areas. Through the use of permeable paving, attenuation tanks and brown roofs, the proposal would achieve a water run-off rate of 5l/s. The drainage and SUDS strategy including green roofs will be secured by condition (*15 and 16*) and the responsibility of maintenance placed on the applicant.

Green Performance Plan

- 7.109 A draft Green Performance Plan has been submitted as an acceptable draft. A final version would be required through the section 106 agreement.

In summary

- 7.110 The energy and sustainability measures proposed are considered acceptable given site constraints and would ensure a sustainable and green development that would minimise carbon emissions in the future.

Highways & Transportation

- 7.111 The application site has a moderate level of public transport accessibility (PTAL 3) given its relative proximity to Upper Holloway Overground Station and Finsbury Park Station. The site also has major and strategic cycle routes in close proximity as well as pedestrian routes providing access to a number of bus routes from Holloway Road.

- 7.112 In terms of cycle parking, a total of 68 cycle spaces will be provided across both sites for the residential and commercial occupiers (*condition 13*). For residential land use, Appendix 6 of the Development Management Policies requires cycle parking to be provided at a rate of one (1) space per bedroom. The cycle parking would be conveniently located, safe and secure. The provision exceeds the required amount and is in accordance with policy. Half of the cycle parking spaces would be allocated to commercial occupiers in line with policy and guidance.

Servicing, deliveries and refuse collection

- 7.113 One of the reasons for refusal on the previous planning application (P2016/1642/FUL) concerned the lack of suitable servicing and waste storage. Specifically, that:

The application does not include adequate provision for on-site servicing, waste storage, operational parking, collections and deliveries, thus failing to demonstrate that the proposed commercial units would be capable of accommodating employment uses on the site without unacceptable harm to surrounding parking stresses and the safe and efficient operation of the highway contrary to Islington Core Strategy (2011) Policies CS11 and CS13; Islington Development Management Policies DM5.1, DM8.2, DM8.5 and 8.6; and the London Plan SPG Land for Industry and Transport (September 2012).

- 7.114 The scheme has since changed and the southern site now provides serving areas to the front of the site accessed from Grenville Road.

- 7.115 Refuse and recycling facilities would be provided for new residents in line with Islington's refuse and recycling storage requirements and would be picked up from the street. (*condition 19*). On-site delivery and servicing is proposed for the commercial units on both North and South Sites.

- 7.116 The application is supported by a Transport Statement which illustrates an estimated 5-6 vehicles/day servicing the North Site and 17-18 vehicles/day servicing the South Site. It is proposed to provide dedicated off-street servicing / delivery facilities for both sites as shown below.



Proposed Servicing / Delivery

7.117 It is considered that the proposed double loading bays of each site, is sufficient to accommodate this demand. The servicing / delivery strategy is outlined in the submitted documents but further details would be required by condition (*condition 28*). The development is therefore considered to be acceptable in regards to its transport impact and is compliant with Policy DM8.6

Vehicle parking

7.118 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.

7.119 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking). Space for two accessible parking bays is shown on street on Grenville Road (section 106 agreement).

Fire Safety

7.120 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire. The proposal was considered by London Fire Brigade and no objections were raised. A fire safety strategy was provided, and an informative (no.10) has been included in the recommendation to remind the applicant of the need to consider the requirements of the Building Regulations in relation to fire safety at an early stage, with particular regard to the provision of a sprinkler system.

Relevant statutory duties and development plan considerations and policies

- 7.121 Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
 - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
- 7.122 National Planning Policy Framework (NPPF): Paragraph 14 states: "at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: approving development proposals that accord with the development plan without delay. At paragraph 7 the NPPF states: "that sustainable development has an economic, social and environmental role". In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 7.123 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.*
- Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.*
- 7.124 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.
- 7.125 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty

inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Planning Obligations / Mitigation

- 7.126 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 are (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.
- 7.127 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.
- 7.128 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.
- 7.129 The section 106 agreement will include the contributions listed in Appendix 1 of this report.

National Planning Policy Framework

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

Summary / Conclusion

- 7.131 The proposal seeks to address the previous reasons for refusal and thereby proposes to replace the existing flexible B1 floorspace with a slight increase of new flexible B1 floorspace suitable as either conventional office floorspace, light industrial uses falling into use class B1 and / or small and medium enterprises. The financial viability of the

proposal has been independently assessed and it can be concluded that no affordable housing can be viably provided on site. Based on the submitted viability appraisal, the recommendations by BPS and the policy context officers consider that the scheme cannot viably provide any affordable housing (either on site or with a financial contribution). On balance it is recommended that the scheme is acceptable without the provision of any affordable housing, but with a review mechanism to capture any additional uplift in value.

- 7.132 The architecture of the proposal is considered to make a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. The development is considered to be sympathetic in scale and appearance to the local aesthetic and is considered to incorporate high quality materials and design appropriate to its context.
- 7.133 The density and dwelling mix of the proposed residential accommodation is considered to be acceptable and in accordance with policy and the quality of accommodation proposed meets relevant policy guidance. The proposal is not considered to have unacceptable impacts on neighbouring residential amenity in terms of daylight, sunlight, privacy, noise and disturbance or an increased sense of enclosure.
- 7.134 The proposal is considered to protect the adjacent Site of Importance for Nature Conservation (SINC) and involves a net increase in trees. Finally, the application is considered to constitute a sustainable form of development in terms of energy efficiency, renewable energy and sustainable transport. For the reasons given above and explained in more detail in the main body of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is therefore recommended for approval subject to a section 106 agreement and conditions to secure the necessary mitigation measures.

