



PLANNING COMMITTEE REPORT

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| PLANNING COMMITTEE | | AGENDA ITEM NO: |
| Date: | 05 June 2014 | |

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| Application number | P2013/4758/FUL |
| Application type | Full Planning Application |
| Ward | St George's |
| Listed building | None |
| Conservation area | Adjacent and within 50m of the Hillmartin Conservation Area |
| Development Plan Context | Islington Core Strategy Special Policy Area 3 (Nags Head and Upper Holloway); Within Local View Corridor 4 Archway Road to St Paul's Cathedral Within Local View Corridor 5 Archway Bridge to St Paul's Cathedral. |
| Licensing Implications | None |
| Site Address | John Barnes Library and land to the rear, 275 Camden Road, London, N7 0JN |
| Proposal | Demolition of existing John Barnes Library building and redevelopment of the site to re-provide a Library and provide residential dwellings through the erection of two buildings on the site. Building A is a L shaped building fronting onto Camden Road which is part 6, 5 and 4 storey's in height. Building B is a freestanding part 4 and 3 storey building at the rear of the site in the vicinity of the location of the recently demolished Bramber House. The proposal comprises of 34 residential units and includes the provision of a central amenity space on the site and other landscaping works. |

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| Case Officer | Joe Wilson |
| Applicant | New Build and Regeneration Team, London Borough of Islington. |
| Agent | Sprunt, Gareth Wilkins |

1. RECOMMENDATION

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

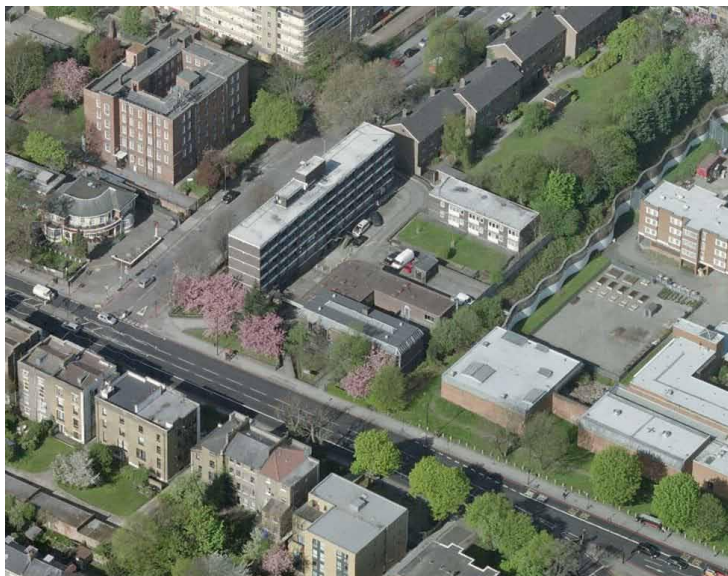
1. subject to the conditions set out in Appendix 1;
2. conditional upon the prior completion of a directors agreement securing the heads of terms as set out in Appendix 1;

2. SITE PLAN (SITE OUTLINED IN RED)



3. PHOTOS OF SITE/STREET

Photograph 1 : Angled Aerial Photograph



Photograph 2 : View of Existing John Barnes Library from Camden Road



Photograph 3 : View of site from Camden Road looking east.



4. **SUMMARY**

- 4.1 The planning application proposes a contemporary development which is supported in townscape/design terms. The application proposes the re-provision of the existing Library which secures compliance with planning policy that safeguards such social infrastructure.
- 4.2 The scheme would deliver good quality housing including a high proportion of affordable and accessible accommodation to address the housing needs within the borough. The proposal would have some impact on the amenities of neighbouring residential occupiers, however this impact is being minimised through amendments at pre-application stage reducing the height and massing of the proposed development.
- 4.3 The balance of the various planning considerations (amenity, townscape/design and housing delivery) is considered to be correct.

5. **SITE AND SURROUNDING**

- 5.1 The application site is located in the north of the borough within St George's ward facing onto the boundary with Holloway ward which is located to the

south east and is marked by Camden Road. The site covers an area of approximately 0.3 hectares and is rectangular in shape.

- 5.2 The site has a boundary facing directly onto Camden Road to the south east which is a relatively busy arterial road which is managed by Transport for London and connects Nags Head and Finsbury Park to Camden Town. The site also faces onto (to the south west) the public highway of Dalmeny Avenue a much quieter residential street. The north west boundary of the site adjoins residential dwellings and their gardens. The north east boundary of the site adjoins the perimeter wall and small area of open space that surrounds HM Prison Holloway.
- 5.3 The site is currently occupied by 2 buildings. Facing towards and set back (approximately 12-13 metres) from Camden Road is the existing 2 storey John Barnes Library building which is proposed to be demolished. The Library named after a former Islington Councillor was built in the 1970s along with the recently demolished Bramber House (residential building) located partly within an adjacent to the northern section of the site. The existing Library is built on two levels, with steps and a ramp that lead to the Library on the upper floor, and a public hall, kitchenette and toilets on the lower level.
- 5.4 The 5 storey (plus basement) Islington owned residential building known as Kimble House runs along the Dalmeny Avenue boundary of the site. Part of the ground floor of Kimble House is occupied as a retail convenience store. The remainder of the application site is largely blocked from public view by the two existing buildings and is in an open area which is primarily used as a turning head and service area for the Library, access to the rear of Kimble House and the demolished Bramber House site.
- 5.5 There are a number of trees on the site which are Islington Council owned. These trees are not protected by a Tree Preservation order but this is not unexpected or a comment on their value as the Council does not impose protection orders on its own trees given the protection their ownership provides.
- 5.6 The site is not located within a conservation area. The Hillmartin Conservation Area boundary runs directly to the south of the site on the opposite side of Camden Road from the application site. The site does not contain any listed buildings. The John Barnes Library has been subject to recent consideration for listing by English Heritage but has not been listed as confirmed by EH report of the 17/12/13.
- 5.7 The site is well served by public transport, being located close to two frequent bus services. The site has a PTAL rating of 6A (excellent). The immediate surrounding area has a largely residential character.

6. PROPOSAL (IN DETAIL)

- 6.1 The proposed development is for the demolition of the existing John Barnes Library and the erection of two (2) buildings providing a new Library facility along with residential accommodation above.

- 6.2 The proposed buildings include a larger 'L' shaped building footprint orientated fronting Camden Road and the boundary with HM Prison Holloway, which is a part 4, part 6 (recessed 6th) storey building. This building contains at lower ground floor level the new Library facility. Upper floors of the building are proposed for residential dwellings.
- 6.3 The second building is a smaller part 2, part 3 storey residential block on a similar footprint to the (relatively recently) demolished Bramber House. The building is proposed to accommodate a mixture of maisonettes and apartments.
- 6.4 In total the proposal would provide for 34 residential units of which 26 would be affordable housing units and 8 units would be private tenure. Within the affordable housing provision 16 units would be provided as social rent tenure (4 x 1 bed, 7 x 2 bed, 3 x 3 bed, 2 x 4 bed units) and 10 units within the shared ownership tenure (10 x 1 bed units) within the social rent tenure. The 8 private units would be comprised of 6 x 1 bed and 2 x 2 bed units.
- 6.5 The development therefore proposes a housing split of 80% affordable housing and 20% private housing (measured by habitable rooms as defined in the Islington Development Management Policies Document 2013). Within the affordable housing provision 73% is proposed as social rent tenure and 27% as intermediate/shared ownership tenure.
- 6.6 The proposal includes communal cycle parking and refuse and recycling storage. The proposed units are designed to comply with lifetime homes and Islington Accessible Housing standards. The application proposes 2 x 3 bedroom units and a 1x 4 bedroom unit as wheelchair accessible units. The proposed units are Code for Sustainable homes level 4 compliant.
- 6.7 The proposals include landscaping works across the site notably providing a central communal area of hard and soft landscaping between the proposed residential blocks and the existing Kimble House. The landscaping is considered to provide doorstep play for age group 0-5.

7. RELEVANT HISTORY:

- 7.1 October 2011 – LBI reference P110808 – Prior approval application approved for the demolition of Bramber House,
- 7.2 January 2010 – LBI reference P092419 – Planning permission granted for the change of use of 8 self-contained studio units at Bramber House to provide 4 x 3 bedroom self contained units.
- 7.3 April 2005 – LBI reference – Planning permission granted for the installation of new external access ramps, steps and escape door to the front and rear of the Library building at the upper and lower ground levels.

PRE-APPLICATION ADVICE:

- 7.4 The proposed development has been subject to pre-application discussions with planning officers, local residents and Library users and other

stakeholders such as LBI Library Services. A number of amendments were made to improve the design of the proposals in response to officer comments. These include:

- Reduction in the scale, massing and footprint of the proposed development to improve relationship to neighbouring residential properties and better safeguard their amenity, as well as improve the design and appearance of the proposals.
- Expansion and improvement in the quality of the outdoor communal amenity space and the quality of its amenity function.
- Amendments to the layout of the Library floor space and improvements to its space through improvements in daylight receipt and the quality of the space.

7.5 The following images are taken at intermittent points to show the proposals development.

7.6 Layout of Buildings on the site

7.7 Stage 1 (April 2012) – This option explored putting a mix of housing and flats along Camden Road over the Library with a larger apartment block within the rear courtyard.



7.8 Stage 2 (July 2012) – The option provided an L shaped wing building over the Library with a row of houses to the rear of the site. The scale of the building is higher, more significant onto Camden Road and then lower within the courtyard. This layout provides a simple courtyard form around a central amenity space for use by new and existing residents. The stepping back into the site and reduction in building heights was considered preferable from an urban design perspective and to better protect the amenities of adjoining occupiers. The blocks were located and are of a scale to minimise light impacts (relatively) and ensure there are no issues with overlooking. The proposal followed and developed the principles of this option in the proposed layout of the site building.



7.9 At one point a U shaped building which connected the L shaped wing and mews houses was proposed however this was considered overly dense and to create an undue sense of enclosure to the central courtyard.

7.10 Camden Road elevation – A series of studies were undertaken regarding the possible architectural treatment of the key façade to Camden Road.

7.11 Stage 1 (February 2013) 3 architectural approaches:

i) Rustic Plinth / Brick Base/ Attic Storey

ii) Brick Base / Lightweight Double Storey

iii) Folding Ground Plan / Civic Frontage



7.12 Stage 2 – (June 2013)



Stage 3 (July 2013)



7.13 The principles underlying this design evolution were to provide a prominence to the new Library and provide a development which did not suppress the library beneath housing but rather integrated the two uses as a single piece. The applicant has sought to use a wrap around canopy to link the different elements of the scheme. Through the amendments the central balcony frame/block has been increasingly defined and expressed as encouraged by officers.

7.14 The applicant was advised of the requirements to meet planning policies in relation to land use, dwelling mix and affordability, transport and highways, energy and sustainability.

7.15 The applicant was also made aware that a key matter was the potential impacts of the development on the amenities of surrounding residential units. It was identified that any application would need to be submitted and supported by a full BRE sunlight/daylight assessment.

8. CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 423 adjoining and nearby properties at Dalmeny Avenue, Camden Road, Beacon Hill, Hillmarton Terrace and

Hilldrop Road on 12/12/13. A site notice and press advert were displayed on 19/12/13. The public consultation of the application therefore expired on 09/01/14; however it is the Council's practice to continue to consider representations made up until the date of a decision.

8.2 At the time of the writing of this report a total of 3 responses had been received from the public with regards to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):

- Welcomes the proposed development but considers that the development should be of a larger scale facilitating the provision of a greater number of residential units. Slight impacts on daylight provision to neighbouring properties should not be given greater weight than the need to deliver new housing in the borough [paragraph 10.150];

- Object to overlooking and the impacts on the continued privacy of surrounding residential units and their occupiers (both internal and external areas) in terms of overlooking from windows and external balconies. [paragraph 10.70-10.71 and 10.100];

- Object to the loss of the existing John Barnes Library, considering it a well used community resource and fine example of modern architecture. Object to the justification for Library demolition that there are substantial works required to the building or that the new development and Library would be cost effective. Considers that the proposed Library would be inferior to the existing John Barnes Library and does not consider that there is an accessibility issue with the current John Barnes Library [paragraph 10.13-10.14 and 10.151-152];

- Considers that the new Library would suffer from pollution and noise which would be detrimental to the health of users and staff and make the facility less pleasant in comparison to the existing facility which is comparatively further set back from Camden Road and also at a raised level. Also considers that day lighting to the proposed Library would be vastly inferior to the existing John Barnes Library [paragraph 10.153];

- Objects to the loss of existing trees and planting in front of the existing John Barnes Library [paragraph 10.59-10.69];

- Objection on the ground that 'there is too much development occurring in the area, considers that the loss of the existing John Barnes Library building would be harmful to the character and appearance of the area including the adjacent Hillmartin Conservation Area' [paragraph 10.154].

