



**Resources Department  
Town Hall, Upper Street, London, N1 2UD**

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## AGENDA FOR THE PLANNING COMMITTEE

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Members of Planning Committee are summoned to a meeting, which will be held in the Council Chamber - Town Hall on **8 March 2022 at 7.30 pm.**

Enquiries to : Ola Adeoye  
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Despatched : 28 February 2022

### **Welcome:**

Members of the public are welcome to attend this meeting.

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

| <u>Committee Membership</u>       | <u>Wards</u>     | <u>Substitute Members</u> |                |
|-----------------------------------|------------------|---------------------------|----------------|
| Councillor Klute (Chair)          | - St Peter's;    | Councillor Chowdhury      | - Barnsbury;   |
| Councillor Poyser (Vice-Chair)    | - Hillrise;      | Councillor Hyde           | - Caledonian;  |
| Councillor Khondoker (Vice-Chair) | - Highbury West; | Councillor Kay            | - Midmay;      |
| Councillor Clarke                 | - St George's;   | Councillor Khurana        | - Tollington;  |
| Councillor Convery                | - Caledonian;    | Councillor Nathan         | - Clerkenwell; |
| Councillor Ibrahim                | - Highbury West; | Councillor Wayne          | - Canonbury;   |
| Councillor Jackson                | - Holloway;      | Councillor Williamson     | - Tollington;  |
| Councillor North                  | - St Peter's;    | Councillor Gilgunn        | - Tollington;  |
| Councillor Picknell               | - St Mary's;     |                           |                |
| Councillor Woolf                  | - Canonbury;     |                           |                |

Quorum: 3 councillors



| <b>A.</b> | <b>Formal Matters</b>              | <b>Page</b> |
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| 1.        | Introductions                      |             |
| 2.        | Apologies for Absence              |             |
| 3.        | Declarations of Substitute Members |             |
| 4.        | Declarations of Interest           |             |

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

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

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

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

- \*(a) Employment, etc** - Any employment, office, trade, profession or vocation carried on for profit or gain.
- (b) Sponsorship** - Any payment or other financial benefit in respect of your expenses in carrying out duties as a member, or of your election; including from a trade union.
- (c) Contracts** - Any current contract for goods, services or works, between you or your partner (or a body in which one of you has a beneficial interest) and the council.
- (d) Land** - Any beneficial interest in land which is within the council's area.
- (e) Licences** - Any licence to occupy land in the council's area for a month or longer.
- (f) Corporate tenancies** - Any tenancy between the council and a body in which you or your partner have a beneficial interest.
- (g) Securities** - Any beneficial interest in securities of a body which has a place of business or land in the council's area, if the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body or of any one class of its issued share capital.

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

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| 5.        | Order of Business                             | 1 - 2       |
| 6.        | Minutes of Previous Meeting                   | 3 - 16      |
| <b>B.</b> | <b>Consideration of Planning Applications</b> | <b>Page</b> |

1. Barnard Park Copenhagen Street London N1 0NL 17 - 76

2. Former Holloway Prison Parkhurst Road, London N7 0NU 77 - 122

**C. Consideration of other planning matters Page**

**D. Urgent non-exempt items (if any)**

Any non-exempt items which the Chair is of the opinion should be considered as a matter of urgency and to consider whether the special circumstances included in the report as to why it was not included on and circulated with the agenda are acceptable for recording in the minutes.

**E. Exclusion of press and public**

To consider whether, in view of the nature of the remaining items on the agenda, it is likely to involve the disclosure of exempt or confidential information within the terms of the Access to Information Procedure Rules in the Constitution and, if so, whether to exclude the press and public during discussion thereof.

**F. Confidential/exempt items Page**

**G. Urgent exempt items (if any)**

Any exempt items which the Chair agrees should be considered urgently by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.

**Date of Next Meeting:** Planning Committee, 4 April 2022

**Please note all committee agendas, reports and minutes are available on the council's website: [www.democracy.islington.gov.uk](http://www.democracy.islington.gov.uk)**

#### **WEBCASTING NOTICE**

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If you participate in the meeting you will be deemed by the Council to have consented to being filmed. By entering the Council Chamber you are also consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. If you do not wish to have your image captured you should sit in the public gallery area, overlooking the Chamber.

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## **PROCEDURES FOR PLANNING COMMITTEE**

### **Planning Committee Membership**

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

### **Order of Agenda**

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

### **Consideration of the Application**

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

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

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

### **What Are Relevant Planning Objections?**

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

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

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**COMMITTEE AGENDA**

**1 Barnard Park**  
**Copenhagen Street**  
**London**  
**N1 0NL**

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**2 Former Holloway Prison**  
**Parkhurst Road**  
**London**  
**N7 0NU**

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**1 Barnard Park**  
**Copenhagen Street**  
**London**  
**N1 0NL**

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**Application Number:** P2021/3658/FUL  
**Ward:** Barnsbury  
**Proposed Development:** Refurbishment and improvement works to park to include: replacement of existing Redgra pitch with 9-a-side pitch and associated retaining walls; creation of new grass area for amenity recreation and sports use; removal of existing park buildings and erection of new community hub building; new and reconfigured entrances and footpaths; installation of adult gym equipment; park furniture; removal and replacement of trees; and landscaping throughout.  
**Application Type:** Full Planning Application  
**Case Officer:** Samir Benmbarek  
**Name of Applicant:** Ms Valentina Sbrana  
**Recommendation:**

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**2 Former Holloway Prison**  
**Parkhurst Road**  
**London**  
**N7 0NU**

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**Application Number:** P2021/3273/FUL  
**Ward:** St. Georges  
**Proposed Development:** Phased comprehensive redevelopment including demolition of existing structures; site preparation and enabling works; and the construction of 985 residential homes including 60 extra care homes (Use Class C3), a Women's Building (Use Class F.2) and flexible commercial floorspace (Use Class E) in buildings of up to 14 storeys in height; highways/access works; landscaping; pedestrian and cycle connections, publicly accessible park; car (blue badge) and cycle parking; and other associated works.  
**Application Type:** Full Planning Application  
**Case Officer:** Elizabeth Reynolds  
**Name of Applicant:** Peabody Construction Limited



London Borough of Islington

## **Planning Committee - 10 February 2022**

Minutes of the meeting of the Planning Committee held at Islington Assembly Hall, Town Hall, Upper Street, N1 2UD on 10 February 2022 at 7.30 pm.

**Present:**      **Councillors:**      Poyser (Chair), Convery, Ibrahim, Jackson, North, Picknell, Woolf, Kay, Wayne and Williamson

### **Councillor Dave Poyser in the Chair**

**272**      **INTRODUCTIONS (Item A1)**

Councillor Poyser welcomed everyone to the meeting. Members of the Committee and officers introduced themselves.