APPENDIX 1: RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted 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:

- an advanced stage financial review (on sale of 75% of market residential units), and the cost of that review to be met by the applicant.
- Section 278 agreement to be entered into with TfL for the repair and re-statement of the footways and highways adjoining the development. The cost is to be confirmed by TfL, paid for by the applicant and the work carried out by TfL (unless otherwise advised in writing by TfL). Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation, during the construction phase of the development, of 2 work placements. Each placement must last a minimum of 26 weeks. The council's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. Within the construction sector there is excellent best practise of providing an incremental wage increase as the operative gains experience and improves productivity. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage (£9.15 as at 04/04/2015). If these placements are not provided, a fee of £10,000 to be paid to the council.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £1,012, and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- The provision of 2 additional accessible parking bays or a contribution towards bays or other accessible transport initiatives of £4,000.
- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £82,332.64.
- Connection to a local energy network (Bunhill heat 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.
- Permit free residential units
- Submission of a draft full Travel Plan for council approval prior to occupation, and of a full Travel Plan for council approval 6 months from first occupation of the development 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 Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

RECOMMENDATION B

That the grant of planning permission be granted subject to:

CONDITIONS

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans: Existing Plans 4022-X.01; X.405_A; X.505_A; X.515_A; X.605; X.606; X.610; X.615; Proposed Plans 4022-P.405_B; P.406_A; P.407_A; P.408_A; P.410_A; P.415_A; P.505_B; P.506_A; P.507_A; P.508_A; P.510_A; P.515_B; P.516_A; P.517_A; P.520_A; P.521; P.605_A; P.606_A; P.607_A; P.608_A; P.610_A; P.615_A; P.616_A; P.617_A; P.620_A; P.621. Design & Access Statement by 4orm; Addendum Report Design Evolution; Skylight & Sunlight Report (amended 18th May 2018); Fire Strategy Report by 4orm; Affordable Housing Financial Viability Assessment by CgMs dated August 2017; Air Quality Assessment dated May 2017; Arboricultural Assessment by RPS dated June 2017; BREEAM Pre-Assessment by NRG Consulting dated June 2017; Construction Management Plan by West Gate Maintenance; Contaminated Land Preliminary Risk Assessment by Terragen; Ecological Report by Applied Ecology dated May 2017; Market Demand Assessment by Drivers & Norris dated May 2017; Noise & Vibration Report by Holtz Acoustics dated February 2017; Overheating Risk Analysis by NRG dated June 2017; Planning Statement by RPS Group dated August 2017; Schedule of Accessible Accommodation by 4orm dated May 2017; Site Waste Management Plan dated May 2017; Strategic Drainage Report by Conisbee dated June 2017; Sustainable Design & Construction Statement by NRG dated June 2017; Transport Statement by Conisbee dated June 2017; Travel Plan by Conisbee dated June 2017; Tree Constraints Plan JKK8918 - RPS-Figure 01.01; Tree Protection Plan JKK8918 A RPS-Figure 02.01</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and Samples (Details)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work of the relevant phase commencing on site. The details and samples shall include:</p>

	<p>a) Facing Brickwork(s); Sample panels of proposed brickwork to be used showing the colour, texture, pointing and textured brickwork and boundary walls shall be provided;</p> <p>b) Window details and balconies / balustrades;</p> <p>c) Roof materials;</p> <p>d) Metal cladding;</p> <p>e) Balcony detail including acoustic specification of screening;</p> <p>f) Doors and access points;</p> <p>g) Canopies;</p> <p>h) Elevated walkway;</p> <p>i) Green procurement plan; and</p> <p>j) Any other materials to be used.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard</p>
<p>4</p>	<p>Construction</p>
	<p>CONDITION: Notwithstanding the details submitted with the application, a Construction and Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.</p> <p>The CEMP shall include details and arrangements regarding:</p> <ul style="list-style-type: none"> a) The notification of neighbours with regard to specific works; b) Advance notification of any access way, pavement, or road closures; c) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period; d) Details regarding the planned demolition and construction vehicle routes and access to the site; e) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance; f) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works; g) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.) h) Details of any proposed external illumination and/or floodlighting during construction, including positions and hours of lighting; i) Details of measures taken to prevent noise disturbance to surrounding residents; j) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site; k) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception) l) Details as to how safe and convenient vehicle access will be maintained for all existing vehicle traffic using Fairbridge Road, Charles Street and Hornsey Road at all times, including emergency service vehicles; m) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure; and n) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area. o) Details of measures taken to minimise the impacts of the construction process on air quality, including NRMM registration.

	<p>The report shall assess the impacts during the preparation/demolition, excavation and construction phases of the development on the surrounding roads, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads.</p> <p>The demolition and development shall thereafter be carried out in accordance with the approved details and measures.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
5	Noise and Vibration
	<p>CONDITION: A scheme for noise and anti-vibration treatment of the foundations and services shall be submitted to the Council for written approval prior to the commencement of superstructure works, and implemented to the satisfaction of the Council to achieve the following internal noise targets:</p> <p>Internal vibration levels shall not exceed the category of "low probability of adverse comment" in Table 1 of Appendix A of BS 6472:2008.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
6	Vibration
	<p>CONDITION: Groundborne noise shall not exceed 35dB LAmax,Slow as measured in the centre of any residential room.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
7	Sound insulation
	<p>CONDITION: A scheme for sound insulation and noise control measures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The sound insulation and noise control measures shall achieve the following internal noise targets (in line with BS 8233:2014):</p> <p>Bedrooms (23.00-07.00 hrs) 30 dB LAeq,8 hour and 45 dB Lmax (fast) Living Rooms (07.00-23.00 hrs) 35 dB LAeq, 16 hour Dining rooms (07.00 –23.00 hrs) 40 dB LAeq, 16 hour</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
8	Commercial sound insulation
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the proposed office and residential use of the Hornsey Road building shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
9	Land Contamination
	<p>CONDITION: Details of the following works shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site:</p>