External Consultees

8.3 Metropolitan Police (Crime Prevention) – the applicant's architect has been in consultation with officers in relation to development proposals to ensure that principles and standards of secure by design are met.

- 8.4 Thames Water advise that there is no objection with regard to sewerage infrastructure and no objection to the planning application, subject to informatives being attached to any permission regarding water infrastructure.
- 8.5 English Heritage – EH were consulted on this application as at the time of submission of the application they were considering an application to statutorily list the John Barnes Library building. As confirmed by EH by letter of the 19/12/13 they have confirmed that after assessment the building has not been considered to meet criteria to statutory list the building.

EH have subsequently confirmed that they do not consider that it is necessary to consult them on this application under the relevant statutory requirements for consultation on an application of this type.

- 8.6 Transport for London – Welcomes proposed cycle parking and car free nature of development. Considers that a servicing and delivery plan should be in place for the development (both library and residential). Recommended that a construction logistics plan is produced to minimise the risks between construction vehicles and potential vulnerable road users. TFL also requested that any damage incurred to the TFL maintained footway and highway of Camden Road is made good at the applicants cost.

Internal Consultees

- 8.7 Access Officer – The officer has made various comments on the proposal through the pre-application and application stage to require amendments to the plans to provide an inclusive external environment and internal accommodation. Conditions are proposed within the recommendation to require compliance with accessibility standards and policies.
- 8.8 Conservation and Design Officer –The officer notes that the existing Library building was recently considered for listing by English Heritage but it was not included on the Statutory List as it was found it did not comply with the criteria for inclusion. The overall scale and distribution of massing on the site was extensively discussed at pre-application stage. It pushes the boundaries of what is considered acceptable for the site, but subject to high quality design and materials it could work with the surrounding context.
- 8.9 The officer recommended that the quality of the inner courtyard should be controlled by conditions to ensure there is an acceptable landscaping scheme in place and that the materials and detailing to the elevations surrounding the courtyard provide a high quality environment to the residents.
- 8.10 In relation to the Camden Road larger block the officer notes that although the height and overall architectural approach was accepted at pre-app, some concerns remain, particularly in relation to the materials and detailed design:
- interruption of concrete treatment on side elevation gives the impression of artificiality. There should be more substance to the concrete frame/block;

- treatment of the ribbon (from roof to the lower part) - it is unclear what the material is. It should be more lightweight, not render.
- fenestration on both side elevations is inconsistent, the small windows particularly incongruous. Also the large window on the top does not seem to completely tie in with the overall design yet. This side elevation is the most critical as it is more exposed.

8.11 Planning Officer Comment – In response to these stated concerns (above) the applicant submitted additional and revised information and plans to address these concerns. This includes:

- Reinforcing and expressing the central concrete frame/block by pulling back/reducing the interruption of the wrap around canopy and this material being taken round to the side elevation of the building facing Kimble House, replacing render.
- Providing confirmation that the wrap around canopy will be faced in a cladding system as opposed to render finish.
- Introduction of additional and revision of window treatment to side elevations of Camden Road block to provide improved articulation.

8.12 Energy Conservation Officer – considered that the proposed energy strategy is a good response to planning policy and welcomes the attainment of code level 4 for the residential units and BREEAM ‘Excellent’ for the new Library. It was identified that there may be further scope to improve CO2 equivalent reductions from 25.5% to 30% by installing PV panels to the existing roof of Kimble House (outside the application site).

8.13 Library Services – Confirms that Islington Library Services fully supports the proposals submitted in this planning application. The New Build Team (applicant) have taken on board their comments in developing the proposals in order to maximise the opportunity to re-provide a re modern and welcoming library on the existing site.

8.14 The proposed new library will have a better 'street presence' and will be accessible on one level. This is a great improvement on the current library which is set back from the road with the lending library only accessible via a ramp or staircase.

8.15 The new building will give us a flexible space and would allow us to offer access to more public PCs and study space than currently, whilst retaining good collections of books for adults and children. The adjoining community room will also enable us to develop information/advice sessions with other Council services and community organisations, as well as providing space for meetings, talks and events.

8.16 The modern design should improve the environmental conditions within the library and provide better controlled temperature levels than the current building.

8.17 Our main aim is to increase library use and access to information and reading. We anticipate that the new library will attract a greater number of library users.

8.18 Tree Preservation / Landscape Officer – The officer initially recommended that the proposal should be resisted unless an amendment was made to retain the large cedar tree facing onto Camden Road. Subsequent to these comments the application was amended to show the retention of the Cedar tree. The officer has recommended that the specific details of these plans are conditioned as part on any approval.

Other Consultees

8.19 Design Review Panel – At pre-application stage the proposal was considered by the Design Review Panel on the 12 March 2013. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The full Panel's observations are set out as **Appendix 4** and a short summary set out below:

- the Panel supported the intended re-provision of library services integrated to a housing scheme on site.
- Panel members were of the opinion that there were fundamental issues with the proposed scheme in particular the lack of integration between the two aspects of the proposal (housing vs library), the existing building on site (Kimble House), the courtyard at the rear and the public realm at the front.
- There were also very strong concerns in relation to the quality of amenity space, housing accommodation and the library's presence.
- The Panel encouraged the proposals to be revisited to ensure these aspects are better integrated and resolved. Should the design team consider returning for a second review, the Panel would welcome more detailed information to be brought forward in addition to the submitted information such as sections and internal layout particularly of the library.
- There were also concerns over the ability for the architects to follow through on their ideas and detailing as it was unclear whether the budget would permit a successful delivery gesture of this kind (civic ribbon) and whether the architects are being retained post planning.

9. RELEVANT POLICIES

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

National Guidance

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

Development Plan

9.2 The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan

2013 and Site Allocations 2013. The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

- 9.3 The site has the following designations under the London Plan 2011, Islington Core Strategy 2011 and Development Management Policies 2013

Islington Core Strategy Special Policy Area 3 (Nags Head and Upper Holloway)

Within protected Local View corridor from Archway Road to St Paul's Cathedral (LV4)

Within protected Local View corridor from Archway Bridge to St Paul's Cathedral (LV5).

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

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

- Land Use
- Design and Conservation
- Effect on Neighbouring Amenities
- Quality of Residential Accommodation
- Dwelling Mix
- Affordable Housing
- Energy Conservation and Sustainability

Land-use

- 10.2 The site is currently in residential (use class C3) and D1 (non residential institutions) uses. The existing Kimble House and the now demolished Bramber House provide the permitted residential land uses of the site. The existing John Barnes Library provides the D1 use.
- 10.3 The proposed redevelopment reaffirms these land uses on the site with an additional 34 residential units proposed and a new replacement library.
- 10.4 Policy CS12 (Meeting the housing challenge) of the Islington Core Strategy 2011 provides a clear direction of seeking new housing of good quality to meet identified and pressing housing needs, particularly needs in relation to affordability and inclusive design.
- 10.5 In relation to the D1 land use, the application proposes the re-provision of a Library on the site. LBI Library Services are committed to the replacement of

the existing Library and have been involved in the design of the new facility. Islington Council strategy 'Cultural matters – A Cultural Strategy for Islington Council 2010-2015', sets out a strategy to develop library buildings and virtual services which offer more flexible, friendly and creative spaces. The application has been submitted with a statement from LBI Library Services confirming that the proposed re-development of John Barnes Library would offer a more flexible public space which would enable closer partnership working in modern and more welcoming surroundings.

- 10.6 Policy DM4.12 of the Islington Development Management Policies (2013) Document provides protection for social and strategic infrastructure and cultural facilities, which the existing library is considered to be. Part A of the policy restricts the loss or reduction in social infrastructure such as this Library unless a replacement facility is provided on site which would, in the council's view, meet the need of the local population for the specific use.
- 10.7 The existing library comprises the main lending library (302 sq metres), an IT training suite (128 sq metres), a public hall for community use (121 sq metres) and non public, staff and servicing areas (488 sq metres). The proposed Library would provide an open plan Library area of 314 square metres and a separate community room and kitchen of 73 sq metres as well as staff areas, toilets and storage.
- 10.8 There is a loss in floorspace terms when comparing the existing library to the proposed facilities. However as advised, this floorspace reduction does not make the proposal unacceptable in policy terms, the test being whether a replacement facility would meet the need of the local population.
- 10.9 Part C of the identified DM4.12 policy identifies that new social infrastructure should be located in areas convenient for the population they serve and should be accessible by a range of sustainable transport modes, provide buildings that are inclusive, flexible and which provide design standards which meet the needs of intended occupants.
- 10.10 It is considered that the proposal satisfies these requirements in its location and design. Amendments have been made to the layout of the Library notably the provision of aspect onto the courtyard in response to comments of the Design Review Panel. As confirmed LBI library services it is considered that the new Library will provide a flexible space in line with their aim to increase Library use and access to information and reading. Library services identify that the new design would offer access to more public PCs and study space than currently, whilst retaining good collections of books for adults and children. The adjoining community room will also enable Library Services to develop information/advice sessions with other Council services and community organisations, as well as providing space for meetings, talks and events.
- 10.11 The applicant has confirmed that during the period of construction of the development a temporary library would be located at Unit B, 27 North Road, N7 within the redeveloped Market Estate. This temporary unit is located approximately 600m from the application site (to the south) and is

approximately 150 sq metres in size. This temporary re-provision is welcomed during the development of the site.

Design, Conservation and Heritage Considerations

- 10.12 The principal public elevation of the site faces onto Camden Road. Facing toward yet set back from Camden Road is the existing 2 storey John Barnes Library building which is proposed to be demolished. The Library, named after a former Islington Councillor was built in the 1970s along with the recently demolished Bramber House residential building located within the northern section of application the site. The existing Library is built on two levels, with steps and a ramp that lead to the Library on the upper floor, and a public hall, kitchenette and toilets on the lower level.
- 10.13 This application involves the demolition of this existing building. No statutory protection exists for the Library building to protect it from demolition. The building was recently considered for listing by English Heritage who found that it did not comply with the criteria for inclusion on the statutory list.
- 10.14 The loss of the existing library building is somewhat regrettable from a heritage perspective. However in planning terms this needs to be balanced against the merits of a redevelopment scheme which involves a higher density of development to provide much needed housing alongside a new, modern Library facility.
- 10.15 The most visible part of the development would be the elevation facing onto Camden Road and particularly the 6 storey part (recessed 6th storey) of the L shaped block that would house the Library at ground floor. Some parts of the 4 storey element of this L shaped block would also be visible from parts of Camden Road to the east towards Nags Head. The smaller 3 storey block at the rear of the site would largely be hidden from public views, with the exception of those views past Kimble House from Dalmeny Avenue. While it is apparent that the taller Camden Road block's front and side elevations would make the biggest visual contribution to the character and appearance of the surrounding area, other parts of the development would be visible to many private views within Kimble House and neighbouring residential properties.
- 10.16 The scheme was first developed through an initial assessment of the preferred layout of buildings on the site and the desired scale and massing. Pre-application discussions saw officers raise concerns regarding the size of the footprint and the scale and massing of the early pre-application proposals.
- 10.17 In response to these comments the scheme was amended to reduce the heights of the proposed buildings and also the footprint of these buildings, moving from a 'U' shaped footprint to two separate buildings along with



the existing Kimble House, as shown in the image drawing.

- 10.18 A notable amendment at this time was the reduction in the height of the proposed building facing onto Camden Road to propose a 6 storey building where the 6th storey is recessed to reduce its visibility. This building would be read as part of the Camden Road frontage. The aerial photograph of the site (paragraph 3) shows that there is a variety of building heights in this area. Directly to the east of the site is the unique architecture of HM Prison Holloway which is comparative to a 2/3 storey building. On the opposite side of Camden Road are 4/5 storey residential townhouses. To the west of the site is the side elevation of the 5 storey (plus basement) Kimble House and then the site of the Latin Quarter Public House which is currently the subject of an appeal).
- 10.19 The variation in building heights does not provide a clear direction for the height of the proposed building onto Camden Road. In evaluation, the proposed height is considered to make efficient use of the site while also respecting the existing townscape character of the area. As shown in the below visualisation the building has a comparative height to Kimble House, this is in part as a result of the change in levels across the site with the new building being lower than the existing Kimble House.