**273**      **APOLOGIES FOR ABSENCE (Item A2)**

Apologies were received from Councillor Klute, Khondoker and Clarke.

**274**      **DECLARATIONS OF SUBSTITUTE MEMBERS (Item A3)**

Councillors Kay, Wayne and Williamson substituted for Councillors Klute, Khondoker and Clarke.

**275**      **DECLARATIONS OF INTEREST (Item A4)**

There were no declarations of interest.

**276**      **ORDER OF BUSINESS (Item A5)**

The order of business would be as per the agenda.

**277**      **MINUTES OF PREVIOUS MEETING (Item A6)**

**RESOLVED:**

That the minutes of the meeting held on 2 November 2021 be confirmed as an accurate record of proceedings and the Chair be authorised to sign them.

**278**      **FORMER HOLLOWAY PRISON, PARKHURST ROAD, LONDON, N7 0NU (Item B1)**

Phased comprehensive redevelopment including demolition of existing structures; site preparation and enabling works; and the construction of 985 residential homes including 60 extra care homes (Use Class C3), a Women's Building (Use Class F.2) and flexible commercial floorspace (Use Class E) in buildings of up to 14 storeys in height; highways/access works; landscaping; pedestrian and cycle connection, publically accessible park; car (blue badge) and cycle parking; and other associated works.

(Planning application number: P2021/3273/FUL)

In the discussion the following points were made:

- The Planning Officer informed the meeting that since the agenda was published an Addendum Report was published on 9th February 2022, which includes an updated recommendation stating that the application is to be referred to the Mayor of London.
- Further updates included details relating to the fit-out costs of the women's building; correction of errors and omissions within the report and updated conclusions of the BPS viability appraisal.
- Members were informed that a further 110 representations were received bringing the total number of respondents on the proposal to 195 and that issues raised are consistent with those summarised and addressed in the Committee Report.
- The Planning Officer advised that the latest representations suggested amendments to the scheme and the addition of conditions/obligations. Also Islington's CCG had requested a financial contribution to be secured in relation to the availability of GP services in the area. Planning officers advised that they did not consider that this contribution was necessary but that they would continue to work with the CCG to determine whether a contribution from the site specific CIL would be appropriate reasonable in future.
- The meeting was informed that the proposed Women's Building will be delivered during the first phase of the development and would be secured in perpetuity at a peppercorn rent, that the proposed internal layout is considered to be inherently flexible, and that there would be an opportunity for a future operator to influence its internal layout.
- The proposed Women's Building has been designed with the needs of two separate user groups in mind: firstly, the provision of support and rehabilitation services to women with experience of the criminal justice system; and secondly, local women wishing to access support services and other women centred services and activities.
- The planning officer advised that the building will provide space to replace community based support and rehabilitation services that were lost when the prison closed. Members were advised that the building will provide space for the activities listed in the 'Holloway Women's Building – a Local Needs Analysis' document produced by objectors although perhaps not all at the same time.
- The meeting was advised that the site's previous history will be commemorated through a Heritage Plan and the translocation of cherry trees, both of which will be secured by conditions.
- With regards to the £2.9 million cost towards the fitting out of the Women's building, the meeting was advised that this will need to be secured prior to planning permission being granted. The meeting was advised of Peabody's claim that it is unable to fund the fit out cost due to viability reasons and that subject to a formal decision on funding the Council could agree to fund the £2.9 million fit out costs.
- The scheme proposes a public park and a Residents' facility within Block D both of which will be available for use by all residents of the development.

Members were advised that the space within the residents' facilities will be made available free of charge for at least 1 day per week to residents of the development and that a Community Engagement Plan is to be submitted to the Council. Also a sum of £13,622,376.72 CIL will be paid to the council and £3,285,438.80 of Mayoral CIL will be paid.

- With regards to the design, the Planning Officer advised that the layout, scale, massing, architectural design and materials are considered an appropriate response. Members were advised that the scheme has been presented to the Design Review Panel 5 times with most of the main concerns of the Panel having been resolved.
- The Planning Officer noted that 4 blocks located in the south of site have floors above 30m and one block to the west has a minor infringement of parapet and core above 30m. Members were advised that the impact of taller buildings has been partly mitigated through the positioning of the blocks and designs.
- With regards to the impact of the scheme on neighbouring amenity, the Planning Officer advised that distances between the development and neighbouring properties have been set to reduce the potential for overlooking and designed to protect privacy, for example blocks B1, B4, D2 & E1 have communal roof terraces which have been pulled back from the edge closest to the exterior of the site.
- On the issue of daylight and sunlight loss, the Planning Officer acknowledged that a number of neighbouring properties for example, Bakersfield Estate, Penderyn Way, Crayford House, 2 Parkhurst Road, Poynder House, 2-5 Prospect Place, 275 Camden Road, and 1- 12 Fairweather House will experience significant transgressions.
- Members were reminded that although in general, the level of transgression is high. and in some instances, severe with 40% reductions to either windows (VSC) or rooms (NSL), it is inevitable that some loss/harm would be expected due to the currently underutilised nature of an inner London site & the architectural features of some of the neighbouring properties (overhangs/balconies and secondary windows).
- As part of the schemes' commitment to the Council's Net Zero Carbon emission's target, no gas boilers are proposed, air source heat pumps will be used and Solar Photo Voltaic panels are being proposed for most of the buildings. It was also noted that the scheme proposes a carbon offset payment to LB Islington.
- In terms of quality of homes, the meeting was advised that all homes meet or exceed space standards, that the floor to ceiling heights of the homes are at least 2.6m, that all homes will have its own private amenity space and that a stepped aspect approach to windows is employed which is accepted by emerging GLA guidance.
- Members were advised that in terms of daylight, 93% of new habitable rooms tested achieve BRE guidance for ADF and that overheating concerns are limited to approximately 75 homes with plans in place to mitigate these concerns.