	<p>a) A programme of any necessary remedial land contamination remediation works arising from the land contamination investigation.</p> <p>The development shall be carried out strictly in accordance with the investigation and any scheme of remedial works so approved and no change therefrom shall take place without the prior written approval of the Local Planning Authority.</p> <p>b) Following completion of measures identified in the approved remediation scheme a verification report, that demonstrates the effectiveness of the remediation carried out, must be produced which is subject to the approval in writing of the Local Planning Authority in accordance with part b)</p> <p>REASON: Previous industrial and/or commercial activities at this site may have resulted in contaminated soils and groundwater, the underlying groundwater is vulnerable to pollution and potential contamination must be investigated and a risk assessment carried out to determine impacts on the water environment in accordance with paragraphs 109 and 121 of the National Planning Policy Framework, policies 5.14 and 5.21 of the London Plan 2016 and policy DM6.1 of Islington's Development Management Policies 2013.</p>
10	<p>Roof-Level Structures</p> <p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding streetscene or the character and appearance of the area in accordance with policies 3.5, 7.4 and 7.6 of the London Plan 2016, policy CS9 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013.</p>
11	<p>External pipes, cables and CCTV (Compliance and Details)</p> <p>CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the buildings hereby approved.</p> <p>Should additional cables, pipes be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.</p> <p>Notwithstanding the drawings hereby approved, no CCTV cameras or related equipment and installations are hereby approved.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard, and to ensure that the development is in accordance with policies 3.5, 7.4 and 7.6 of the London Plan 2016, Policy CS9 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013.</p>
12	<p>Inclusive design – business floorspace (Details)</p> <p>CONDITION: Details including floorplans, sections and elevations of all business floorspace at a scale of 1:50 shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any of the development's business floorspace. The details shall include:</p> <ul style="list-style-type: none"> • accessible WC provision; • public entrances including sections showing level access, door furniture and manifestations to glazing; • space for the storage and charging of mobility scooters; • details of accessible changing facilities for staff; • accessible cycle storage;

	<ul style="list-style-type: none"> • details of how the development would comply with the relevant parts of the Inclusive Design in Islington SPD; and • refuge area and management strategy in the event of fire evacuation. <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development is of an inclusive design in accordance with policy 7.2 of the London Plan 2016, policy CS12 of Islington's Core Strategy 2011, and policy DM2.2 of Islington's Development Management Policies 2013.</p>
13	Cycle Parking (Details / Compliance)
	<p>CONDITION: Details of bicycle storage shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The approved bicycle storage shall be provided prior to the first occupation 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>
14	Restriction of B1 Use (Compliance)
	<p>CONDITION: At least 500sqm (GIA) of B1(c) floorspace shall be provided. The B1(c) shall be strictly limited to uses within the use B1(c) use class and not for the purposes of Use Class B1a or B1b – of the Schedule to the Town and Country Planning (Use Class) Order 1987 as amended 2005 (or the equivalent use within any amended/updated subsequent Order).</p> <p>REASON: To ensure that the use hereby approved is not able to change to B1(a) office via permitted rights allowed under the Town and Country Planning (Use Class) Order 1987 (As Amended) and in the interest of preserving the economic function of the Employment Growth Area.</p>
15	SME space
	<p>CONDITION: Details, including floorplans, of business accommodation suitable for occupation by micro and small enterprises shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any of the development's business floorspace. The details shall confirm that no less than 5% of the development's business floorspace shall be suitable for occupation by micro and small enterprises, and shall confirm the terms under which this floorspace shall be offered.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>The business accommodation suitable for occupation by micro and small enterprises shall not be amalgamated with the remainder of the B1 floorspace in the development hereby approved.</p> <p>REASON: To ensure adequate provision of business accommodation suitable for occupation by micro and small enterprises in accordance with policy BC8 of the Finsbury Local Plan 2013.</p>
16	Green Roofs
	<p>CONDITION: Notwithstanding the plans hereby approved, details of green/brown roofs to the development hereby approved (including details of the extent of green/brown roofs, and the species to be planted/seeded) shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The green roofs shall:</p> <ul style="list-style-type: none"> • form biodiversity-based roofs with extensive substrate bases (depth 80-150mm);

	<ul style="list-style-type: none"> cover at least all of the areas shown in the drawings hereby approved, confirmed by a location/extent plan; and be planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works. <p>An explanation as to why any areas of roof would not be covered with green roofs shall be included with the above details. Green roofs shall be expected to extend beneath any photovoltaic arrays proposed at roof level.</p> <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, to protect neighbouring privacy, and to ensure surface water run-off rates are reduced in accordance with policies 5.3, 5.10, 5.11, 5.13 and 7.19 of the London Plan 2016, policies CS10 and CS15 of Islington's Core Strategy 2011, and policies DM2.1, DM6.5, DM6.6 and DM7.1 of Islington's Development Management Policies 2013.</p>
17	Sustainable Urban Drainage (Details)
	<p>CONDITION: Prior to any works commencing on site a drainage strategy including full justification for any non-compliance with the requirements of Development Management Policy DM6.6 and London Plan Policy 5.13, and confirmation that best endeavours have been made to comply with these policies, 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 drainage strategy so approved, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development achieves appropriate surface water run-off rates in accordance with policy 5.13 of the London Plan 2016 and policy DM6.6 of Islington's Development Management Policies 2013.</p>
18	BREEAM
	<p>CONDITION: All business floorspace within the development hereby approved shall achieve a BREEAM (2018) New Construction Scheme rating of no less than "Excellent".</p> <p>REASON: In the interests of sustainable development and addressing climate change in accordance with policies 5.2 and 5.3 of the London Plan 2016, policy CS10 of Islington's Core Strategy 2011 and policy DM7.4 of Islington's Development Management Policies 2013.</p>
19	Energy Strategy
	<p>CONDITION: The proposed measures relevant to energy as set out in the Energy and Sustainability Statement hereby approved which shall together provide for no less than a 27.1% on-site total (regulated and unregulated) carbon dioxide 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 and shall be maintained as such thereafter.</p> <p>REASON: In the interests of sustainable development and to ensure that the Local Planning Authority may be satisfied that the carbon dioxide reduction target is met in accordance with policies 5.2, 5.3 and 5.7 of the London Plan 2016, policy CS10 of the Islington Core Strategy 2011, and policies DM7.1 and DM7.3 of Islington's Development Management Policies 2013.</p>
20	Refuse / Recycling
	<p>CONDITION: The dedicated refuse/recycling stores, which shall incorporate facilities for the recycling of compostable waste hereby approved shall be provided prior to first occupation of the development hereby approved and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p>