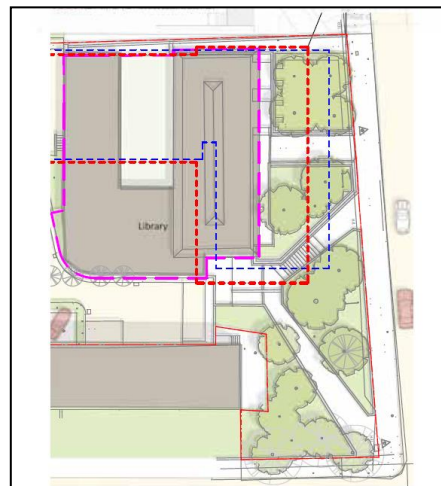


- 10.20 The Design Review Panel considered substantially the same layout and massing of buildings as submitted in this application. This is with the exception of the building line onto Camden Road, which is now proposed a distance 4-5m further away from the Camden Road carriageway compared to when the Panel considered the proposal (discussed later in this evaluation). The Panel considered the proposed height and density of buildings on the site to be appropriate subject to there not being an impact on amenities of adjoining occupiers and the existing central courtyard delivering an acceptable standard of amenity. The Council's Design and Conservation

Officer has reviewed the overall scale and massing and its distribution on site which was extensively discussed at pre-application stage. The officer notes that whilst it pushes the boundaries of what would be acceptable for the site, but subject to high quality design and materials it could work with the surrounding context.

10.21 Another amendment at this point was to pull back the proposed building from Camden Road. The applicant has stated that it is a conscious decision to bring the building forward onto Camden Road relative to the existing building in order to provide a stronger and more visible frontage for the building and particularly the Library. Another consideration in the siting of this taller block was the amenity (sense of enclosure and daylight receipt) of existing residents in Kimble House. Pushing the proposed taller building back further into the site (closer to the building line of the existing Library) would have a worse effect on these amenities due to the positioning of buildings and windows while pushing the building line forward to Camden Road would lessen any effect. Another consideration was ensuring that the building line was appropriate to the wider context of Camden Road and that the public realm directly in front of the Library for visitors and passer-by's was safe and had a sense of being a civic space.

10.22 This drawing shows the Camden Road proposed building line of the scheme in comparison to the existing Library building. The existing Library building (footprint shown in the image opposite) sits between 12-13 metres from the Camden Road carriageway. In the early pre-application proposals (blue dotted line) the building line was between 3-4 metres from the carriageway (as commented on by the Design Review Panel). This proposal sits the building line between 7-8 metres along the elevation which represents a midway point in recognition of the competing considerations.



10.23 Detailed design (including materials): The predominant facing material proposed is brick (2 types) and a through coloured render. The choice of materials and composition of these for the 3 storey block and the 4 storey wing of the L shaped block is considered to provide a relatively contemporary aesthetic.

10.24 The Camden Road elevation provides the public frontage of the Library as well as the residential units above. The residential units on upper floors are defined by a central concrete frame that provides the balconies of the residential units. Another feature of the design is the flowing feature (referred to by the architect as the 'civic thread') that provides an entrance feature and canopy to the Library. This feature then wraps around the easterly facing side elevation of the building and over the top of the residential units to roof level. The architect is seeking to utilise this feature to unite the various functions of the building as well as provide visual interest.

10.25 View from east on Camden Road. (Trees removed for visualisation purposes)



10.26 View from west on Camden Road.



10.27 The 'civic thread' feature is proposed to be a fixed rainscreen panelling system. These vary significantly in quality and appearance and to ensure that both of these attributes are delivered this matter is to be dealt with by a planning. The overall quality of materials and finishes is considered to be the key issue in the success of these proposals as identified within the conservation and design officer's comments. Conditions are attached with regard to submission of material and samples prior to commencement to ensure that building(s) of appropriate quality would be delivered. That condition also states that the materials will be approved in consultation with review by the Design Review Panel.

10.28 Design Review Panel – this development was considered at pre-application stage on the 12 March 2013. The design review panel is appointed in an advisory role and its comment should not be considered an analysis of the schemes acceptability against planning policies. The main issues raised by the panel are summarised below alongside the applicant’s response to these points where required;

10.29 The panel supported the intended re-provision of library services integrated to a housing scheme on the site.

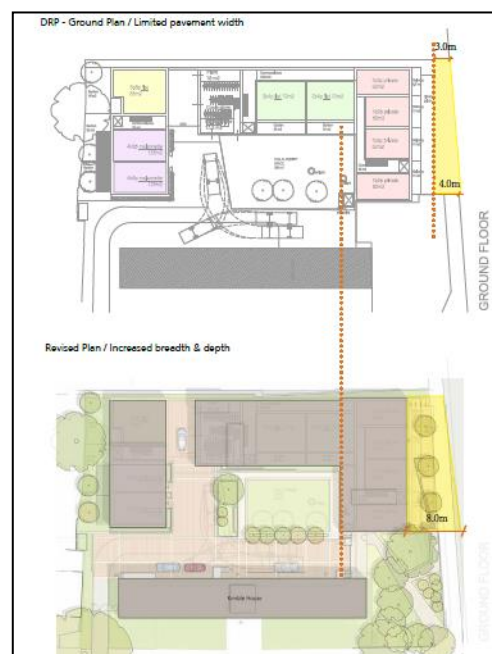
10.30 The panel was concerned that there was a lack of integration between the housing and Library uses proposed and that the Library was therefore visually secondary to the housing proposed.

10.31 Response : The applicant identifies that their stated design intention was to integrate the library and housing as one piece. The applicant has made amendments to the ‘civic ribbon’ in response to these and officer comments to slightly suppress this element which has been proposed to tie the different elements of the design together. Amendments have also been carried out to the elevation facing onto Camden Road and the Library as shown in these images which along with the extended public realm provide the Library with a greater visual presence.



10.32 The proposed Library was considered to have a lack presence on Camden Road and concerns were expressed in relation how far forward the building stepped forward onto Camden Road failing to provide a civic public realm in front of the library. It was acknowledged that the panel would welcome the establishment of a strong building line along Camden Road.

10.33 Response : The building line and Library as shown in these images (before and after) has been set back in response to



these comments providing a distance of up to 8 m between the building line and the highway. This together with landscaping works (planting and paving) is considered an effective change in providing an attractive public space in front of the Library while also assisting with the introduction of an established building line along Camden Road and protecting the amenities of residents of Kimble House (which would suffer if the building was set back further into site).

- 10.34 The proposed height and density of the scheme was considered appropriate subject to not having an unacceptable impact on neighbouring residential amenity.
- 10.35 Concerns were raised in relation to the quality of the internal space of the proposed Library.
- 10.36 Response : The applicant identified that the new Library will offer more public areas for open access than the existing facility. The design has been developed in close consultation with LBI Library services to provide a facility which meets their requirements to increase the use of libraries in the borough. In response to the DRP comments windows have been provided on both sides of the elevation to provide a dual aspect and light internally and provide outlook from the Library to the central amenity space within the development.
- 10.37 Concerns were raised over the quality of the courtyard as an amenity space.
- 10.38 Response : The applicant identified that a number of site layout options were considered and consideration given to the distribution of building heights in order to provide effective amenity and light to the central courtyard and that studies have proved that the space receives sufficient light. The applicant argues that the proposed provision is a significant improvement for residents upon the existing service area that this part of the site is used for.
- 10.39 A significant amendment in response to the DRP comments was to provide level grade access across the whole of the courtyard as a result of greater excavation works which dramatically improves the quality and usability of this space.
- 10.40 Concern was raised in relation to the amenity of some of the proposed residential units as single aspect.
- 10.41 Response : While there are some single aspect south facing 1 bedroom units within the Camden Road block the applicant considers that the development as a whole provides high quality residential accommodation responding to planning standards. This planning report in paragraph 10.71-85 evaluates the quality of the proposed residential accommodation.
- 10.42 The panel strongly encouraged that the integration of Kimble House within the scheme ideally as part of a wider redevelopment or at the very least subject to remedial works.

- 10.43 Response : The applicant has identified that the demolition of Kimble House currently occupied by tenants and leaseholders is not within the brief for the development. Within the design and access statement the applicant has identified some elevation changes/improvements that could be made to Kimble House, however these are not proposed as part of this application. It is noted that residents of Kimble House would benefit from access to the shared communal courtyard which is considered a significant improvement on the existing hard landscaped area at the rear of the Library.
- 10.44 The Panel encouraged the proposals to be revisited to ensure these aspects are better integrated and resolved. Should the design team consider returning for a second review, the Panel would welcome more detailed information to be brought forward in addition to the submitted information such as sections and internal layout particularly of the library.
- 10.45 Response : The applicant has chosen not to return to DRP considering that the direction and points provided by the Panel would be evaluated and addressed as they consider appropriate within the application submission.
- 10.46 Evaluation : The existing building was recently considered for listing by English Heritage but it was not included on the Statutory List as it was found it did not comply with the criteria for inclusion.
- 10.47 It is noted that the redevelopment of the site offers a number of opportunities. This includes objectives in terms of new Library facilities and much needed housing while also delivering a development which makes a positive contribution to the character and appearance of the area in townscape and visual terms.
- 10.48 The proposal has been subject to considerable and intensive feedback from officers through the pre-application and application stage as well as subject to critique from the Design Review Panel.
- 10.49 The overall scale, massing and distribution on site was extensively discussed at pre-application and is considered rationale and sound. Amendments have been made to a number of elements of the scheme including:
- Pushing the building back further into the site (relative to earlier pre-application proposals) to provide a civic space and separation from Camden Road
 - Improvements to the visual appearance and presence of the Library and the internal aspect and outlook of the facility,
 - General improvements in the committed material palette for the development, final detail to be controlled by conditions.
 - A more ambitious landscaping scheme for the central courtyard which improves its quality and amenity for both residents of the new build and Kimble House.

10.50 It is considered that the proposal in critical evaluation has reached a point where the development can be considered to make a positive contribution to the visual character and appearance of the area. The site is currently at the rear in a rather dilapidated state and it is considered that this comprehensive redevelopment offers an opportunity to remediate this and provide a pleasant residential environment.

Protected Views

10.51 The site is located within two designated protected viewing corridors as addressed by policy DM2.4 of the Islington Development Management Policies 2013. Development is required to protect and enhance these views and development within the corridors is required to not infringe on views by not exceeding the maximum height thresholds at which the view of St Paul's Cathedral would be blocked from the identified locations (Archway Bridge and Archway Road).

10.52 The height threshold (measured as Above Ordnance Datum) varies according to the distance from St Paul's Cathedral. At the site (4.71 km from St Paul's) the maximum thresholds are 84.16 m AOD (LV5 Archway Bridge) and 62.15 m AOD (LV4 Archway Road). The maximum height of the proposed buildings is the lift overrun on the larger block facing onto Camden Road which terminates at 61.80 m AOD below the threshold heights for both views.

Density

10.53 The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The redevelopment scheme proposes a total of 34 residential dwellings comprised of 89 habitable rooms (hr). Added to the existing Kimble House this would provide a total of 63 units and 147 habitable rooms on the site in a post development scenario.

10.54 Density is expressed as habitable rooms per hectare (hrh) and is calculated by dividing the total number of habitable rooms by the gross site area. The site covers an area of approximately 0.35 hectares.

10.55 The site has a public transport accessibility levels (PTAL) within the range of 4 (very good). In terms of the character of the area this would be defined as urban by the London Plan definition. The London Plan, for areas of PTAL rating (4) identifies the suggested residential density range of 200-700hrh.

10.56 The proposed development together with the existing residential units on the site (Kimble House) would have a resulting residential density of 420hr/ha falling comfortably within the relevant density range of the London Plan policy. It is identified though in the policies supporting text that it would not be appropriate to apply these limits mechanically with local context and other consideration to be taken into account also when considering the acceptability of a specific proposal.