The Chair invited 9 registered speakers to speak. A summary of their representations is provided below:

- Helen Strongman, Chair of Bakersfield Estate Residents Association was concerned with the density and height of the development as it directly affects residents' homes. Another concern being the impact of the scheme on community cohesion and safety. Members were reminded of the level of transgressions in terms of daylight and sunlight, that they are high and in some cases severe, noting that 40 of the windows on the estate will experience a 40% reduction in light.
- The development is overpopulated for the site, that the proposed 14 storeys are overwhelming compared to the 5 storeys in the Bakersfield Estate, suggesting that any development on the site should be like for like to that of the Bakersfield Estate. Members were reminded that some residents will lose the pleasure of the use of their garden if the proposed development is allowed to proceed.
- On the issue of the submitted daylight and sunlight assessment, Bakersfield residents request that the height of blocks D and E2 is reduced. Members were reminded that the lack of provision of community facilities on the site for over 3500 residents is bound to put pressure on local facilities in the area
- Meeting was informed that although the proposed nature garden is welcomed, Bakersfield residents are concerned that this will attract anti-social activities and behaviour which is an ongoing issue in the area.
- Neil Kahawatte of Penderyn Way, a member of the Penderyn TRA and one of the 34 signatories of a letter of objection reminded members that the committee report identifies Penderyn way as being in the most sensitive part of the site, noting that the oversized building E1 and E2 on the drawings are positioned adjacent to the estate
- He indicated that the key issue that needs to be addressed is in relation to the report's statement on planning balance which in effect sanctions harm for some and gain for others, that despite numerous attempts to engage with Peabody over many years about their legitimate concerns this has not been addressed.
- Meeting was advised that the proposal does not conform with Islington Planning policy in numerous areas, so causing harm to the amenity of residents on the estate.
- Mr Kahawatte was concerned that despite repeated requests for information about light levels, section drawings to identify height relationships, the information was deliberately withheld until the planning application was submitted with the result that that there has been no opportunity during the design process to discuss and to possibly mitigate the harm to existing residents
- Concerns remain that blocks E1 and E2 are in close proximity to Trecastle and Penderyn Way and are over 5-6 storeys higher. This is clearly inappropriate to neighbouring homes and issues of overlooking, daylight and sunlight loss, overshadowing and dominance have not been addressed. Members were reminded of the impact of these tall buildings on the solar

panels of neighbouring buildings as it will affect residents ability to adapt to council's net zero carbon targets

- Members were reminded that if planning permission is granted 10 properties, notably nos 67-85 Penderyn Estate will no longer achieve the acceptable BRE criteria on daylight levels; that the applicant's daylight report incorrectly states that reduction in daylight and sunlight to the upper stories of homes was of less significance assuming them to be all bedrooms when in fact the first floor of these houses are single aspect living rooms. The proposed scheme will overlook 3 private gardens on the estate and have an adverse impact in areas such as the community garden, vegetable garden box and much needed children play areas
- Residents suggestions to reduce the height of block E2 have been roundly rejected by Peabody
- Mr Kahawatte reminded the meeting that the skyline of Penderyn Estate is already affected by the Bakersfield Estate to the North East, noting that if scheme is allowed to proceed, it will set a precedent going forward especially and is at odds with the council's SPD
- The scheme should not be approved until the issues relating to harm have been resolved as the Council has a duty of care to not only to neighbouring residents but to future occupiers of the development, that Members should either reject the scheme or defer it so as to allow the important changes to be made
- An Islington resident objected to the scheme stating that a failure to consult residents represents a failure of the council in its primary duty to ensure meaningful public participation and that there is concern that the scheme fails to respect the site's history, that there was no provision of a public park in the area, that there is a lack of community facilities, that there should be a combined scheme of social housing for families alongside a public green space and community facilities, repurposing the swimming pool and the gym on the site.
- Members were reminded that the material deficits in the application will need to be addressed, stating that the flawed process especially with lack of public participation could not be salvaged by imposing conditions which later could be made worse when Peabody seek to vary conditions. This process needs to be rectified, that this is an opportunity to work alongside residents to break away from high rise dense developments stifling London and blighting the lives of residents. The council should not be encouraging a gated high rise exclusive dwelling on the site and that this application should be rejected
- Pamela Windham Stewart, a psychologist, who had worked in HMP Holloway until it closed in 2016 and an Islington resident was concerned that the proposed Women's Building was not adequate, noting that there was no attempt to represent the history of the Prison on this site. Members were reminded of the various preventative programmes in the prison before it closed in 2016 which supported inmates from reoffending when released into society, its significance and role within the criminal justice system. Programmes such as the mother and baby unit, education, housing and mental health, therapy groups etc were all so essential for the prevention of crime. Members were reminded that the success of the intervention

programme should have been recognised by having an iconic building on the site, a place of reference where scholars and children can visit, that such an opportunity should not be lost

- There is concern that the legacy and the space for therapeutic interventions for all are not represented by this offer and that the retention of the cherry trees is not sufficient, that more can be done on the site for community safety
- Linda Clarke, local resident, requested that the Committee reject the scheme on the grounds of its failure to comply with Islington's policies & GLA requirements and above all its failure to achieve Climate Emergency targets
- Members were advised that following the Edmonton incinerator issue, any scheme going forward should comply with the Council's Environment Policy with a top priority to combat climate change. Peabody's proposal, one of the largest developments in the borough fails to address Islington's 2030 Net Zero carbon targets.
- The scheme also fails in a number of policy areas such as density with its 200 units above the preferred option in the SPD, the council's tall buildings policy and the lack of provision of community facilities. The meeting was reminded of the major transgressions in terms of daylight sunlight loss, especially as the Mayor's housing design quality guidance requires that buildings should be dual aspect with the majority of flats proposed for social rent being single aspect which is bound to cause significant overheating and ventilation problems. Islington's Bio diversity emergency plan is undermined by overdevelopment of the site and its green space policy.
- A local resident involved in the Campaign for 4 Holloway Group was concerned about the tenure mix on the site stating that every block should have mixed tenure. Marj Mayo suggested that by amending a specific condition, the developers could introduce mixed tenure in an innovative way as an experiment to foster community cohesion. She identified block D with the resident lounge as a good place to experiment in that it will bring tenants and residents together to manage the facility in a socially inclusive way and encourage all to participate in social and cultural activities together.
- Debbie Humphrey a housing and planning researcher from Oxford Brooke's university, speaking on behalf of Islington Homes for All objected to the scheme on the basis of the location of the social rented units which represents 42% of housing provided on site in comparison to the location of private sale units which is around the same percentage of 40%. Members were reminded that 3 of the 5 blocks facing the Parkhurst Road are designated for social rent, and that 85% of the flats facing the polluted major road will be for social rent. However of the flats facing the park, 5 of the blocks are for private sale and one for social rent demonstrating the uneven distribution of housing tenure.
- Peabody claims that blocks facing the road will have great views, it ignores resident's health and increasing energy cost especially as an estimated 25,000 vehicles go through Parkhurst Road each day with social tenants being highly disproportionately exposed to pollution and noise levels.