	<p>REASON: To ensure the necessary physical waste storage to support the development is provided in accordance with policy 5.16 of the London Plan 2016, policy CS11 of Islington's Core Strategy 2011 and policy DM2.1 of Islington's Development Management Policies 2013.</p>
21	<p>Obscured Glazing / Privacy Screens</p>
	<p>CONDITION: Notwithstanding the plans hereby approved, further details of obscured glazing and / or privacy screens on the upper levels of South Site to prevent overlooking to neighbouring properties shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The obscure glazing and privacy screens shall be installed prior to the occupation of the relevant units and retained as such permanently thereafter.</p> <p>REASON: In the interest of preventing undue overlooking between habitable rooms within the development itself, to protect the future amenity and privacy of residents.</p>
22	<p>Accessible Housing</p>
	<p>CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, 14 of the new residential units shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2) and 2 units shall be constructed to meet the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Wheelchair user dwellings' M4 (3).</p> <p>A total of 2 x 2B3P units on the first and second floors of the North Site shall be provided to Category 3 standards.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON – To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs.</p>
23	<p>Solar PVs</p>
	<p>CONDITION: The proposed Solar Photovoltaic Panels shown on approved plan 4022-P.410_A, which shall provide for no less than a 52.65 kWp of energy, shall be installed and operational prior to the first occupation of the development. Should there be any changes to the proposed solar panels, then details showing the revised arrangement providing at least the same amount of output shall be submitted and approved by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - Location; - Output of panels - Area of panels; and - Design (including elevation plans). <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
24	<p>Water Use</p>
	<p>CONDITION: The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.</p> <p>REASON: To ensure the sustainable use of water.</p>
25	<p>Landscaping</p>

	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:</p> <ul style="list-style-type: none"> a) existing and proposed underground services and their relationship to both hard and soft landscaping; b) proposed trees: their location, species, size and section showing rooting area; c) soft plantings: including grass and turf areas, shrub and herbaceous areas; d) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; e) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; f) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; g) biodiversity value of the proposed landscaping; h) inclusive design principles adopted in the landscaped features; i) phasing of landscaping and planting; j) bird and bat boxes; and k) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, playspace and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
26	<p>Tree Protection</p>
	<p>CONDITION: Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) including details of all tree protection monitoring and site supervision shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with 7.21 of the London Plan 2011, policies: CS7, CS15A, B and F of the Islington Core Strategy 2011 and 6.5 of the DM Policy 2013 and pursuant to section 197 of the Town and Country Planning Act 1990</p>
27	<p>Lighting Plan</p>
	<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>
28	<p>Lifts</p>
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site</p>
29	<p>Delivery / Servicing Plan</p>
	<p>CONDITION: Prior to any works commencing on site, a Delivery and Servicing Management Plan (DSMP), including a Waste Management Plan (WSP), shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The DSMP shall include details of how parking / traffic on the forecourt would be managed, of all servicing and delivery requirements, including details of how waste (including recyclable waste) would be transferred and collected, and shall confirm the timings of all deliveries and collections from service vehicles.</p> <p>The development shall be carried out strictly in accordance with the DSMP so approved.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development in accordance with policies 5.16, 6.3 and 6.14 of the London Plan 2015, policy CS11 of Islington's Core Strategy 2011, and policies DM2.1 and DM8.6 of Islington's Development Management Policies 2013.</p>

INFORMATIVES

1	<p>Planning Obligations Agreement</p> <p>You are advised that this permission has been granted subject to the completion of a section 106 agreement to secure agreed planning obligations.</p>
2	<p>Superstructure</p> <p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p> <p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
4	<p>Car-Free Development</p> <p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that occupiers of the proposed development will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	<p>Groundwater</p> <p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer.</p> <p>Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwqriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.</p>
6	<p>Water Pressure</p> <p>INFORMATIVE: Thames Water will aim to provide customers with a minimum pressure of 10m head (approximately 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>
7	<p>Surface Water Drainage</p> <p>INFORMATIVE: In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater.</p>

	Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. The contact number is 0800 009 3921.
8	Materials
	INFORMATIVE: In addition to compliance with condition 3 materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
9	Construction Management
	<p>INFORMATIVE: You are advised that condition 4 covers transport and environmental health issues and should include the following information:</p> <ol style="list-style-type: none"> 1. identification of construction vehicle routes; 2. how construction related traffic would turn into and exit the site; 3. details of banksmen to be used during construction works; 4. the method of demolition and removal of material from the site; 5. the parking of vehicles of site operatives and visitors; 6. loading and unloading of plant and materials; 7. storage of plant and materials used in constructing the development; 8. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; 9. wheel washing facilities; 10. measures to control the emission of dust and dirt during construction; 11. a scheme for recycling/disposing of waste resulting from demolition and construction works; 12. noise; 13. air quality including dust, smoke and odour; 14. vibration; and 15. TV reception.
10	Sprinkler Systems
	INFORMATIVE: While fire safety and floor layout will be further considered though the building control process, you are strongly advised by the London Fire and Emergency Planning Authority to install sprinkler systems as these significantly reduce the damage caused by fire and the consequential cost to business and housing providers, and can reduce the risk to life.