Accessibility

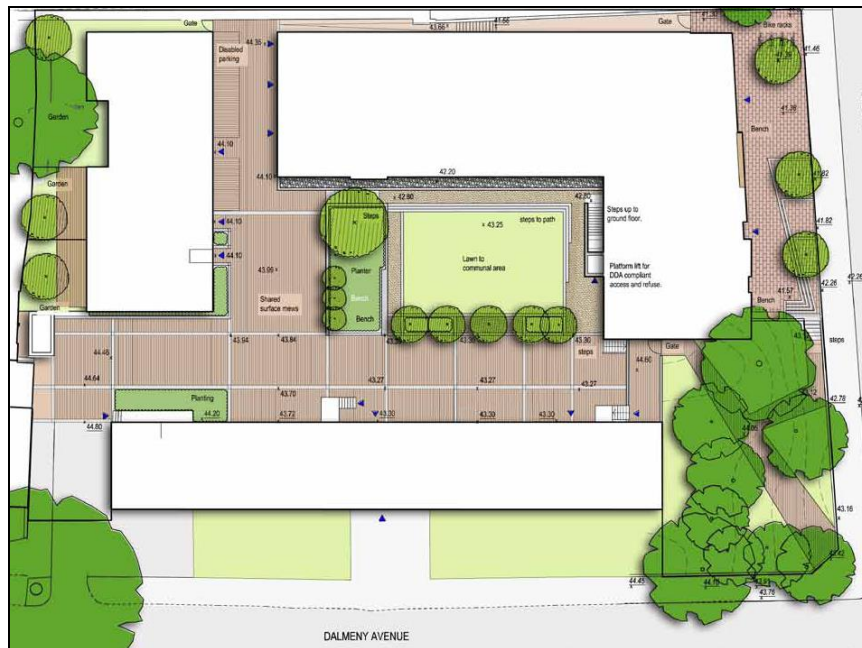
- 10.57 The development is required to achieve the standards of the Islington Accessible Housing SPG together with the requirement that 10% of residential units are wheelchair accessible units. The application provides 3 of the ground floor units as wheelchair accessible units (2 x 3 bed and 1 x 2 bed units) amounting to 12% as measured by habitable rooms. The units provided are all within the social rent tenure and provide accommodation suitable for families. While typically provision would be sought equally across a range of tenures, given the site constraints, the high proportion of social rent units and relatively smaller scale of units proposed in other tenures this offer is in this instance considered acceptable. It is also acknowledged that this is to a degree a likely consequence of the preference to provide wheelchair units at ground floor level and also to provide larger family units that can utilise ground floor amenity/garden space directly.
- 10.58 Amendments were made during the consideration of the application in response to comments of the access officer. All 34 units have also been designed to achieve the Lifetime Homes Standards in accordance with Council policy. Conditions are attached to secure this provision.

Landscaping and Trees

- 10.59 The notable existing landscaping on the application site is found to the front of the site facing onto Camden Road. The current Library is set back from the road providing an area of soft landscaping between the building and the highway that accommodates a number of trees.
- 10.60 This landscaped area is defined by trees set in planters; the spaces surrounding the trees are crossed by footpaths that provide access to the current building. This area contains a relatively large number of similar aged, semi-mature /mature trees. The trees are relatively densely planted mixture of deciduous and broadleaf trees which appear to have been planted during the last phase of development on the site. These trees contribute to the visual and biodiversity amenity value of the locality, playing an important part in providing a sense of scale, maturity and textural diversity to the immediate vicinity.
- 10.61 There is little meaningful planting or hard landscaping on the rest of the site. None of the trees on the site are currently protected by a tree preservation order. A TPO assessment has not yet been made but the tree survey supplied indicates that at least one of the trees has been assessed as a tree worthy of retention (category 'A').
- 10.62 In terms of impact on this existing landscaped area, the proposals would reduce the set back of the Library (as part of a mixed use building) relative to Camden Road. This is a conscious decision to provide a greater prominence to the Library and more attractive frontage. The development in its totality would result in the removal of 15 trees from the site
- 10.63 The application proposes the retention of some areas of soft landscaping along the Camden Road elevation and the creation of a new significant communal landscaped amenity area positioned centrally within the site for the

enjoyment of residents. This provides a significant visual and recreational amenity value for the existing residents of Kimble House and for the future occupants of the proposed residential units to enjoy, replacing an existing rather dilapidated hard landscaped area currently on the site. In addition mitigation replacement tree planting is proposed as part of the works both along Camden Road in front of the Library and also within the communal courtyard in the centre of the site.

10.64 Plan of Proposed Landscaping Scheme



10.65 Visualisation Images of Landscaping Scheme (Central Courtyard and Camden Road frontage)



10.66 The proposal involves the removal of 15 trees on the site. The proposal originally included the removal of the category A Cedar tree visible near Camden Road however to address objections from officers, the scheme was amended and this tree is now retained.

10.67 The Council tree preservation officer has considered the proposal. While regretting the loss of existing trees the officer acknowledged the reasoning for

this and commented that subject to the retention of the identified category A tree (the Cedar) and the delivery of the proposed mitigation planting and landscaping across the site no objection would be raised. Conditions have therefore been attached to the officer recommendation regarding tree protection measures for the retained trees, submission of an arboricultural method statement and landscaping details.

- 10.68 The central courtyard design is a division of hard and soft landscaping as shown in the above plan. Shared hard surfaces are proposed and necessary for pedestrian and vehicle access into the site with disabled parking bays proposed and the existing car parking within the lower ground floor level of Kimble House being accessed from this area. In designing the layout of this space and the division between soft and hard landscaping, the chief consideration has been to the comments of the fire and emergency services who advised that the retention of vehicle access to the rear of the site to avoid serious negative implications for the safety of residents in both Kimble House and the proposed residential units was required. The layout of shared surfaces has been designed to allow vehicles to enter and leave the site in forward gear.
- 10.69 The proposal includes the provision of green roofs that have a significant biodiversity value. A condition is attached which prescribes a substrate depth of average 80-150mm to maximise benefits for biodiversity, sustainable drainage and cooling.

Neighbouring Amenity

- 10.70 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook.
- 10.71 Overlooking / Privacy Policy 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 to the nature of views between habitable rooms. For instance where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.
- 10.72 The layout of the proposed buildings on the site and the position of residential units and windows have been carefully considered to ensure that this policy is complied with.
- 10.73 Daylight and Sunlight The application has been submitted with a sunlight and daylight assessment. The assessment is carried out with reference to the

2011 Building Research Establishment (BRE) guidelines which are accepted as the relevant guidance. The supporting text to Policy DM2.1 identifies that the BRE 'provides guidance on sunlight layout planning to achieve good sun lighting and day lighting'. The assessment concludes that 'on balance, whilst there are breaches of BRE Guidance when one takes account of the aforementioned considerations, we believe that the breaches generally fall within the flexibility that the BRE document itself implies, and that the retained levels of daylight and sunlight are consistent with other consented, urban development sites in London.'

10.74 Daylight the BRE Guidelines stipulate that there should be no real noticeable loss of daylight provided that either:

The Vertical Sky Component (VSC) as measured at the centre point of a window is greater than 27%; or The VSC is not reduced by greater than 20% of its original value. (Skylight);

The area of the working plane in a room which can receive direct skylight is not reduced to less than 0.8 times its former value. (Daylight Distribution/ DD)

10.75 Sunlight the BRE Guidelines confirm that windows that do not enjoy an orientation within 90 degrees of due south do not warrant assessment. For those windows that do warrant assessment, it is considered that there would be no real noticeable loss of sunlight where:

In 1 year the centre point of the assessed window receives more than 1 quarter (25%) of annual probable sunlight hours (APSH), including at least 5% of Annual Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March – being winter; and less than 0.8 of its former hours during either period.

In cases where these requirements are breached there will still be no real noticeable loss of sunlight where the reduction in sunlight received over the whole year is no greater than 4% of annual probable sunlight hours.

10.76 Where these guidelines are exceeded then sunlighting and/or daylighting may be adversely affected. The BRE Guidelines provides numerical guidelines, the document though emphasizes that advice given is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design.

Sunlight and Daylight Losses for Affected Properties Analysis

10.77 Residential dwellings within the following properties (due to orientation relative to the application site / proposed buildings) have been considered for the purposes of sunlight and daylight impacts as a result of the proposed development.

- Kimble House, Dalmeny Avenue
- Dalmeny House, 6-28 Dalmeny Avenue

- 10.78 Kimble House is a 5 storey (plus basement non habitable level) residential building considered by the case officer to be an intrinsic part of the application site. The buildings' principal elevations face north east at the rear and south west at the front facing onto Dalmeny Avenue. Bedrooms and living rooms originally planned to be located on the southerly elevation of the building would be unaffected by the proposal.
- 10.79 All residential units within Kimble House are dual aspect according to floor plans provided. It is the northerly facing elevation that would be potentially affected by these proposals. According to the approved floor plans windows on this elevation serve kitchens and bathrooms. Bathrooms are not tested as they are non-habitable and kitchens are only considered habitable if greater than 13sqm in size. The BRE assessment demonstrates that the residential windows and rooms within this building experience losses of daylight in excess of the BRE guidelines at ground, first and second floor windows / rooms on the north east facing elevation of the building.
- 10.80 The worst losses would be experienced by those units located at ground floor level with the infringements reducing as you move up the floors. In total 65% of the windows tested on the rear elevation of Kimble Hose pass the VSC test. The windows that fail are attributed in the BRE report to the presence of balconies/deck access on this elevation which reduces the light reaching the affected windows. This is demonstrated by a comparison to calculations on an alternative scenario testing as if the deck accesses were removed and show that 92% of the tested windows would then meet the VSC tests.
- 10.81 The applicant has carried out a second daylight distribution test for those windows that fail the VSC test. All of these windows and rooms would pass the daylight distribution test. Survey drawings have confirmed that the affected windows of Kimble House serve kitchens.
- 10.82 10 of the 29 windows serving habitable rooms would fail the Vertical Sky Component (VSC) guidelines. With respect of Daylight Distribution (DD): all of the windows would pass the relevant BRE guidelines. The below table shows those windows that fail the VSC test:

| Window / Room | Use (According to Approved Plans for Development) | VSC losses >20% | Daylight Distribution losses > 20% |
|-----------------|---|-----------------------|---|
| Window A Ground | Kitchen | 48.6 | |
| Window B Ground | Kitchen | 40.0 | |
| Window C Ground | Kitchen | 23.3 | |
| Window D Ground | Kitchen | 27.5 | |
| Window E Ground | Kitchen | 27.0 | |
| Window A First | Kitchen | 52.1 | |
| Window B First | Kitchen | 36.2 | |
| Window C First | Kitchen | 29.8 | |

| | | | |
|-----------------|---------|------|--|
| Window D First | Kitchen | 21.3 | |
| Window A Second | Kitchen | 25.0 | |

10.83 In relation to sunlight receipt, technical analysis found that 72.4% of the windows tested on the rear elevation of Kimble House passed the BRE sunlight tests. The 8 out of 29 windows on this rear elevation that fail are located at ground, first and second floor level and generally in closest proximity to the taller part of the proposed building facing Camden Road. The below table identifies those windows failing the relevant BRE sunlight test.

| Window / Floor | Use (According to Approved Plans for Development) | Existing and Proposed % of APSH obtained by the window | % reduction of existing value to proposed >20% | Existing and Proposed % of WPSH obtained by the window | % reduction of existing value to proposed >20% | Total Annual Loss of Annual Probable Sunlight Hours >4% |
|-----------------|---|--|--|--|--|---|
| Window A Ground | Kitchen | 6 > 1 | 83.3 | | | 5 |
| Window A First | Kitchen | 11 > 4 | 63.3 | | | 7 |
| Window B First | Kitchen | 11 > 4 | 63.3 | | | 7 |
| Window C First | Kitchen | 11 > 5 | 54.5 | | | 6 |
| Window D First | Kitchen | 11 > 6 | 45.5 | 2 > 0 | 100 | 5 |
| Window A Second | Kitchen | 11 > 5 | 54.5 | | | 6 |
| Window B Second | Kitchen | 11 > 5 | 54.5 | | | 6 |
| Window C Second | Kitchen | 11 > 6 | 45.5 | | | 5 |

10.84 In evaluation of these points it is important to note that in the existing situation all windows on the rear elevation of Kimble House receive less (significantly so in most cases) than 25% of annual probable sunlight hours (APSH) and less than 5% of winter probable sunlight hours (WPSH). For example for window D on the first floor of Kimble House this in the existing situation experiences 11% of APSH and 2% of WPSH, this is then reduced to 6% and 0% in the proposed situation.

10.85 It is therefore apparent that these windows/rooms receive relatively poor levels of sunlight in the existing situation. It is also apparent that these existing low levels highlight and to a degree skew the impact of any development on sunlight provision. It is also appropriate to realise that any development of the site, given these existing low sunlight levels (with a relatively open aspect across the site) mean that any development of some scale would result in BRE failures.