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- Members were reminded that the high number of single aspect windows were non-compliant with all relevant Islington policies.
- Andy Bain, Islington Homes 4 All, an objector to the scheme welcomed the commitment for no less than 42% of social housing, however there is concern about shared ownership as it is not considered to be affordable. He noted that evidence shows that less than 10% involved in the scheme ever buy out right their properties and over 80% ever buy more than their initial share of the scheme. Members were reminded that purchasing a 25% share in a Peabody shared ownership property will require a household income of over £67,000 which is double the joint income of Islington resident which the scheme is aimed at and further more service charges can be high and unpredictable which further makes shared ownership unaffordable
- Considering this space is public land which is being used for much needed housing, Islington Council should interpret its own SPD to maximise its social housing.
- To address and promote community cohesion within the development, a condition should be imposed requiring the setting up of a democratic tenant and resident association which should also be recognised by Peabody.
- Jonathan Ward, local resident, member of the design review panel objected to the flagrant disregard of GLA & Islington policy, and stated that the extreme density of the proposal will result in poor quality homes and public space
- Members were reminded that over £90m of public money has gone into the project via grant and loans and that it is a travesty that this will result in poor quality homes. The proposed number of homes is 36% more than the Council's own capacity assessment for the site thereby making St George's ward the 12th most dense ward in London.
- Concerns that 210 rooms will not receive the minimum recommended daylight levels and the annual sunlight levels will not be achieved in over 53% of the rooms. An additional concern is that despite the deficit of outdoor space in the area, the scheme falls short of policy requirements and it is important to recognise that once this scheme is built the amount of open space per person in the Ward falls because of the dense nature of the scheme.
- Concern with regards the access road that cuts through the development.
- Lawrencia Frempong, a local resident and trustee of the Community Plan 4 for Holloway group was concerned that the scheme will not promote community cohesion, that a mixed tenure within all blocks will enhance harmony and that all open areas should be accessible to all the scheme's residents. The lack of provision of a community centre is a concern with a potential influx of 3500 new people on the site. The nearby Williamson centre will be unable to manage the number of residents. She highlighted that with children living in such a development it will be essential to have adequate facilities to enable space for learning and recreational activities which will promote healthy active integration of young people into the society.
- Peabody's arrangements and plan of a private lounge on the site is not ideal as it excludes social tenants and in particular low income earners which will not promote community cohesion

## Planning Committee - 10 February 2022

- A suggestion was made that if the application is to go ahead, a condition be imposed for 50% of the residents lounge to be used by the community free of charge making it accessible for all residents to mix together whatever their income
- Niki Gibbs, a local resident and a member of Reclaim Holloway was concerned with Peabody's current plans regarding the Women's Building, that the proposed flexible all purpose building is not similar to the Women's centre in the HMP building which pioneered and housed some of the more progressive therapeutic and holistic services for women within the criminal justice. Members were reminded that the council's SPD states that with any replacement and relocated facility for the specific use, it should at least be equal to the existing facility, however the scheme's current plan for a single floor leaves approximately only 600 sqm of floor space for services, which represents one seventh of the space available to women in the prison. It was noted that this space will be expected to additionally provide services for vulnerable women in the community particularly young women and provide a hub for 40 women's organisations to deliver services from accessible services
- The single floor is what the developer is prepared to offer at a peppercorn rent and the building does not attempt to meet the needs of women or honour their legacy. Meeting was informed that following a briefing by the council's design officer about the Women's building the proposal was deemed inadequate by 24 of the 28 service providers who responded.
- Reclaim Holloway have concerns with the £2.9m being secured to kit out the Women's building as this amounts to fitting out a place that is not fit for purpose, as the building should be a jewel on the site as a legacy to honour women and the prison workers, that nothing less than a standalone building will be sufficient, noting that block E2 will be a perfect place for a women's building. It was suggested that funding should be sought from the £1.2billion Prison Reform budget towards the Women's building

The applicants were invited to speak and address the concerns raised by the residents. They stated that:

- The proposal will result in the provision of 985 homes, 60% which are affordable( 415 social rent (including 60 extra care homes) and 178 shared ownership, exceeding policy and this is regarded as a substantial contribution to addressing affordable housing need in the borough
- Meeting was advised that 269 jobs will be provided across the whole scheme both during and after completion, that there will be an on site green skills hub. As a founding member of the Women's Trade Network, both women and 51 apprentices will be actively involved throughout the phases of development, an employment obligation which goes beyond policy requirement.
- Peabody will retain the freehold interest of the development and will be responsible for the estate management of the buildings and the green space. The scheme is carefully designed for its future residents for both its functionality and longevity, hence the reason that robust high quality materials are being used that will complement the surroundings and stand

the test of time. Meeting was advised that beyond the buildings, Peabody aims to create and sustain communities, looking forward to fostering the Holloway community by delivering a Community Engagement Plan.

- Other proposals include a generous open space maintained by Peabody, tenant resident activities available to all regardless of tenure, commercial space,- play spaces, the Women's Building and the mix of tenure being evenly distributed across the site which will all help to produce a sustainable and inclusive community.
- The Project Manager advised that the scheme is able to deliver on the supplementary planning document and importantly is going beyond policy requirements to create a fantastic place for people to live and spend time and to honour importantly the legacy of the site and to making a significant contribution to the borough's affordable housing crisis.
- Meeting was advised that it has been a long process, working in conjunction with planning officers with the result that the scheme before the Committee is a high quality, well designed, landscape led development with 60% affordable housing.
- With regards to the use of the resident facilities on site, the Project Manager assured the Committee that it will be available for all residents regardless of their tenure and welcomed the suggestion as to the setting up of a TRA
- On the lack of a community centre on site, the project manager referred members to a 2020 report commissioned by the council which clearly states that there is currently no demand for new community centres within Islington , reminding members that there is scope through CIL - for it to be used towards improving existing neighbouring community centres
- With regards to the question about tenure distribution and especially around Camden and Parkhurst Roads, the Project Manager acknowledged that along that elevation and looking onto Camden Road 40% of the homes are social rent with the remaining being shared ownership or market.
- On potential anti-social behaviour, the Project Manager noted concerns, reassuring the meeting that as the scheme evolves and with Peabody's stewardship of the site, it will ensure this is addressed and will continue to consult with the Met Police, reminding the Committee that conditions have been secured as part of the proposal to address this issue
- The Project Manager reassured the Committee that there will be no segregation within the proposed play space on the site, that it will be available to all residents to use.
- In response to a lack of provision for teenagers on site and a discussion on improving its offer on the site, the Project Manager stated that the scheme caters for all ages of young people within the scheme, reiterating the 1.4acre of public park and the resident's facilities which are available to all.
- The Project Manager reiterated that in terms of provision for young people, the scheme has exceeded policy requirement however reminding members that landscaping condition which has been secured.
- In addition to the above, the Director of Planning referred members to condition 52 in the addendum report which states that prior to the occupation of the development, details of the play spaces should be

submitted to the local planning authority and it clearly states that all age groups would be catered for.