APPENDIX 2: RELEVANT POLICIES

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

1. National guidance

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

2. Development Plan

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

A) The London Plan 2016 Spatial Development Strategy for Greater London

1. Context and Strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.9 Inner London

Policy 2.18 Green Infrastructure

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing Housing Supply

Policy 3.4 Optimising Housing Potential

Policy 3.5 Quality and Design of Housing Developments

Policy 3.6 Children and Young People's Play and Informal Recreation Facilities

Policy 3.8 Housing Choice

Policy 3.9 Mixed and Balanced Communities

Policy 3.13 Affordable Housing Thresholds

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.3 Mixed use development

Policy 4.4 Managing Industrial Land and Premises

Policy 4.10 New and emerging sectors

Policy 4.12 Improving opportunities for all

5. London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising emissions

Policy 5.3 Sustainable design & construction

Policy 5.5 Decentralised energy networks

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

Policy 5.15 Water use

Policy 5.17 Waste capacity

Policy 5.18 Construction, excavation and demolition waste

Policy 5.19 Hazardous Waste

Policy 5.21 Contaminated land

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 connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Lifetime neighbourhoods
Policy 7.2 An inclusive environment
Policy 7.4 Local character
Policy 7.5 Public realm
Policy 7.6 Architecture
Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes
Policy 7.19 Biodiversity and access to nature
Policy 7.21 Trees and woodlands
8 Implementation, monitoring and review
Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)
Policy CS10 (Sustainable Design)

Policy CS11 (Waste)
Policy CS12 (Meeting the Housing Challenge)
Policy CS13 (Employment Spaces)
Policy CS16 (Play Space)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

C) Islington's Development Management Policies June 2013

Design and Heritage

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

Employment

DM5.4 Size and affordability of workspace

Health and open space

DM6.1 Healthy development
DM6.6 Flood prevention

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements
DM7.4 Sustainable design standards

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

3 Designations

The site has the following designations under the London Plan 2016, Islington's Core Strategy 2011, Islington's Development Management Policies 2013 and the Finsbury Local Plan 2013:

Islington Local Plan
Employment Growth Area. Article 4 Direction Office to Residential Cycle Routes (Local) Rail Land Ownership – Nation Rail Surface Adjacent to SINC

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

The following SPGs and SPDs are relevant:

Islington Local Plan

- Development Viability SPD
- Environmental Design SPD
- Inclusive Design in Islington SPD
- Planning Obligations (Section 106) SPD
- Streetbook SPD
- Urban Design Guide SPD

London Plan

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

APPENDIX 3: DESIGN REVIEW PANEL COMMENTS (DATE)



CONFIDENTIAL

ATT: Richard Gooden
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Our ref: Q2018/0271/DRP

Date: 12 March 2018

Dear Richard Gooden,

ISLINGTON DESIGN REVIEW PANEL

RE: Grenville Works 2A inc. 1 Grenville Road & 500 - 502 Hornsey Road (planning application ref. P2017/3242/FUL)

Thank you for attending Islington's Design Review Panel meeting on 16 February 2018 for a first review of the above scheme. The proposed scheme under consideration is for the demolition of buildings and redevelopment of the land to provide 16 dwellings and 2215m² of commercial floorspace together with landscaping, service yards, cycle storage, bin storage and associated works across two sites. The north site (500-502 Hornsey Road) would provide 490sqm of B1 (business) floorspace at ground floor and 16 dwellings above (2x1 beds, 11x2 beds and 3x3 beds, Use Class C3) within a 3-4 storey building. The south site (Grenville Works, 2a Grenville Road) would provide 1725 sqm of B1 floorspace within a 4 storey building.

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 (Chair), Stuart Piercy, Lotta Nyman, Jonathan McDowell and Dorian Crone on 16 February 2018 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

The Panel welcomed the opportunity to comment on the proposals, however felt it was unfortunate to see the scheme at application stage rather than earlier on in the process. They made comments on the following issues:

Detailing generally

The Panel encouraged that the principal elevations should be given a simpler treatment and that the success of the scheme would be dependent on good detailing. It was therefore suggested that further information, shown as 1:5/1:10 drawings, on details such as the type of bond for the brickwork, the depths of the window reveals and balustrades, should be submitted as part of the planning application.



North Site

Elevational Treatment

The irregularity of the fenestration pattern and disconnect between the ground and upper floors of the elevations was not considered to be successful by the Panel. To remedy this, panel members suggested it should be given a more robust, grid-like treatment with larger openings that encompasses all floor levels so that they appear less disjointed and display more of a rhythmical quality. Panel members were also not convinced that the proposed corner balconies fronting onto Hornsey Road were successful and strongly recommended that if they were to be provided in this location, they should be given greater solidity to hide inevitable visual clutter. To this end, it was suggested that they should be of predominantly brick construction and could include a pier in the corner to add to the sense of robustness. Alternatively, balconies could instead be located on the opposite corners of the building.

The symmetrical composition of the elevation on Hornsey Road was also questioned. They felt that the resolution along the railway line end that required abutting the existing bridge was not satisfactory.

Residential entrances

Panel members suggested that the main residential lobby accessed from Hornsey Road should be swapped with the bins and bike storage, which would avoid the need to construct a small lower wall to the northern perimeter and would avoid difficult details as it connects to the existing bridge wall. Making it a gated entrance was also encouraged, as a means to reduce potential anti-social behaviour. In addition, the Panel suggested that the second residential lobby needed to be a more generous space and should be usable as a main entrance (with its own bin and bike store) in order to future proof the building if required by the tenure mix. As the corridor is already very narrow, it was considered that this may not be practical with mail boxes introduced.

Layout / Servicing

The Panel felt that it should be possible to reduce the length of the communal corridors to the flats. They also questioned whether there may be a less convoluted solution than deck access and the provision of two access cores.

Panel members considered the central corridor to the ground floor units to be wasteful and service access from the service yard to the southern unit may be possible via the external space on Grenville Road frontage.

Landscaping

It was unclear from the information as to how the front onto Grenville Road was being resolved. There seems to be some discrepancy between the perspectives that show a railing and low wall and the plans that show an external bin or bike store

South Site

Elevational Treatment

Panel members felt that the elevation fronting Grenville Road should aim to reflect the established rhythm and regularity of the wider streetscape, which would help soften the impact of the new building. Some panel members suggested that dividing the elevation to Grenville Road into 5 rather than 4 bays may enable the elevation to be articulated in a more contextual way. Some also suggested that it might not be necessary to have the bays articulated so literally at all and that large



Landscaping

Panel members were concerned that there was little resolution to the front of the B1 units and how the screens, bays and forecourt would work in reality to mitigate against irregular parking and things being left out on view. They indicated there needs to be a balance between the functionality of the B1 units and the residential street character. Some panel members suggest that a landscaping strategy could be employed to discourage vehicles from parking in front of the proposed B1 Unit.