- 10.86 Dalmeny Avenue The potentially affected properties requiring testing are 6 windows within the 3 storey residential dwellings located to the north of the site in closest vicinity to where the separate smaller 3 storey block is proposed.
- 10.87 In relation to daylight, all windows on the rear elevation of this building would retain daylight levels in compliance with BRE guidance.
- 10.88 In relation to sunlight, 3 of the 6 windows which were identified as requiring testing, that serve bedrooms (according to the submitted report) would fail BRE tests. In evaluation these failures are all very marginal with the development resulting in a 5% reduction in total annual probable sunlight hours to the affected windows where a 4% reduction would have resulted in their being no BRE failure. These failures are relatively marginal with there being in total a 5% reduction in annual probable sunlight hours to these windows/rooms as a result of the development, with the BRE guidance allowing a 4% loss as a level where there will be no noticeable loss of sunlight.
- 10.89 In addition when evaluating the level of harm to these windows, as they serve bedrooms which due to there typical night-time, early morning and evening use have (as recognised by the BRE guidance) a lesser requirement for sunlight than other habitable rooms.

| Window / Floor | Use According to Approved Plans for Development | Existing and Proposed % of APSH obtained by the window | % reduction of existing value to proposed >20% | Existing and Proposed % of WPSH obtained by the window | % reduction of existing value to proposed >20% | Total Annual Loss of Annual Probable Sunlight Hours >4% |
|-----------------|---|--|--|--|--|---|
| Window A First | | 22 > 17 | 22.7 | 4 > 2 | 50 | 5 |
| Window B Second | | 24 > 19 | 20.8 | 4 > 3 | 25 | 5 |
| Window C Second | | 24 > 19 | 20.8 | 4 > 3 | 25 | 5 |

- 10.90 Construction Impacts In the interest of protecting neighbouring residential amenity during the construction phase of the development (having regard to impacts such as noise and dust), the applicant has agreed to comply with the Council's Code of Construction Practice. Compliance has been secured as part of a S106 agreement together with a payment towards the monitoring of the site to ensure its neighbourliness. This payment is considered be an acceptable level of contribution having regard to the scale of the development, the proximity of other properties, and likely duration of the construction project. This clause also requires the submission of a method statement for the construction phase and a construction logistics plan.

Quality of Resulting Residential Accommodation

- 10.91 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life, the residential space and design standards will be significantly increased from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards.
- 10.92 Unit Sizes All of the proposed residential units comply with and in many cases comfortably exceed the minimum unit sizes as expressed within this policy. A condition is attached to the officer recommendation requiring the attainment of the minimum floor to ceiling height of 2.6 metres.
- 10.93 Aspect/Daylight Provision Policy DM3.4 part D sets out that 'new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated'.
- 10.94 Of the 34 residential units 26 are either dual or triple aspect this includes all of the 16 social rent affordable housing units. All of the units on the site have a southerly facing elevation which is welcomed in relation to maximising ability to receive sunlight.
- 10.95 The 8 units which are single aspect are found in the Camden Road facing 6 storey block at ground, first, second and third floor levels. All of these units are 1 bedroom units with 5 of these units being shared ownership/intermediate and 3 units private sale. These units are provided with a southerly facing elevation facing onto Camden Road over their individual balconies. The provision of these units as single aspect is as a result of the rectangular layout of this block and the installation of a single access core. Two (2) access cores were ruled out as it would have taken a significant amount of the ground floor floorspace that is required for the new Library, requiring an efficient and regularly shaped floorspace layout.
- 10.96 As part of the BRE daylight and sunlight assessment modelling was undertaken on the daylight availability to the proposed residential units. BRE tests in relation to average daylight obtained by the units and comparing this to minimum average daylight factor (ADF) values as expressed with the BRE guidance document (2011).
- 10.97 The BRE report modelled 3 ground floor habitable rooms which were single aspect and were considered the worst case scenario being located within the site opposite and to the north of Kimble House and the taller proposed 6 storey Camden Road block. All tested spaces on the ground have good daylighting with ADFs in excess of the minimum BRE recommended levels. The analysis reasonably concludes that as the ground floor units represent the worst-case scenario, it can be assumed that adequate levels of daylight will be achieved in other habitable rooms within the development.
- 10.98 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 5sqm on upper floors and 15 sq metres for 1-2

person dwellings. For each additional occupant, an extra 1m² is required on upper floors and 5 square metres on ground floor level. A minimum amount of 30sqm is required for family housing which is three bedroom residential units and above at ground floor level.

- 10.99 All of the proposed units are provided with private amenity space and 32 of the 34 proposed units have provision that comfortably complies with the minimum standards. The two units which fall short are the 4 bedroom, 2 storey units located within the smaller block. Each has a private garden measuring 28.3 square metres marginally short of the 30 square metre policy requirement. However these units would also have direct access at the front to the communal landscaped amenity space.
- 10.100 Overlooking/Privacy The layout of residential units and window placement effectively ensures that there would not be undue overlooking between proposed residential units. A condition is attached to the recommendation requiring details of screening to the private amenity space to unit 34 (as labelled on the approved plans) to avoid undue overlooking of existing residential units within Kimble House.
- 10.101 Playspace The landscaping works proposed to the central courtyard will include doorstep play suitable for 0-4 years old. Given the proximity of residential uses it was not considered appropriate to have dedicated playspace for older age groups in this area and as such a financial contribution is agreed to invest in these facilities in the vicinity of the site.
- 10.102 Noise and Disturbance The application has been submitted with an acoustic noise report which was considered necessary given the location of residential uses in close proximity to Camden Road a major arterial road through the borough.
- 10.103 The report which has been considered by the Council's environmental health (noise) officer identifies that the site and the 18 units located in the 6 storey Camden Road facing block would fall into a noise exposure category C. These units are a mixture of single and dual aspect and are set back from the highway. The units all have external balconies which face onto Camden Road. The officer consulted has not objected to the proposed siting of the residential units but in line with policy DM3.7 of the Development Management Policies would require details of enhanced glazing schemes and other mitigation measures necessary to achieve identified internal noise levels.
- 10.104 Consideration was given to the positioning of 18 balconies serving the units within the taller 6 storey block and as to whether it would be better to flip these on to the north facing elevation of these units, overlooking the communal courtyard. This change though would result in the internal accommodation being located closer to the Camden Road highway, would result in northerly facing balconies which are overshadowed by the 6 storey block (having poor sunlight provision) and would also have significant negative implications for the Camden Road public facing elevation in design terms given that the access cores and routes would be moved to this side of

the building. In balancing these matters it has been considered that positioning the balconies facing Camden Road for these units was the preferable approach.

- 10.105 Refuse dedicated refuse and recycling facilities/chamber 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 is considered acceptable.

Dwelling Mix

- 10.106 The scheme proposes a total of 34 residential units with an overall mix comprised of:

| Dwelling Type | Social Rent (No. / % HR) | Policy DM3.1 Target Mix | Intermediate (No. / %) | Policy DM3.1 Target Mix | Private (No. / %) | Policy DM3.1 Target Mix |
|----------------------------|---------------------------------|--------------------------------|-------------------------------|--------------------------------|--------------------------|--------------------------------|
| One Bedroom (2 person) | 4 / 25% | 0% | 10/ 100% | 65% | 6 / 75% | 10% |
| Two Bedroom (4 person) | 7 / 43.75% | 20% | 0 / 0% | 35% | 2 / 25% | 75% |
| Three Bedroom (5/6 person) | 3 / 18.75% | 30% | 0 / 0% | 0% | 0 / 0% | 15% |
| Four Bedroom | 2 / 12.5% | 50% | 0 / 0% | 0% | 0 / 0% | 0% |
| TOTAL | 16 | | 10 | | 8 | |

- 10.107 Part E of policy CS12 of the Islington Core Strategy requires a range of unit sizes within each housing proposal to meet the needs in the borough, including maximising the proportion of family accommodation in both affordable and market housing. In the consideration of housing mix, regard has to be given to the constraints and locality of the site and the characteristics of the development as identified in policy DM3.1 of the Development Management Policies. For instance on sites such as this where accommodation is provided across a number of floors and ground floor floorspace is required for another use (library) a likely consequence of this is to limit the numbers of larger units that a scheme can provide. This is due to the suitability and difficulty (amenity space provision) of providing 3 and 4 bedroom units in large numbers on upper floors.

- 10.108 The dwelling mix proposed for the private housing and intermediate housing of 1 and 2 bedroom units is not exactly in accordance with the dwelling mix policies identified above; however for the reasons given above and given the

very high percentage of affordable housing and library re-provision funded by this mix, it is on-balance considered acceptable.

- 10.109 For the social rent units there is provision across the 16 units of a range of unit sizes including 1, 2, 3 and 4 bedroom units. However this mix when compared to for the target social rent dwelling mix does depart in so far as there are more smaller units and less larger units. This is both a conscious decision by the applicant and a response to the site constraints as identified above.
- 10.110 Recent changes in housing legislation to address the under occupation of social housing have created a greater demand for smaller social housing units. The applicant, LBI housing propose this dwelling mix to allow mobility within the social housing sector to accommodate these national changes to the welfare system.
- 10.111 Supporting text of policy DM3.1 within Development Management Policies DPD relates to this objective stating 'There may be proposals for affordable housing schemes that are being developed to address short term changes in need/demand as a result of specific interventions (for example, efforts to reduce under-occupation). In these situations deviation from the required policy housing size mix may be acceptable. In such cases registered providers will need to satisfy the council that the proposed housing size mix will address a specific affordable housing need/demand and result in an overall improvement in the utilisation of affordable housing units in Islington'.

Affordable Housing and Financial Viability

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

- 10.114 Policy CS12 confirms that an affordable housing tenure split of at least 70% social housing and a maximum of 30% intermediate housing should be provided.
- 10.115 The Affordable Housing Offer The proposed development shall provide for a total of 34 residential units (both for private sale and affordable housing). Of the 34 units (91 hr) created 26 units (73 hr) would comprise affordable housing. Affordable housing provision is typically calculated with reference to the number of habitable rooms provided and in this instance the scheme shall provide for 76% affordable housing. The scheme provides 68% affordable housing if measured by units however habitable rooms is considered a more accurate measurement of the division of a residential development between different tenures on account of the typical requirement for more larger units in the social rent tenures.
- 10.116 Within the affordable housing provision there is a split between social rent and intermediate housing. The policy requirement is for at least 70% of the provision to be social rent and a maximum of 30% as intermediate/shared ownership. A higher percentage provision of Social rent tenure is not considered to be of concern given the identified housing needs for this type of accommodation nor is it contrary to this policy given its specific wording that at least 70% will be social rent. The proposed affordable housing is split 73% social rent and 27% intermediate/shared ownership (by habitable rooms).
- 10.117 The affordable housing offer on this site in terms of the quantity, quality and mix is considered to make a positive contribution to the housing needs of the borough. As stated previously, the proposal has been developed in part with a view to helping to encourage efficient use of Islington housing stock.
- 10.118 The proposal fails to provide 100% affordable housing as sought by policy CS12 for developments on Council's own land. The proposed mix includes private housing to financially support the part delivery of the affordable housing element as well as the Library. Notwithstanding this cross subsidy role, it is the applicant's contention that the scheme would still be unviable were it not for the use of public funds to support the affordable housing delivery.
- 10.119 In accordance with policy requirements, a financial assessment has been submitted with the application to justify the proportion of affordable housing offered. In order to properly and thoroughly assess the financial viability assessment, the documents were passed to an independent assessor to scrutinise and review.
- 10.120 The applicant's Viability Assessment identified that the development as proposed is unviable in a purely commercial sense as it still requires a vast amount of public subsidy/grant input to address the shortfall between the revenues generated by the development and the costs of providing it. The independent assessor has considered the information submitted and has agreed that the scheme would be unviable without such a subsidy.