- The Chair suggested that maybe a condition specifically to address all age groups could be recommended so as to remove any ambiguity about the age of children as presently it is a broad definition.
- In response the Project Manager reiterated some of the provision for teenagers such as table tennis, rope climbing, out door activities such as marbles, informal lawn areas and hammocks and will be secured by a condition.
- On the question of whether there was an indoor provision for teenagers, the Project Manager stated that the residents and tenant facilities will be open to all residents on the development, however there was acknowledgment that the final use of the building has yet to be finalised.
- With regards to a Member question about the viability of the scheme and its projection of a £44m deficit and how it aims to address this shortfall, the Project Manager advised that based on their assessment that over time the sales value of the flats will increase and help to reduce the deficit.
- On the issue of tenure distribution around the site, the Project Manager acknowledged that along Camden and Parkhurst road, 40% homes facing the road are for social rent and the remaining ones are allocated to shared ownership and market sales. Providing further details of affordable housing facing the road, it was noted that 53% will be shared ownership and 7 % will be market sales which amounts to a total of 93, so overwhelmingly amount of social housing will be facing Camden road
- A Member sought clarification of Peabody's plans to build an inclusive and sustainable community without providing enough community indoor space and especially the renaming of the 'Residents lounge' to 'Residents space'.
- In response, the Project Manager reiterated that in terms of internal spaces, there will be a resident and tenant facility which is situated on the ground floor of block D, the uses of which are yet to be finally determined and that the scheme's indicative plans in the design and access statement show a proposed gym, a lounge, work space and a dining room, that the spaces will be available to all residents and not be run for profit.
- On the question of whether these facilities on site will be available to be used by the wider Holloway community, the Project Manager advised that it will be restricted to those who live in the development, however residents can invite outsiders to enjoy the facilities.
- On Peabody's claim of delivering a landmark Women's building, and in reality only committing to providing a shell and core building, the Project Manager acknowledged that due to the financial deficit noted in the submitted viability assessment report, it is unable to fund the fit out costs of the women's building. The Project Manager reminded the committee that granting planning permission is conditional on funding for the fit out being secured.
- In terms of the future use and management of the women's building, the Project Manager informed members that a feasibility study will be carried out in conjunction with council officers.
- In response to a Member's assertion that the scheme is unable to deliver a landmark women's building therefore not policy compliant as the SPD

requires, the Project Manager reminded the meeting that there is an obligation to fit out the Women's building and it will have to seek funding from somewhere else if the Council is unable to provide funds.

- On being asked whether there is an improved offer regarding London Living Rent, the meeting was advised that the scheme is in deficit and Peabody cannot at this stage make any changes or improvements to the intermediate offer by introducing London Living Rent as the scheme will incur a significant cost and the whole benefit of the proposal will have to change. Project Manager reminded the meeting that by offering shared ownership the scheme is able to fund the 415 social rent homes.
- Members were reminded that shared ownership is a recognised intermediate affordable product and policy compliant
- On the accessibility concerns into neighbouring site such as Bakersfield Estate, the project manager informed the meeting that this is dependent on third parties opening up their sites, and that in the last few years, there have been productive discussions with Notting Hill Genesis and City of London on opening up the access route into the neighbouring site.
- On the issue of the schemes' Net Zero Carbon targets, the Project Manager advised that Peabody's net zero assessment will ensure that the buildings are sustainable, that Peabody will upgrade its PV panels and as the scheme evolves there will be scope to look at ways of improving performance against the target, noting that there is an obligation in the s106 agreement that with the beginning of each phase and new technology coming into the market, this issue will be revisited. Peabody will continue to strive to address this issue.
- With regard to objectors' suggestions about having a mix of both social renters and market occupiers and shared ownership in the same block, the Project Manager acknowledged service charges are important and the separation of tenures ensures a better management of service charges so as keep these at a minimum for social rented tenants, that the business model is driven by the desire to keep cost low.
- On the question of Council deciding not to provide CIL monies to the scheme but prefer to spend it elsewhere, the Project manager reiterated that this will act as a further incentive for Peabody to seek funding elsewhere as there is a full commitment to provide the 415 affordable homes.
- With regards broadband provision, the meeting was advised that all homes will have fibre broadband infrastructure as standard and that free public wifi will be made available in the park, however occupiers will have to seek their internet services from their providers
- Members had concerns about the lack of provision on the development for teenagers, that there are issues around the running cost of the women's centre, the possibility of exploring more social mix of the tenures, daylight and sunlight concerns and broadband provision.
- A member suggested that more time will be required for a scheme this big and complex, suggesting that the application be deferred so issues such as the mix of tenure and its effectiveness can be resolved. There is concern about the huge discrepancy in relation to the deficit of the scheme as

provided by both the applicant and the council's experts and the fitting out cost of £2.9m for the women's building and also possible running costs.

- Another member was not clear as to the provision of activities for young people, suggesting there is scope for the developers to be more specific on the offer and would welcome more information especially as a development of this size will have lots of families living there.
- There was concern that there was no improved offer in relation to London Living Rent especially as it is well known today that shared ownership is not affordable.
- Another member was not satisfied with the applicants explanation on the £2.9m fitting cost especially with the suggestion that the scheme is subject to the Council proving CIL monies, an odd arrangement considering that CIL monies are the only funding available to council to fund improvements across the borough.
- Not satisfied with Peabody's claim about promoting community, that the scheme looks like a private development. Peabody should be looking at the high cost of fibre optics as it is expensive for low income earners.
- A Member requested more details about the access route into neighbouring sites as applicants have not provided an adequate answer to this issue
- Member enquired if it was possible for the applicant to reconsider the disproportionate number of social rented units facing the busy polluted roads.
- The Committee agreed to defer the application so as to allow both the applicant and planning officers to look at addressing some of the issues, specifically -
- In response to the above, the Director of Planning advised the Committee that officers will work with the applicants to address the issues raised and that subject to the progress with resolving the issues, that it is proposed that the application be brought back to the committee on 8 March.
- The Legal Officer advised that if the Committee is to meet to consider the specific issues noted above only, the same members will be required when it comes back for consideration.

Councillor Convery proposed a motion to defer the application. This was seconded by Councillor Kay and carried.

**RESOLVED:**

That consideration of the application be deferred for the reasons outlined above.