Summary

Although the Panel did not raise objections to the overall height, massing and distribution on the site, they considered that greater clarity was needed for the main pedestrian and servicing entrances to the residential building, and suggested ways in which these could be improved upon. The Panel also suggested that the elevation treatment across both buildings should be given a simpler and more logical expression, and advised that greater thought needed to be given to detailing in order to move the scheme up to a sufficient level of quality.

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

Confidentiality

Please note that since the scheme is at planning application stage, the views expressed in this letter may become public and will be taken into account by the council in the assessment of the proposal and determination of the application.

Yours sincerely,



Luciana Grave

Design Review Panel Coordinator
Design & Conservation Team Manager



**Grenville Studios North Site and South
Site, Islington, N19 4EH**

Independent Viability Review

Prepared on behalf of the London Borough of Islington

11th January 2018

Planning reference: P2017/3242/FUL



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1.0 INTRODUCTION

- 1.1 We have been instructed by the London Borough of Islington to undertake a viability review in respect of an application to redevelop land at Grenville Studios:

Demolition of buildings and redevelopment of the land to provide 16 dwellings and 2215m² of commercial floorspace together with landscaping, service yards, cycle storage, bin storage and associated works across two sites. The north site (500-502 Hornsey Road) would provide 490sqm of B1 (business) floorspace at ground floor and 16 dwellings above (2x1 beds, 11x2 beds and 3x3 beds, Use Class C3) within a 3-4 storey building. The south site (Grenville Works, 2a Grenville Road) would provide 1725 sqm of B1 floorspace within a 4 storey building.

- 1.2 We provided a review in August 2016 in respect of an earlier version of the scheme (application reference P2016/1642/FUL). This review considered the original Viability Assessment by RPS dated June 2016.
- 1.3 We then provided advice in relation to the pre-application process of the current application (P2017/3242/FUL), and provided a report on 11th April 2017 in respect of the Viability Assessment that was undertaken by the applicant's advisers, CGMS. This has been prepared on behalf of Grenville Northside Ltd ('the applicant').
- 1.4 The previous application (P2016/1642/FUL) was refused consent, and the scheme has consequently been revised to address the reasons for refusal. The main change is that the scheme has been reduced from 19 units to 16 units. Scheme changes include, among others, the removal of one storey from the proposed North Site building, making all dwellings dual aspect, adding an additional residential core, and the removal of internal lifts from the wheelchair accessible dwellings.
- 1.5 The Site is 0.2 Ha in total and is comprised of two parcels of land: 500-502 Hornsey Road (known as the North Site), and Grenville Works (the South Site). The North Site extends to 0.11 Hectares (0.27 acres) and contains a two-storey 1,240 m² (GIA) commercial building which has B1 lawful use and is divided into individual units which are occupied by a number of businesses. The South Site is 0.09 Hectares (0.23 acres) and contains a two-storey building in commercial use with a GIA of 955 m², which likewise is multi-let.
- 1.6 The revised scheme seeks permission for delivery of 16 residential dwellings and 2,260 sq m of commercial floorspace. The North Site will include 2 one-bed, 11 two-bed, and 3 three-bed apartments, and 493 sq m GIA of commercial floorspace (B1) in a four-storey block; and the South Site will include 1,767 sq m GIA of commercial floorspace (B1) in a four-storey block.
- 1.7 Core Strategy Policy CS12 includes a site-specific requirement that developments should provide the maximum reasonable level of affordable housing taking into account the strategic target of 50% (by unit). This applies to all sites capable of delivering 10 or more units (gross).
- 1.8 The advice set out in this report is provided in the context of negotiating planning obligations and therefore in accordance with PS1 of the RICS Valuation Professional Standards (January 2014) (Red Book), the provisions of VPS1 - 4 are not of mandatory application and accordingly this report should not be relied upon as a Red Book Valuation. The Valuation Date for this Viability Review is the date of this

report, as stated on the title page. This Viability Review has been undertaken in accordance with the Terms & Conditions provided to the Council and with any associated Letters of Engagement, and should only be viewed by those parties that have been authorised to do so by the Council.

2.0 CONCLUSIONS & RECOMMENDATIONS

- 2.1 The CGMS appraisal concludes that the scheme cannot viably deliver any affordable housing, based on present-day costs and values. The residual land value generated is £2.07m, which against their benchmark land value of £2.30m, gives a deficit of £230,000. In this appraisal, all the residential units are for private sale, with no affordable housing delivery assumed. We understand that no affordable housing contributions are currently being offered.
- 2.2 The appraisal includes planning contributions of £163,781 which are stated in CGMS's report as being the sum total of the CIL contributions and S106 Contributions. A breakdown of these contributions is not provided. These contributions will need to be confirmed by planning officers as being at the correct levels.
- 2.3 With respect to the private sales values adopted, we have considered these in light of recent comparable sales evidence and growth in values in Islington over 2017. This indicates that prices adopted by CGMS (£727 per sq ft overall) are lower than can be achieved, in part because the sales value estimate was made in January 2017 thus does not factor in recent growth in values. We have adopted £800 per sq ft overall.
- 2.4 The Existing Use Value that we adopted in our 11th April 2017 report was £2.232m which is only marginally lower than the figure of £2.3m adopted by CGMS. This reflects our assessment of the quality of the existing facilities, which identified that the CGMS's assessment was somewhat optimistic given the specification and condition of the floorspace.
- 2.5 With respect to the rents and yields applied to the commercial space, these are at the same level as in the previous CGMS report, and we maintain the conclusion that these are reasonable.
- 2.6 In our April 2017 report we stated that, "*There is the potential for the proportion of offices to be increased, which could potentially improve scheme viability.*" In response, CGMS's latest appraisal has increased the proposed office floorspace, and this now amounts to 50% of the total non-residential floorspace. This is, however, insufficient to render the scheme viable in CGMS's appraisal.
- 2.7 Based on our viewing of the plans we see little reason why the South Site building would not be suitable for office use, other than perhaps the limited natural light on the ground floor. If the Council wishes to ensure that light industrial uses are retained, then this would need to be discussed such as ways to restrict the occupancy to light industrial tenants. CGMS have noted that,
- An increase in office floorspace would improve the viability of the scheme however this is entirely dependent upon the applicant receiving a genuine offer(s) for use of the space as bone-fide B1(a) floorspace. The LPA Employment Demand Study (January 2016) makes it quite clear that B1(a) office floorspace is not the type of employment accommodation that is needed to meet demand in this part of the borough.*
- 2.8 We consider 50% office floorspace to be a reasonable assumption, taking into account that some parts of the south building would provide substandard office