- 10.121 In conclusion it is apparent that in a typical commercial sense, the proposed scheme and level of affordable housing is unviable. However the applicant LBI Housing is not a commercial developer and obviously in line with Council objectives, is primarily seeking to deliver housing and a new Library to meet identified needs.
- 10.122 In terms of the policy situation, when reading the full breadth of policy CS12, viability is a consideration in assessing and establishing the appropriate affordable housing provision within a development. In addition it is apparent that 100% affordable housing schemes will be sought from development on Council land. However, it is not considered that a failure to deliver 100% affordable housing on Council owned land is contrary to that policy where it is shown that considerable public subsidy/grant funding is required to support the lower provision and provision of other benefits such as the Library.
- 10.123 It is not considered that it would be reasonable to require in planning terms an additional amount of public subsidy/grant funding to be committed to the scheme to provide a 100% affordable scheme. Considerable weight needs to be also given to the 80% offer put forward which would make a significant contribution towards to CS12 policy requirement for 50% of new housing built over the plan period (2011-2017) being affordable. It is apparent that it would be a matter for the applicant LBI Housing to consider what level of public subsidy they wish or can commit to the scheme taking into consideration the wider delivery of affordable housing within the borough. In addition it is noted that the necessary re-provision of the Library places a significant financial strain on the development that affect the affordable housing offer. The provision of 20% private housing would help to deliver a mix of tenures on the site which will be to ensure an appropriate mix and balance of housing types.
- 10.124 Furthermore, given that this is Housing scheme, the council will have 100% nomination rights for the affordable housing units.

Sustainability

- 10.125 The Islington Core Strategy (2011) policy CS10B requires all development to achieve the highest feasible level of a nationally recognised sustainable building standard. The scheme would reach Code for Sustainable Homes level 4 (residential) in line with policy. It is also projected that the Library will attain a BREEAM (relevant sustainable building standard) rating 'excellent' in line with policy.
- 10.126 London Plan policies 5.10 and 5.11, Islington Core Strategy Policy CS10 and Islington Development Management Policies policy DM6.5 promote urban greening and enhancing biodiversity. The London Plan 2011 policy 5.13 considers development should utilise Sustainable Urban Drainage Systems (SUDS) unless practical reasons prevent this, and should aim for Greenfield runoff rates. A condition is attached to the recommendation in relation to the landscaping scheme and requiring further details of this to be provided at a later stage. These two matters will be key considerations in the assessment of that detail.

10.127 Conditions are recommended to secure:

- residential units to be constructed to achieve Code for Sustainable Homes Level 4;
- BREEAM 'Excellent' rating for Library;
- water use target;
- bird and bat boxes (where appropriate) to be built into elevation of the building;
- Provision of permeable surfaces within external landscaping works.

Energy Efficiency and Renewable Energy

10.128 All development is required to demonstrate that it has minimised onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation (CS10). Developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 30% relative to total emissions from a building which complies with Building Regulations 2010 (40% where connection to a Decentralised Heating Network is possible). Typically all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock (CS10).

10.129 The scheme, based on the installation of a CHP heating system and PV renewables achieved an initial projected 25.5% reduction in total CO2 emissions versus an equivalent 2010 part L building regulations compliant scheme. The applicant has presented an argument that the 30% rating has not been achieved as there is a limited availability of un-shaded roof space for PV panels on the development and that other efficiencies have been reasonably explored and incorporated within the energy strategy. The Council energy officer has considered the overall strategy and is largely satisfied with the approach. The officer noted that there may be an opportunity to install additional PV panels on the roof of Kimble House to achieve the 30% reduction. A condition requiring this to be explored and if possible a revised energy strategy submitted is attached to the officer recommendation.

10.130 This site is not located within an existing district heating network locality. Policy DM3.7 of the Development Management Policies document identifies in part D that major developments should develop to a Shared Heating Network linking neighbouring development and existing buildings, unless it can be demonstrated that this is not reasonably possible. It has been accepted that this is not a feasible option in the short term during the construction of the development. However it is considered that the development should be future proofed to allow connection to any future network that comes forward in the area. A condition is therefore attached to the officer recommendation requiring this.

Highways and Transportation

10.131 The Site has a 'Good' Public Transport Accessibility Level (PTAL = 4), and is located within a Controlled Parking Zone (CPZ). The site is in close vicinity to a number of bus stops along Camden Road and is situated between the Town

centres of Camden and Nags Head. In close vicinity to the site is the shopping parade of Brecknock Road. Camden Road which the site and proposed Library fronts onto is a TRLN road which is managed and maintained by Transport for London as the highway authority. The site has vehicular access from Dalmeny Avenue a more minor residential road for which the London Borough of Islington is the Highways Authority.

- 10.132 Public Transport Implications. The site is currently used for residential, being highly accessible. The infrastructure provision in the area naturally encourages the use of public transport modes of transport.
- 10.133 The development would give rise to additional demands on transport infrastructure in terms of an increased number of occupants and visitors. Due to the increased number of residents it is considered necessary to make a financial contribution in order to mitigate the impacts on transport infrastructure
- 10.134 Vehicle Parking Residential occupiers would not be eligible to attain onstreet car parking spaces within the surrounding CPZ in the interests of promoting the use of more sustainable forms of transport and tackling congestion and overburdened parking infrastructure. The exceptions to this would be where, in accordance with the Council's 'parking policy statement' persons to occupy the development in the future are currently living in residential properties within Islington prior to moving in and have previously held a permit for a period of 12 months consecutive to the date of occupation of the new unit. In this case in the interests of reasonableness and not to deter movement within the borough of existing residents they will be able to transfer and attain a permit.
- 10.135 Residents who are 'blue badge' (disabled parking permit) will also be able to park in the CPZ. However in line with policy provision has been made on the site for 3 dedicated disabled parking bays which will be provided (first preference) to eligible occupants of the 3 wheelchair accessible units.
- 10.136 These two exceptions may result in limited vehicular parking on surrounding roads. A survey of the CPZ undertaken in October 2013 indicates that there are currently a surplus of 250 bays in this area with 1159 bays in the area and 909 permits having being issued.
- 10.137 Delivery and Servicing Arrangements A condition is attached to the officer recommendation requiring details of servicing arrangements for the residential and library uses on the site to be submitted prior to the commencement of those uses.
- 10.138 Cycle Parking The scheme shows the provision of 42 secure and covered cycle spaces contained within 3 different stores across the site buildings.
- 10.139 The provision though falling short of the cycling parking requirement of the Development Management Policies Document (of 1 cycle space per bedroom) which would equate to 55 spaces. The policy document identifies that higher density options such as multi tier cycle parking stands should be

reviewed to meet these targets and a condition is attached to the officer recommendation to secure this.

- 10.140 The applicant proposes 4 bike stands in front of the Library within the frontage landscaping scheme for use of visitors and staff.
- 10.141 Waste/Refuse The proposal includes the provision of 2 individual refuse enclosures at ground/lower ground floor level within the development. The Council Street Environment department have been consulted on the proposal and are satisfied that the refuse storage would be acceptable and integrate with existing vehicle collection strategies in this area including those existing for Kimble House. The landscaping scheme has been designed in part with regard to refuse vehicles being able to enter and leave the site in forward gear. A condition is attached which requires the facilities to be provided prior to first occupation of the development.
- 10.142 No details have been provided for the refuse/waste management arrangements for the Library. While it is noted that due to the use refuse/recycling requirements would be different to a residential use arrangements and a strategy for waste management is required. A condition is therefore attached to the officer recommendation requiring further detail on such arrangements.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.143 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.
- 10.144 The proposed development generates a requirement for s106 contributions towards transport and public realm, sport and recreation, community facilities and public open space.
- 10.145 As this is an application by the Council and the Council is the determining local planning authority on the application it is not possible legally to bind the applicant via a S106 legal agreement. It has been agreed that as an alternative to this a letter and memorandum of understanding between the proper officer representing the applicant LBI Housing and the proper officer as the Local Planning Authority will be agreed subject to any approval. The agreement will include the following agreed heads of terms:
- Onsite Affordable Housing provision.
 - Repair and re-instatement of footways and highways (subject to conditions surveys);
 - S278 agreement with TfL to secure highways reinstatement for Camden Road
 - Contribution toward transport and public realm improvements;

- Contribution toward sport and recreations facilities;
- Contribution toward children and young people’s play and informal recreation;
- Compliance with Code of Employment and Training including delivery of 2 work placements during the construction phase of the development, lasting a minimum of 13 weeks;
- Contribution towards offsetting any projected residual CO2 emissions from the development;
- Compliance with the Code of Local Procurement;
- Compliance with the Code of Construction Practice, plus monitoring fee (£3,400);
- Removal of Car Parking Permits
- Green Performance Plan
- Council’s legal fees in preparing the S106 and officer’s fees for the monitoring and implementation of the S106.

10.146 No financial contribution to community facilities or openspace improvements has been taken on the basis of the Library re-provision on the site and the communal landscaping works proposed on the site.

10.147 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London’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. CIL will be payable to the London Borough of Islington after the planning consent has been implemented and will be used by the Mayor of London to pay for Crossrail in accordance with CIL Regulations 2010 (as amended).

10.148 Affordable housing is subject to relief for CIL liability. It is for the applicant to claim for “social housing relief” after the planning service has confirmed the chargeable amount in the Liability Notice.

National Planning Policy Framework

10.149 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.

Other Matters

10.150 In one of the consultation responses received a comment was made that the development should be of a larger scale to facilitate the provision of a greater number of residential units and that this should take priority over any impacts on neighbouring amenity. The Council has policies which promote the provision of housing to meet identified needs and to safeguard existing residential amenities. The proposal and its scale and massing is currently

considered to be the right balance between these policy objectives, any additional scale necessary to facilitate more residential units would tip this balance and lead to amenity impacts on adjoining occupiers which could not be supported in terms of outlook, sense of enclosure and sunlight/daylight availability.

- 10.151 The representations received have raised concern over poor accessibility of the existing Library being identified by the applicant as a reason for the demolition of the existing library. The proposed facility will provide a new library which is a highly inclusive / accessible community facility providing level access onto the street as opposed to relying on ramped access.
- 10.152 The new library is being brought closer to Camden Road than the existing John Barnes Library. This is a conscious design decision to provide a greater interaction and presence of the Library on Camden Road and also to provide separation to Kimble House to better protect the amenities of these existing occupiers.
- 10.153 A representation received identified that this relocation would result in the new Library suffering from pollution and noise which would be detrimental to the health of users and staff and make the facility less pleasant in comparison to the existing Library. I am not convinced that the relocation would in relation to these considerations cause unacceptable harm and there is an understanding of the benefits of bringing the building line forward onto Camden Road, maintaining the Library in its current position would vastly decrease the level of development that could be sustained on the site. Concern has also been raised in relation to the daylight of the Library. Having considered the proposed floorplan and window placement it is considered that the facility will have appropriate lighting.
- 10.154 A representation received identified that the proposal should be considered in the context of other major developments currently being proposed in the area (273 Camden Road and Ada Lewis House, Dalmeny Avenue) and that cumulatively these developments in the area constitute a level of development which should not be supported. Planning legislation is clear in that each development proposal is to be considered on its merits against planning policies and material considerations. However it is not considered that if the other proposed development gained planning permission (both currently unacceptable to the LPA and subject to planning appeals) that this development would be unacceptable.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposal would ensure that social infrastructure is adequately replaced on the site in the form of a new Library to the benefit of the local community. Considerable attention and discussion has taken place regarding the design merit of the proposal including the layout, scale and massing of the proposed buildings and the detailed architecture. It is considered that this has now

reached a point where the scheme can be considered to be acceptable subject to conditions

- 11.2 The proposal delivers good quality housing including a very high proportion of affordable housing and inclusive accommodation. This delivery positively addresses the priorities of the in terms of delivering much needed housing 'tackling the boroughs housing challenge'.
- 11.3 The proposal has also responded positively to sustainability and energy efficiency policies of the Council and would deliver agreed planning obligations to invest in surrounding infrastructure to mitigate additional population growth.
- 11.4 The layout and detailed design of the proposal has considered its impacts to the amenities of neighbouring existing properties. While there would be an impact on sunlight/daylight receipt to a number of properties; the impact is not considered to be so harmful as to justify refusal of the application or amendment (with the scheme having been reduced in scale previously). The site is located within an urban location and failures are not to be unexpected or uncommon when considering development proposals that reasonably relate in scale to the surrounding townscape context.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

1. On-site provision of affordable housing in line with submission documents including a provision of 80% affordable housing divided between 73% social rent tenure and 27% shared ownership/intermediate. All measured by habitable rooms (Habitable Room as defined by Islington Development Management Policies Document 2013)
2. A contribution of £58,049 towards transport and public realm improvements within the vicinity of the site.
3. A contribution of £25,651 towards sport and recreation facilities within the vicinity of the site.
4. A contribution of £60,900 towards children and young people's play and informal recreation.
5. The repair and re-instatement of the footways and highways adjoining the development including the TRLN of Camden Road. The cost is to be confirmed by LBI Highways and TFL as the highways authority for Camden Road, paid for by the applicant and the work carried out by LBI Highways and/or TFL unless otherwise agreed by those parties. Condition surveys may be required.
6. Compliance with the Code of Employment and Training.
7. Facilitation of 2 work placements during the construction phase of the development, lasting a minimum of 13 weeks, or a fee of £10,000 (£5,000 per placement not provided) to be paid to LBI. Developer / contractor to pay wages (must meet national minimum wage). London Borough of Islington Construction Works Team to recruit for and monitor placements.
9. Compliance with the Code of Local Procurement.
10. Compliance with the Code of Construction Practice, including a monitoring fee of £3,400 and submission of a 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 response document is required to consider cumulative impacts of any other developments occurring in the area at the same time and also include a post construction photographic survey of adjoining buildings.
11. Removal of eligibility for residents' parking permits. Exceptions in accordance with the Council's parking policy statement.