**279 ADDENDUM COMMITTEE REPORT (Item B2)**

The meeting ended at 11.15 am

**CHAIR**



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### PLANNING COMMITTEE REPORT



|                           |               |                    |           |
|---------------------------|---------------|--------------------|-----------|
| <b>PLANNING COMMITTEE</b> |               | <b>AGENDA ITEM</b> | <b>B1</b> |
| <b>Date:</b>              | 08 March 2022 | <b>NON-EXEMPT</b>  |           |

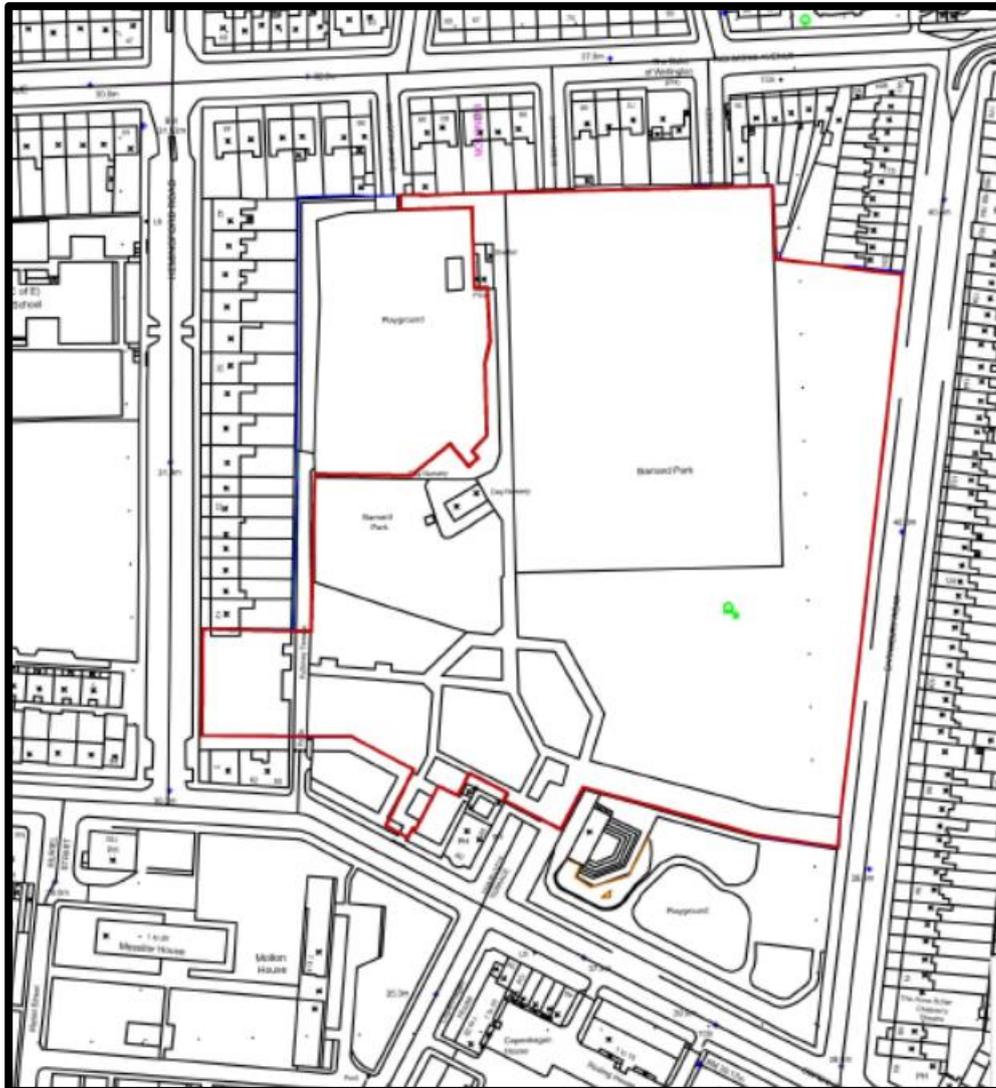
|                          |  |
|--------------------------|--|
| Application number       | P2021/3658/FUL   |
| Application type         | Full Planning Application (Council's Own)  |
| Ward                     | Barnsbury  |
| Listed building          | No   |
| Conservation area        | Barnsbury Conservation Area  |
| Development Plan Context | Local cycle route<br>Major cycle route<br>Local views from Archway Road/Bridge<br>Public Open Space (OS 18 – Barnard Park)<br>(AP1) Barnard Park (Designated Adventure Playground)<br>Site of Nature Conservation (SINC4 – Local)<br>Article 4 Direction A1-A2 (Res of Borough)  |
| Licensing Implications   | None   |
| Site Address             | Barnard Park, Copenhagen Street, London, N1 0NL  |
| Proposal                 | Refurbishment and improvement works to park to include: replacement of existing Redgra pitch with 9-a-side pitch and associated retaining walls; creation of new grass area for amenity recreation and sports use; removal of existing park buildings and erection of new community hub building; new and reconfigured entrances and footpaths; installation of adult gym equipment; park furniture; removal and replacement of trees; and landscaping throughout. |

|              |  |
|--------------|--|
| Case Officer | Samir Benmbarek                        |
| Applicant    | Ms Valentina Sbrana- Islington Council |
| Agent        | None                                   |

**1. RECOMMENDATION**

The Committee is asked to resolve to **GRANT** planning permission subject to the conditions set out in Appendix 1 (Recommendation A)

**2. SITE PLAN (site outlined in red)**



**3. PHOTOS OF SITE/STREET**



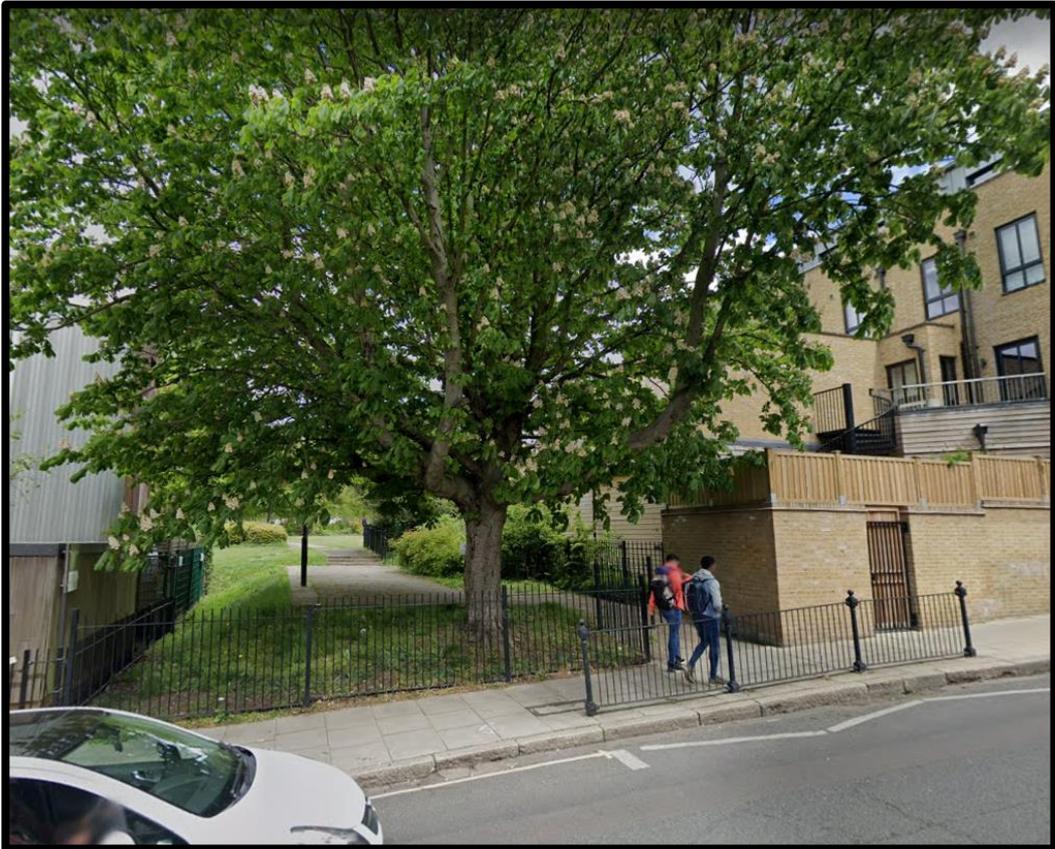
**Image 1:** Aerial view of site looking north.