space. Whilst there is the potential for more of the south building to be offices, this would act to increase the level of refurbishment/costs costs, thus restricting the benefits of this change.

- 2.9 There is not any affordable workspace shown in the appraisal, and this is not mentioned in CGMS's report, but they have informed us that the applicant is willing to provide affordable workspace but is awaiting guidance from the Council as to the amount that will be required.
- 2.10 We have increased the sales values increased to £800 per sq ft when revising the Toolkit appraisal. In addition, we have taken the approach of adopting the figures that have been suggested by Geoffrey Barnett Associates and inputted this into the appraisal. These combined changes give a residual land value of £2,146,000 which indicates that the scheme is marginally in deficit when compared against our benchmark land value of £2.232m. This indicates that the scheme cannot viably make any affordable housing contributions, based on present-day costs and values. In spite of the improvements in viability resulting from increasing the proportion of office space, the requirement to reduce the number of residential units from 19 to 16 has had a negative impact and has eliminated any potential surplus.
- 2.11 Residual valuations are highly sensitive to changes in costs and values over time, therefore we recommend that the Council considers seeking agreement to a deferred contributions mechanism, based on outturn costs and values, so that if improvements in viability result in a profit surplus being generated, this can trigger the payment of affordable housing contributions.
-

3.0 ANALYSIS OF VIABILITY ASSESSMENT INPUTS

Sales values

- 3.1 The private housing revenues in the appraisal total £9.05m. These are based on the sales values are estimated of £727 per sq ft by Montagu Evans, in their January 2017 report. Since then, prices have increased 5% in Islington according to the Land Registry House Price Index (HPI), therefore it may be suitable for Montagu Evans to update their estimate. In our previous (11th April 2017) report we stated:

In conclusion, we maintain our previous conclusion that considerably higher values can be achieved for the two-beds, and we have increased RPS's January 2017 prices by 10%, which gives an average of £800 per sq ft, but do not consider values any higher than this to be realistic in view of the specification reductions made by the applicant's cost consultant, Artelier.

- 3.2 Increasing Montagu Evans' total by HPI would give £764 per sq ft. This is 4.5% lower than our estimate of £800 per sq ft thus is a minimal valuation difference, given the uncertainties inherent in valuations of new-build housing. We have, however, maintained our valuation of £800 per sq ft and have applied this in our revised appraisal.

- 3.3 We have considered recent comparable evidence:

- **No 6 Drayton Park** - 2 bedroom, 1st floor flat (857 sq ft) in a modern purpose built medium-rise block developed in recent years. This is a larger than average 2 bedroom flat comprising 857 sq ft, with an en-suite to the master bedroom. The property appears to be in a good condition and went under offer below the marketed price of £715,000 at £696,500 (**£813 per sq ft**) in July 2017. We consider this to be a superior location to the subject. Not new-build but is in superior location, thus on balance, we would not expect higher.
- **Hornsey Road Bath scheme, Tiltman Place** - 2 bedroom flat in the scheme comprising 709 sq ft completed in November 2016 at £550,000 (**£776/ sq ft**). This is new-build, and in marginally superior location. Allowing of HPI growth, this would give a present-day notional value of 822 per sq ft. Taking the inferiority of the application scheme into account, we consider c£800 per sq ft to be realistic for the proposed scheme.
- **The Joinery, Ruskin Court** - the development achieved an average of £670 per sq ft. Whilst these took place a while ago, in March 2016, and the values are lower than those of some of the other schemes we have viewed, this is still an important comparable given its close proximity to the application scheme.

The Joinery is part of a larger redevelopment by Family Mosaic which includes a large proportion of affordable housing. The private units are located in Ruskin Court and Hardy Court with the latter a conversion of a former industrial building. The units at this scheme have been, according to the particulars, completed to a good standard with units at Hardy Court benefiting from the warehouse features such as exposed brickwork. The achieved prices are detailed below:

Unit Ref	Floor	Beds	Sq m	Sq ft	Achieved Price	Price/Sq ft	Date
RC-11	1	1	54	581	£365,000	£628	Mar-16
RC-17	2	1	54	581	£370,000	£637	Mar-16
RC-20	3	1	59	635	£394,000	£620	Mar-16
Average 1 Bed			56	599	£376,333	£628	
HC-06	1	2	64	689	£485,000	£704	Mar-16
HC-08	1	2	67	721	£490,000	£679	Mar-16
HC-09	1	2	66	710	£491,000	£691	Mar-16
HC-10	2	2	65	700	£500,000	£715	Mar-16
RC-12	2	2	80	861	£555,000	£645	Mar-16
RC-13	2	2	73	786	£495,000	£630	Mar-16
RC-14	2	2	78	840	£540,000	£643	Mar-16
RC-18	3	2	76	818	£545,000	£666	Mar-16
RC-19	3	2	73	786	£530,000	£675	Mar-16
Average 2 Bed			71	768	£514,556	£670	