12. A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920); Contribution to be dependent on (in part) whether connection to local energy network is achieved which will reduce the CO2 emissions requiring offsetting. £60,540 Contribution based on current % onsite reduction in CO2 emissions.
13. Submission of a Green Performance Plan
16. Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106

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

RECOMMENDATION B

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

List of Conditions:

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| 1 | <p>Commencement (Compliance)</p> <p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p> |
| 2 | <p>Approved plans list (Compliance)</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>12354_05_00-D2; 12354_15_00-D2; 12354_15_01-D3; 12354_15_02-D3; 12354_15_03-D3; 12354_15_04-D2; 12354_15_05-D2; 12354_15_06-D2; 12354_20_01-D2; 12354_20_02-D2; 12354_30_01-D2; 12354_30_02-D2; 12354_30_03-D2; 12354_90_01-P1; RG-11-1474-01; RG-11-1474-02; RG-11-1474-03; RG-11-1474-04; Design and Access Statement Revision 2; Planning Statement January 2014; Daylight and Sunlight Assessment February 2014 Project Number 21123; Arboricultural Report Impact Assessment and Method Statement dated 14 March 2014; CCL 08636/B/TCP REV 1; CCL 08636/TRP REV 1; CCL 08636/B/TPP REV 1; Tree Schedule 4 Page; BREEAM Pre-Assessment Report dated 21 August 2013; Code for Sustainable Homes Pre-Assessment Report dated 28 March 2013; Green Performance Plan dated 26 November 2013; Air Quality Assessment dated 18 December 2012; Energy Strategy Report dated 31 October 2013; Energy Comments Spreadsheet dated</p> |

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| | <p>15 January 2014; Noise Assessment dated 18 December 2012.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p> |
| 3 | <p>Materials and Samples (Details)</p> <p>CONDITION: Details including drawings at a 1:5 scale and samples of all facing materials used in the development shall be submitted to and approved in writing by the Local Planning Authority (in consultation with the Design Review Panel) prior to any superstructure work commencing on the development. The details and samples shall include but not be limited to the following:</p> <ul style="list-style-type: none"> a) Facing Brickworks ; Sample panels of proposed brickwork to be used showing the colour, texture, facebond and pointing shall be provided. Full Bricks Shall be used and unless otherwise approved by the Local Planning Authority shall be laid in Flemish bond and pointing shall be flush or slightly recessed. b) Doors c) Aluminum framed windows (Reveal depth of a minimum of 120mm where not within a balcony unless otherwise agreed by the local planning authority) d) Cladding Systems (including Fibre C) e) Library Signage f) Screens and Louvres g) Balustrades and railings h) Render f) concrete balcony frame g) any other materials to be used. <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p> |
| 4 | <p>No Plumbing or Pipes (Compliance/Details)</p> <p>CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p> |
| 5 | <p>Lighting (Details)</p> <p>CONDITION Details of any general/security lighting measures shall be submitted to and approved in writing by the Local Planning Authority prior to the</p> |

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| | <p>commencement of the approved development.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps and support structures where appropriate and hours of operation. The general lighting and security 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 the 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 building.</p> |
| 6 | Code for Sustainable Homes (Compliance) |
| | <p>CONDITION: The residential units hereby approved shall achieve a Code of Sustainable Homes rating of no less than 'Level 4'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p> |
| 7 | Green/Brown Biodiversity Roofs (Compliance) |
| | <p>CONDITION: The biodiversity (green/brown) roof(s) shown across the development shall be:</p> <ol style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth 80-150mm); b) laid out in accordance with plans hereby approved; and c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be carried out strictly in accordance with the details specified, shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p> |
| 8 | Tree Protection – Scaffolding (Compliance) |
| | <p>CONDITION: All scaffolding that is located within 2m of the crowns of established and retained trees shall have a maximum working width / project no further than 1.2m from the buildings facia or elevation and the reduced width scaffolding shall be maintained for the period of the construction of the development.</p> <p>In the case of this requirement being triggered the outer face of the scaffolding shall be covered in debris protective netting for the duration of the construction</p> |

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| | <p>works.</p> <p>Any glass, insulation, finishing, trims, cladding, facia panels etc that are not able to be positioned or affixed due to the reduced scaffolding width shall be craned / placed into position or affixed to the building at a later stage of construction or by other means not requiring and further pruning of the trees.</p> <p>REASON: To protect the long term health and amenity of the trees of amenity and environmental value.</p> |
| 9 | <p>Refuse/Recycling Provided (Compliance)</p> <p>CONDITION: The dedicated residential refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details of the approved 'waste management plan'.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p> |
| 10 | <p>Cycle Parking (Compliance)</p> <p>CONDITION: The bicycle storage area(s) hereby approved, which shall be covered, secure and provide for notwithstanding the approved plans no less than 55 bicycle spaces shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p> |
| 11 | <p>Wheelchair Accessible Units (Compliance)</p> <p>CONDITION: The three (3) wheelchair accessible dwellings of the development as identified in the approved documents, shall be provided and fitted out prior to the first occupation of the development.</p> <p>REASON: To secure provision of the appropriate number of wheelchair accessible units in a timely fashion and to: address the backlog of and current unmet accommodation needs; produce a sustainable mix of accommodation; and provide appropriate choices and housing opportunities for wheelchair users and their families.</p> |
| 12 | <p>Accessible Homes Standard (Compliance)</p> <p>CONDITION: The residential dwellings hereby approved within the development, shall be constructed to the standards for flexible homes in Islington ('Accessible Housing in Islington' SPD) and incorporating all Lifetime Homes Standards.</p> <p>REASON: To secure the provision of flexible, visitable and adaptable homes appropriate to diverse and changing needs.</p> |

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| 13 | Inclusive Design (Compliance) |
| | <p>CONDITION: The development shall be designed in accordance with the principles of Inclusive Design. To achieve this, the development shall provide the following in accordance with the approved drawings and ensure the delivery of the following provisions:</p> <ul style="list-style-type: none"> - For each access core the passenger lift serving the dwellings shall be installed and operational prior to the first occupation of residential dwellings accessible from that access core. - step free access to all accommodation and level thresholds to private gardens/terraces; and <p>The development shall be constructed carried out strictly in accordance with the details so approved, shall be maintained as such thereafter.</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p> |
| 14 | Nesting Boxes (Compliance) |
| | <p>CONDITION: At least 4 nesting boxes / bricks for birds or bats shall be provided within the development, installed prior to the first occupation of the building to which they form part and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p> |
| 15 | Energy Efficiency – CO2 Reduction (Compliance/Details) |
| | <p>CONDITION: The energy measures as outlined within the approved Energy Strategy which shall together provide for no less than a 25.5% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2010 as detailed within the Sustainable Design and Construction Statement shall be installed and operational prior to the first occupation of the development.</p> <p>Prior to commencement of the development the applicant shall use best endeavours to include additional efficiency measures including the use of PV panels on the roof of Kimble House with an aim of achieving a policy compliant reduction of 30% if feasible the following shall be submitted prior to the commencement of the development.</p> <ul style="list-style-type: none"> a) A revised Energy Strategy, which shall provide for no less than a 30% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2010. <p>The final agreed scheme shall be installed and 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> |

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| | <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that the CO2 emission reduction targets are met.</p> |
| 16 | <p>Noise Levels (Compliance)</p> <p>CONDITION : For all the approved residential units sound insulation and noise control measures shall be used to achieve the following internal noise targets:</p> <p>Bedrooms (23.00-07.00 hrs) 30 dB LAeq, and 45 dB Lmax (fast) Living Rooms (07.00-23.00 hrs) 35 dB LAeq, Kitchens, bathrooms, WC compartments and utility rooms (07.00 –23.00 hrs) 45 dB LAeq</p> <p>Such levels shall be achieved prior to the occupation of the residential units hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p> |
| 17 | <p>Delivery Servicing Plan (Details)</p> <p>CONDITION: A delivery and servicing plan (DSP) detailing servicing arrangements for the residential units and the library including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.</p> |
| 18 | <p>Sound Insulation Between Uses (Details)</p> <p>CONDITION : Full particulars and details of a scheme for sound insulation between the proposed community centre use and residential use of the building shall be submitted to and approved in writing by the Local Planning Authority within 3 months of implementation.</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, and shall be maintained as such thereafter.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p> |
| 19 | <p>Plant (Compliance)</p> |

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| | <p>CONDITION : The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 1997.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p> |
| 20 | <p>Library Management (Details)</p> <p>CONDITION : Prior to the occupation of the Library details of the accessibility measures, hours of operation and refuse arrangements shall be submitted to and approved by the Local Planning Authority.</p> <p>Operations shall then comply with the details hereby approved.</p> <p>REASON : To ensure the sustainable management of the Library.</p> |
| 21 | <p>Tree Protection (Compliance)</p> <p>CONDITION: No development (including demolition works) shall take place on site unless and until protective hoardings have been installed around the retained trees on and surrounding the site potentially affected by the development. Tree protecting fencing shall consist of a rigid 2.4 metre OSB, exterior grade ply high sterling board hoarding or weld mesh. Protection/retention shall be in accordance with BS 5837, 2005 'Trees in Relation to Construction'. Heras fencing in concrete, rubber or similar foot plates is not acceptable as a form of tree root protection.</p> <p>The tree retention and protection shall installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.</p> <p>REASON: To protect the health and stability of trees to be retained on the site and to neighbouring sites, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p> |
| 22 | <p>Land Contamination (Details)</p> <p>CONDITION : Prior to the commencement of development the following assessment in response to the NPPF and in accordance with CLR11 and BS10175:2011 shall be submitted to and approved in writing by the Local Planning Authority</p> <p>a) A land contamination investigation.</p> <p>Following the agreement to details relating to point a); 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> |

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| | <p>b) 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 – To protect the amenity and health of current and future residential occupiers.</p> |
| 23 | <p>Water Use (Compliance)</p> <p>CONDITION: The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.</p> <p>REASON: To ensure the sustainable use of water in accordance with policy 5.15 of the London Plan 2011, policy Env39 of the Islington Unitary Development Plan 2002 and policy CS10C and G of the Islington Core Strategy 2011.</p> |
| 24 | <p>BREEAM (compliance)</p> <p>CONDITION: The Library hereby approved shall achieve a BREEAM New Construction rating (2011) of no less than 'excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p> |
| 25 | <p>Landscaping (Detail)</p> <p>CONDITION: Notwithstanding the approved plans further details of the landscaping scheme including the openspace shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:</p> <p>a) an updated Access Statement detailing routes through the landscape and the facilities it provides;</p> <p>b) a biodiversity statement detailing how the landscaping scheme maximises biodiversity;</p> <p>c) existing and proposed underground services and their relationship to both hard and soft landscaping;</p> <p>d) proposed trees: their location, species and size;</p> <p>e) soft plantings: including grass and turf areas, shrub and herbaceous areas;</p> <p>f) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in</p> |

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| | <p>drain types;</p> <p>g) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges;</p> <p>h) hard landscaping: including ground surfaces, traffic calming measures, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; and</p> <p>i) any other landscaping feature(s) forming part of the scheme.</p> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p> |
| 26 | <p>Construction and Demolition Logistics Plan (Details)</p> |
| | <p>CONDITION: A report assessing the planned demolition and construction vehicle routes and access to the site including addressing environmental impacts (including (but not limited to) bird breeding seasons, noise, air quality including dust, smoke and odour, vibration) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site.</p> <p>The document should pay reference to Islington's Code of Construction Practice, the GLA's BPG on control of dust from construction sites, BS5228:2009 and any other relevant guidance.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure highway safety and free flow of traffic on Holloway Road, local residential amenity and mitigate the impacts of the development.</p> |
| 27 | <p>Arboricultural Method Statement (Details)</p> |
| | <p>CONDITION: No site clearance, preparatory work or development shall take place until a scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboricultural method statement, AMS) in accordance with Clause 7 of British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction has been submitted to and approved in writing by the local planning authority.</p> |