**Image 2:** Aerial view of site looking south.



**Image 3:** Charlotte Terrace entrance.



**Image 4:** Copenhagen Street entrance (to be closed off as part of the proposed development).



**Images 5 & 6:** View of park from Sheen Grove and Boxworth Grove (northern entrance to be relocated as part of the proposed development).



**Image 7:** Existing 11 x 11 aside Redgra pitch.



**Image 8:** Existing Boxworth Grove entrance.



**Image 9:** Existing main park path with Redgra pitch to the right and one o'clock club to the left.

## 4. SUMMARY

- 4.1 This planning application seeks permission to refurbish and upgrade the existing park to include: a new and relocated 9 aside 3G sports pitch and associated fencing and floodlights; the erection of a new single storey community hub building; and landscaping works. Other developments proposed are the refurbishment and relocation of the entrances to the park, installation of gym equipment, seating and picnic furniture, tree planting and new and upgraded routes through the park.
- 4.2 The application site has an area of 3.20 hectares (31,299sqm) which includes an existing hardstanding 11-aside Redgra pitch with an area of 8,990sqm. The application is therefore classed as a major application and requires presentation at Planning Committee as the site area is more than 1 hectare (10,000sqm).
- 4.3 The park contains two buildings: the One o' Clock club and a caretaker's lodge. These have a combined total floorspace of 152 sqm. Both buildings sit within designated open space and a site of importance for nature conservation (SINC) . These two buildings would be demolished and replaced with a new community hub building. This building would be located in close proximity to the site of the existing One O'clock club building. The new community building would have a GEA of 159.4sqm. The footprint of this building would exceed the footprint of the two existing buildings by 7.4sqm. The new community hub building would also be located within Public Open Space and SINC.
- 4.4 The proposed development would provide improved formal and informal sports provision at the site, with the pitch being designed to meet enhanced pitch design requirements for rugby usage (confirmed not to prejudice its ongoing use for football). This enhanced design increases the number of formal sports groups that can meaningfully use the new facility. However the quantity of sports pitch facilities would be reduced from 8,990sqm to 5,764sqm (a reduction of 35.9%), replacing the 11 –aside Redgra pitch with a 9 aside pitch and this (despite enhancements in quality, improved management and meeting current identified local need), would conflict with policies CS17A and B, DM6.4 Part C V) and the proposals do not entirely meet London Plan policy S5 Part C (1). The significant improvements to quality, expanded sport usage, provision of informal sports area and management and booking system have all secured Sport England's support for this proposals despite the reduction in size.
- 4.5 Furthermore, whilst the proposed development would result in a very minor increase of open space being occupied by the new building this is considered to be balanced by the landscape enhancements, accessibility improvements and the overall improvement to the quality of the park including biodiversity. In this regard these mitigating aspects of the proposed development are considered to justify a departure from policy DM6.3 (A) that resists any loss of public open space. It should be noted that despite a minor loss of SINC area, the proposals are considered to significantly enhance the biodiversity within the site and therefore enhance the SINC designation.
- 4.6 The proposed development would introduce a single storey Community Hub building at 3.2m in height, located centrally within the park, in close proximity to the current One O'Clock building and whilst the floor area would be greater than the two buildings to be demolished the overall height and massing of the building would not overwhelm or dominate the open and spacious character of the park. Having carefully assessed the visual and heritage impacts, it is considered that the proposed development would not adversely affect the character nor appearance of the Barnsbury Conservation Area, and would in fact better reveal the significance of adjacent listed buildings in terms of their setting. In design terms, the proposed new community hub building and landscaping works would result in improvements to the parks overall appearance that are considered to be acceptable and comply with the relevant design, conservation and heritage policies.
- 4.7 The proposal would also include a green roof to the Community Hub building and an air source heat pump. It would also be designed to achieve BREEAM 'Very Good' rating. As the application was not accompanied by a Sustainable Construction and Design Statement, one will be required by pre-commencement condition to secure further energy efficiency improvements. The proposals would significantly enhance the ecological and biodiversity features of the park to comply with the

SINC policy requirements. Subject to conditions, the energy, sustainability and biodiversity measures are considered to (or able to) comply with the Development Plan's requirements

- 4.8 The proposed development would not result in an unacceptable impact on nearby residential properties or the local area in terms of loss of natural light, privacy, overlooking, due to the significant separation distances to local properties and the single storey nature of the replacement Community Hub building. Noise impacts would be mitigated through the imposition of appropriate planning conditions to secure hours of use of the sports pitch and Hub building and a management plan to be secured by condition.
- 4.9 Overall, whilst the proposals would conflict with Development Management Policies DM6.3 through development on public open space (7.4sqm loss), there are mitigating factors that justify a departure in this instance due to significant enhancements in quality of sports pitches, as well as in the flexibility, quality and accessibility of the park including ecological value, as noted in the summary above. In other respects the application is considered to be in accordance with remaining and relevant policies within the Development Plan, and is therefore recommended for approval subject to appropriate conditions as set out in Appendix 1 of this report.