- 3.4 In conclusion, we consider our previous estimate of £800 per sq ft to remain a suitable figure. This gives £9,960,800

Development Costs

- 3.5 We have instructed Geoffrey Barnett Associates (GBA) to undertake a review of the cost plan that has been created by Artelia. The build costs in the Toolkit appraisal are summarised below:

Build costs in toolkit	
base build - residential	2,416,040
base build - commercial	3,343,000
net to gross adjustment	739,861
total base build	6,498,901
contingency	213,305
total inc contingency	6,712,206
professional fees - residential	639,915
professional fees - commercial	347,874
total professional fees	987,789
total including prof fees	7,699,995

- 3.6 The totals in the cost plan and the toolkit are compared below:

TOOLKIT COSTS	
Build costs in toolkit (inc prof fees and contingency)	7,699,995

COST PLAN COSTS	
sub total (north)	4,266,098
sub total (south)	2,970,712
contingency (north)	148,536
contingency (south)	213,305
total (excluding prof fees @ 15%)	7,598,651
professional fees	1,085,522
Total including prof fees	8,684,173

difference	984,178
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- 3.7 CGMS are of the view that the differences between the appraisal and the Cost Plan is fully justified. We have requested an explanation and await a response. We understand that a number of items had been removed in order to aid overall viability, thus do not necessarily represent accurate costings for the scheme but rather the applicant's willingness to eliminate the deficit and show the development be deliverable.
- 3.8 We have taken the approach of adopting the figures that have been suggested by GBA and inputted this into the appraisal, with the exceptional development costs being wrapped up with the main build cost. As shown in Appendix One, the figure estimated by GBA is £8,212,000, which is inclusive of contingency and professional fees. We have removed the separate inputs for professional fees and contingency in the appraisal, and inputted the total inclusive cost figure. (Please note that the separate 'professional fees' stated for the commercial space in our revised Toolkit are in fact finance costs).
- 3.9 Professional Fees of £987,789 are included in the appraisal. These are equal to 15.2% of the base build cost, which is higher than the GLA Toolkit's default rate of 12% but nevertheless not unrealistic, and in any case given that the contingency is at 3.3% in the appraisal, overall these two inputs are reasonable.
- 3.10 Finance costs are calculated using the GLA Toolkit's default assumptions, including its 6.5% interest rate and 1.5 year construction period, therefore this is a reasonable approach as it is in line with these benchmark assumptions. This is applied to the residential space, whereas the commercial space a finance cost calculated at 5% of the commercial build costs, which is an acceptable approach.
- 3.11 The profit originally adopted by RPS is 20% on Gross Development Value (GDV) for the residential element. This figure is within the range of acceptable profit requirements. It has become common recently for profit levels 17-20% on GDV to be adopted, and these levels have been accepted by Planning Inspectors in a large number of recent appeal decisions. We have had regard to the Council's Development Viability SPD which states:

“Following the downturn of 2008/9, required profit levels increased notably reflecting greater risk and constraints on the availability of development finance. During that time, for market residential properties, much higher levels of profit were applied - typically 20% on Gross Development Value (GDV).....it is considered that current profit levels for private residential/commercial components of a scheme are likely to fall within a range of 15-20% on Gross Development Costs (GDC).

- 3.12 Taking the above SPD excerpt into account, and the improvement in the economy which have occurred since 2008/9, a profit of 20% on GDV can now be considered at the upper end of the range of values. The applicant has recently decided to reduce its profit requirement to 18% on GDV, which we agree falls within the range of acceptable profit requirements. The profit applied for the commercial is a realistic rate of 15% on GDV, which is in line with the level we have seen applied to other commercial floorspace.

Commercial values

- 3.13 The rent per sqm is £242 for the B1a and £129 per sq m for the B1c space.

Commercial valuation assumptions

Block	Use	Rent psm (psf)	Yield
North	Office B1a	£242 (£22)	7%
South	Light industrial B1c	£129 (£12)	7%

- 3.14 With respect to the rents and yields applied to the commercial space in the valuation, these are at the same level as in the previous CGMS report, and we maintain the conclusion that these are reasonable.

Benchmark land value

- 3.15 The Existing Use Value that we adopted in our 11th April 2017 report was £2.232m which is only marginally lower than the figure of £2.3m adopted by CGMS.
- 3.16 In their June 2016 viability assessment, RPS adopted a Site Value of £3.24m, which was based upon a £2.7m Existing Use Valuation ('EUV') to which a 20% landowner premium was added. In our September 2016 report, we concluded that this EUV was overstated, and we revised this to £1.86m. We accepted the use of a 20% landowner premium, thus applied it to reach a £2.232m Site Value.
- 3.17 We re-considered our August 2016 existing use value estimate in the light of further comments provided by the Council regarding the condition of the existing buildings:

“Having visited the site, the existing commercial units are poor quality, not built to modern standards, have poor servicing facilities and limited accessibility, and are coming to the end of their life so would benefit from redevelopment or refurbishment. The new units would have good accessibility and good quality accommodation with high ceilings, natural daylighting, goods lifts and off-road servicing areas - we have pushed for any redevelopment to provide high quality workspaces to address the problems with the existing units. In terms of quality and functionality this would be a substantial improvement”.

- 3.18 CGMS have informed us that the South Building is in B8 storage/B2 use predominantly, including a yoghurt manufacturer and an indoor plant grower. And the North Building is in a mixture of B1(c) light industrial use and B1(a) office use - with light industrial on the ground floor (including an upholsterer), and offices (including a lampshade designer) on the 1st floor.
- 3.19 The light industrial tenant in occupation are all businesses that will not be significantly impacted by the condition of the units, therefore while the buildings are in a 'tired' this does not mean they are not tenatable.
- 3.20 Given that the buildings are currently income producing and that there is good demand in this location from light industrial tenants, we consider this to still be a reasonably good asset, and view the premium of 20% as being realistic.
-