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| | <p>Development shall be carried out in accordance with the approved details.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity.</p> |
| 28 | Screening (Details) |
| | <p>CONDITION: Prior to the residential occupation of unit 34 (as shown on approved plans details of 1.8 metre screening to the terrace of that units to address overlooking of neighbouring residential properties shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be constructed and operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that residential amenities are appropriately protected and protect the visual appearance of the development.</p> |
| 29 | Sustainable Urban Drainage |
| | <p>CONDITION: Details of a drainage strategy for a sustainable urban drainage system shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems and be designed to maximise water quality, amenity and biodiversity benefits. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a greenfield run off rate (8L/sec/ha) and at minimum achieve a post development run off rate of 50L/ha/sec. The drainage system shall be installed/operational 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: To ensure that sustainable management of water.</p> |

List of Informatives:

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| 1 | Planning Obligations Agreement |
| | You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations. |

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| 2 | Superstructure |
| | <p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p> |
| 3 | Community Infrastructure Levy (CIL) (Granting Consent) |
| | <p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's 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 | Car-Free Development |
| | <p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people. Or other exemption under the Council Parking Policy Statement.</p> |
| 5 | Water Infrastructure |
| | <p>Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p> |
| 6 | Working in a Positive and Proactive Way |
| | <p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged. The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF</p> |

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| | The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF. |
| 7 | Materials |
| | INFORMATIVE: In addition to compliance with condition 20 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. |
| 8 | Transport for London |
| | INFORMATIVE : TFL advises the applicant that If the proposed development consists of structure/ fixture over-sailing the TLRN public highway boundary on Camden Road, a s177 licence application must be submitted to TfL prior to occupation and that no skip / construction materials shall be kept on the footway and carriageway of Camden Road at any time. |

APPENDIX 2: RELEVANT POLICIES

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

National Guidance

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

Development Plan

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

A) The London Plan 2011 - Spatial Development Strategy for Greater London

2 London's places

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

Policy 2.12 Central Activities Zone – predominantly local activities

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 3.7 Large residential developments

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

Policy 3.13 Affordable housing thresholds

Policy 3.14 Existing housing

Policy 3.15 Coordination of housing development and investment

Policy 3.16 Protection and enhancement of social infrastructure

Policy 3.18 Education facilities

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.5 Decentralised energy networks

Policy 5.6 Decentralised energy in development proposals

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 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

Policy 5.7 Renewable energy
Policy 5.8 Innovative energy technologies
Policy 5.9 Overheating and cooling
Policy 5.10 Urban greening
Policy 5.11 Green roofs and development site environs
Policy 5.12 Flood risk management
Policy 5.13 Sustainable drainage
Policy 5.14 Water quality and wastewater infrastructure
Policy 5.15 Water use and supplies
Policy 5.16 Waste self-sufficiency
Policy 5.17 Waste capacity
Policy 5.18 Construction, excavation and demolition waste

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 CS14 (Retail and Services)
Policy CS15 (Open Space and Green Infrastructure)
Policy CS16 (Play Space)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage
DM2.4 Protected Views

Housing

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

Shops, cultures and services

Energy and Environmental Standards

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

Transport

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

DM4.12 Social and strategic infrastructure and cultural facilities

developments

Health and open space

DM6.1 Healthy development

DM6.3 Protecting open space

DM6.4 Sport and recreation

DM6.5 Landscaping, trees and biodiversity

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

Designations

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

- Islington Core Strategy Special Policy Area 3 Nags Head and Upper Holloway;
- Within Local View Corridor 4 Archway Road to St Pauls;
- Within Local View Corridor 5 Archway Bridge to St Pauls.
- Adjacent to the Hilmartin Conservation Area.

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

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

London Plan

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



Viability Appraisal

Bramber House, John Barnes Library

Background

Adams Integra have been instructed by the London Borough of Islington to comment on the viability of the proposed re-development of the site at Bramber House, John Barnes Library, in Islington.

The comments made by Adams Integra relate to the demolition of the existing John Barnes Library building and redevelopment of the site to re-provide a Library and provide residential dwellings through the erection of two buildings on the site. Building A is an L shaped building fronting onto Camden Road which is part 6, 5 and 4 storeys' in height. Building B is a freestanding part 4 and 3 storey building at the rear of the site in the vicinity of the location of the recently demolished Bramber House. The proposal comprises of 34 residential units and includes the provision of a central amenity space on the site and other landscaping works.

Our comments relate purely to the viability of the scheme and do not cover any other planning matters.

It is a Council led scheme and the applicants maintain that the scheme provides the maximum amount of affordable housing in order for the scheme to remain viable.

Viability is considered to be a material consideration which Local Planning Authorities are obliged to take into account in considering planning requirements.

Adams Integra have a considerable track record of assessing viability of planning gain requirements both for Local Authorities and for developers. This expertise runs to several years work for 73 Local Authorities and for a range of national, regional and local developers.

The writer of this report, David Coate, has over 25 years experience in the development industry working for Local Authorities and developers as well as RPs and consultancy. He is experienced in considering viability analysis.

The need to consider viability is a material consideration. There is no debate about the reasonableness of the Council's requirements, the nub of the issue is the impact in this case of what is required and how that affects the profitability of the scheme.

To take a view on a viability assessment put to us we have carried out a viability appraisal based on assumptions made by the applicant and using industry standard assumptions.

We have used the Homes and Communities Agency's Development Appraisal Tool (HCA DAT) which is a recognised method of assessing viability and has been used at many inquiries where viability is an issue and has superseded the Homes and Communities Agency's Economic Appraisal Tool (HCA EAT). The scheme has been appraised against an existing use value for the land. In this case the HCA DAT assesses whether the scheme is in surplus (i.e. viable) or in deficit (not viable). The HCA DAT is widely used in viability arguments and has been used at many inquiries where viability is an issue.

The Planning Gain requirement

The key question in this assessment is could the scheme in a commercial viability sense could support an additional level of affordable housing than proposed.

Reasonable Profit Level

Adams Integra has represented numerous clients in both Appeal and Local Planning Inquiry context. At those forums the level of profit a scheme should make has been the subject of debate with expert witnesses and Inspectors coming to the view that, if at all possible, schemes should make between 17.5% to 20% profit on sales over cost. We have, however, appraised this scheme using a profit level of 5% for both the private units and the affordable element as this is a Council led scheme and any "profit" would be re-input into the scheme. The 5% element refers to a builder's profit that would be required by the contractor. In our opinion these are reasonable figures to use for a development such as this.

Appraisal summary

We have carried our own appraisal of the scheme based on standard generic values but with actual values or estimates where these are given by the applicant. **In the HCA DAT social housing grant is not input – it is assessed in relation to the appraisal as a nil grant case.**

Assessment of figures

The appraisal presented with this report has been assessed by the writer with his considerable experience in this field.

Build Costs

The applicants have used build costs of £ 32,041 for the new dwellings which equates to a build cost rate of £2,348 / m² but this also includes all of the other associated works, the library construction and the circulation areas. This does appear, initially, to be a high figure for a scheme such as this. However there is demolition element and also regeneration works. We have not seen a detailed breakdown of the build costs but we agree that the build costs are reasonable

Conclusions

The approach taken in this study follows the well-recognised methodology of residual land valuation (RLV). Put simply the residual land value produced by a potential development is calculated by subtracting the costs of achieving that development from the revenue generated by the completed scheme.

In this case if the results of the RLV show a positive value then the scheme is viable if not then the scheme is not viable and would require further funding in the way of social housing grant.

We have carried out an HCA DAT appraisal of the current scheme using the input values described above for the 38 unit scheme. This produced a deficit of £1,200,000. The appraisal shows a capital value income from the social rented units and shared ownership units of £1,200,000 which will also require borrowings.

The Council's appraisal shows a borrowing requirement of £1,200,000. Our own appraisal shows a total borrowing requirement of £1,200,000.

It is our opinion that this appraisal demonstrates that the level borrowing is required to make the scheme viable and also demonstrates that any further provision of affordable housing would not be possible for the scheme to remain viable.

It is our opinion that the sales values and build costs should be monitored and any increased revenue from potential higher sales or lower build costs should be allocated towards further regeneration works within the Borough.

This scheme has been looked at in terms of its particular financial characteristics and it represents no precedent for any sustainable approach on the Council's policy base.

Author
David Coate
January 2014.

Appendices

1. HCA EAT appraisal

Appendix 4 – Design Review Panel

CONFIDENTIAL



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E Luciana.grave@islington.gov.uk
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ATT: Mr Alistair Gale
Homes for Islington

Our ref: DRP/002

Date: 28 March 2013

Dear Mr Alistair Gale,

ISLINGTON DESIGN REVIEW PANEL

RE: Bramber House and John Barnes Library, Camden Road

Thank you for coming to Islington's Design Review meeting on 12 March 2013. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE.

Review Process

The scheme was reviewed by Dominic Papa (Chair), David Gibson, Ludwig Tewksbury, Michael Richter, Pauline Nee and Richard Lavington on Tuesday 12 March 2013 including a site visit in the morning followed by presentation, question and answers session and deliberations in the afternoon at the Islington Town Hall. 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 principle of reprovision of the Library service integrated to housing on the site. However, there was a concern that the reprovision of the library appeared to be secondary to the provision of housing, therefore, the proposal lacked a true integration between the two aspects of the proposal. In the Panel's opinion, the new library lacked presence on Camden Road and required a more robust typological response. The Panel was not convinced that the "civic ribbon" concept offered an appropriate typological response. Furthermore, it was felt that the proposed replacement did not provide as much space as the current library and there was a lack of information to be able to assess the quality of the proposed internal spaces. During the site visit, Panel members were able to appreciate the internal spatial qualities of the existing library and, therefore, felt that the replacement should provide spaces of equal or higher quality to its users something which did not seem to have been reflected in the proposals as yet.
- Although the Panel would welcome the establishment of a strong building line along Camden Road, there were strong concerns that the proposed building came forward a long way from where the library currently sits. In addition to this, the panel considered that the lack of sufficient entry provisions within the new and smaller library would mean



the library would suffer temperature fluctuations and that the safety of children when leaving the building could not be secured without a proliferation of street clutter like guard railing along the kerb line. Camden Road can have a relatively "aggressive" environment and most buildings deal with it with a buffer zone of street trees at the front as a boulevard approach. The Panel felt that the proposal did not respect this particular established character of Camden Road which could assist in enhancing the quality of accommodation within the proposed development.

- The proposed height and density was considered appropriate subject to compliance with daylight/sunlight requirements. However, the Panel was not entirely convinced about the proposed disposition of density and concerns were raised in relation to the quality of accommodation in particular in relation to amenity and single aspect provision. The Panel also felt that entrances to affordable and private should be revisited.
- The Panel questioned the function of the courtyard and how it would affect the below grade service. There was an overall lack of confidence that the courtyard would be a successful amenity space mainly due to its orientation and resulting lack of sunlight. The Panel also felt that the proposal missed integration between landscaping, housing access, servicing routes and the existing Kimble House.
- The integration of Kimble House into the proposals was strongly encouraged (due to the fact that it greatly overshadows the portion of the site to be redeveloped and the poor quality of its immediate surrounds) either as part of a wider redevelopment of the site or, as a minimum, remedial works to the existing building to ensure a better architectural and functional relationship between the different buildings on site as well as higher quality (and potentially brighter) amenity space in the rear courtyard.

Summary

The Panel supported the intended re-provision of library services integrated to a housing scheme on site. However, Panel members were of the opinion that there were fundamental issues with the proposed scheme in particular the lack of integration between the two aspects of the proposal (housing vs library), the existing building on site (Kimble House), the courtyard at the rear and the public realm at the front. There were also very strong concerns in relation to the quality of amenity space, housing accommodation and the library's presence. The Panel would encourage that the proposals be revisited to ensure these aspects are better integrated and resolved. Should the design team consider returning for a second review, the Panel would welcome more detailed information to be brought forward in addition to the submitted information such as sections and internal layout particularly of the library. There were also concerns over the ability for the architects to follow through on their ideas and detailing as it was unclear whether the budget would permit a successful delivery gesture of this kind (civic ribbon) and whether the architects are being retained post planning.

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

Confidentiality

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