## **5. SITE AND SURROUNDINGS**

- 5.1 The application site is a large park located on the northern side of Copenhagen Street and the western side of Barnsbury Road. The whole park has an area of 3.6 hectares (or 36,000sqm) whilst the application site within the park has an area of 3.13 hectares (or 31,299 sqm). The park itself is bounded to the north by Richmond Avenue (with Boxworth Grove providing a northern entrance to the park) and Hemingford Road to the west.
- 5.2 The site is not statutorily or locally listed. However, it is located within the Barnsbury Conservation Area. The site is designated as public open space (OS18). The site is also a designated Site of Importance for Nature Conservation (SINC) and is of local level significance (SINC 4).
- 5.3 The existing site comprises:
- a hardstanding 11 a-side Redgra pitch occupying an area between the centre of the park and the north (which is noted by the applicant to cover almost one third of the park);
  - a children's playground to the north west;
  - a main north-to-south hardstanding path through the centre of the park;
  - secondary routes radiating from the Charlotte Terrace entrance of the park; and
  - two single storey buildings. These buildings measure 144sqm in floor area and house the One o'Clock Club and caretaker's building (and toilets) and are constructed of brick.
- 5.4 The park boundary consists of metal railings and gates in a black painted finish. Existing entrances are located at Charlotte Terrace (considered the main entrance), Copenhagen Street, Boxworth Grove and Barnsbury Road.
- 5.5 The park was formed after WWII bomb damage with the existing site formerly accommodating housing and other buildings in a similar street pattern to the surrounding area. This is seen with remnants of the cobble stone path that was the former Alma Grove.
- 5.6 The existing use of the site is sui generis and is a public park owned and managed by Islington Council. It is considered that as the two existing buildings support the main public open space functions of the park, they also benefit from a sui generis use class.
- 5.7 The character and use of the surrounding area is dense and predominantly residential with more mixed uses, including commercial uses, located to the South East by the Angel.

## 6. PROPOSAL (IN DETAIL)



Image 10: Proposed masterplan 1

- 6.1 The proposal would refurbish and upgrade the existing park to include a new and relocated sports pitch replacing the existing 11 a side pitch. The proposals also include the removal of the existing park buildings and the erection of a new single storey Community Hub building (located in a similar position to the existing One o’Clock Club building) and landscaping works. The refurbishment and relocation of the entrances to the park, installation of gym equipment and seating and picnic furniture, tree planting and new and upgraded routes through the park are also proposed.
- 6.2 The replacement 9 a-side 3G football sports pitch would occupy an area of approximately 5,764sqm (a 35.9% reduction) and would include the erection of eight (8) floodlights positioned on 12m tall columns, to facilitate use of the pitch after daylight hours. The lights would utilise flat glass technology. New boundary fencing is also proposed to the pitch that would be mainly used for 9-a-side football and rugby. The application is supported by a ‘Barnard Park 3G Football Pitch Management Plan’ that includes details of one member of staff being on site at all times (operating from the new community hub building) and sets out pricing schedules for the football pitch hire.
- 6.3 An enhanced central green area will offer opportunities for bookable sports and recreational activities, an outdoor gym adjacent to the sports pitch, a new curved central footpath and a new diagonal footpath linking to Barnsbury Road, new park furniture, signage and information boards and installation of Sustainable Urban Drainage Systems (SUDs).
- 6.4 The new Community Hub building would be located in a similar location to the existing One O’Clock Club building, by the south western corner of the new 9-a-side football pitch. The building would measure 159.4sqm (7.4sqm larger than the two buildings to be demolished) and would be constructed of black brickwork with black and grey aluminium fascia banding and framing for the glazing. The flat roof of the building would accommodate a green roof (wild flower meadow) and an air-source heat pump. The Community Hub building would accommodate:
- the park manager's office;
  - a kitchen;
  - a kiosk / servery;
  - a multi-use hall for under 5s (for the use of the One O'Clock Club);
  - accessible changing rooms;

- storage rooms; and
- toilets, including accessible toilets.

6.5 The entrance improvements would affect 3 park entrances and consist of the relocation of the Hemingford Road entrance gate away from the existing mature tree and terrace of houses, and the relocation of the northern entrance from Boxworth Grove to Sheen Grove. The works to facilitate this would be of a matching appearance to the existing boundary and gate treatment. The Copenhagen Street entrance would close and be turned into a wildlife area.

6.6 New and improved routing is proposed with the paths towards the south of the park being removed and replaced with a main route linking the Charlotte Terrace entrance to the new community hub building and sports pitch. From there the path splits into two with a longer path looping around a new green area to the relocated northern entrance before routing eastwards to Barnsbury Road. The shorter path provides a more direct route to the same Barnsbury Road entrance. A path is also maintained towards Hemingford Road whilst secondary routes are proposed within the new trees planted at the south-eastern part of the site.

6.7 A total of 13 trees are proposed to be removed to facilitate the redevelopment of the park although 51 replacement trees to enhance the greening of the park and improve habitats are also proposed. These green enhancements include thicket and wildlife planting around the northern and southern perimeters of the park, a new green area for casual use as well as informal sports use, other smaller grass areas, as well as small wildlife pockets by the proposed closed entrances (Copenhagen Street and Boxworth Grove). Furthermore, the proposals include swales (or hollows) to the edges of the soft green areas, log piles and brushwood trimmings as bird and insect habitats within thicket planted areas, loggeries buried in the ground to encourage stag beetles and bird and bat boxes within mature trees and beneath the overhanging eaves of the Hub Building.

6.8 Sustainable Urban Drainage Systems (SUDs) proposals include:

- Swales: Areas of swale are proposed at either side of the proposed central green space. Surface water will run into these shallow grassed depressions which will act as attenuation areas in periods of extended heavy rain fall. The majority of the time these areas will not be required to hold water and will just be attractive areas of long grass and planting.
- Permeable footpaths: The areas of proposed footpath that are beneath existing trees will be of a permeable construction. The new footpaths from Barnsbury Road entrance will be permeable resin bound gravel.
- The new sports pitch: This will be built over a free-draining permeable stone sub-base avoiding a piped connection to a surface water drainage system. The replacement pitch will be a natural grass sports surface (replacing the impervious Redgra pitch).
- Drainage: All new footpaths will have surface falls tipping to areas of soft landscape. The central green levels will be 'crowned' i.e. slightly higher in the centre, falling to the sides. Details of the drainage and turf will be finalised with a specialist sports contractor. There are no proposals to make new connections to the surface water drainage system.

6.9 Cycle parking is proposed for 12 cycles nearby the Charlotte Terrace and Barnsbury Road (south) entrances with seating proposed along the paths and around the sports pitch. Refuse storage is proposed by the community building by the centre of the park.

## 7. RELEVANT HISTORY:

### Barnard Park, Copenhagen Street

7.1 P2016/1109/FUL- Refurbishment of east side of Barnard Park including improvements to football pitch, planting, turfed areas and re-design and layout of pathways. AMENDED DOCUMENTS SUBMITTED - illustrating additional fencing around the informal 'central green area' and supplementary information to support the proposed Barnard Park scheme inclusive of the proposed 7-a-side, 3G astro turf football pitch.

- 7.2 This application was initially presented to the Planning Sub-Committee A on the 18th July 2016. Of particular note during that meeting, a member stated that the current pitch at 8,990sqm was larger than a full sized pitch of 7,140sqm so reducing it to a full sized pitch would reduce its dominance. Alternatively other sized pitches could be considered. It was suggested that, in line with the advice contained in the letter of objection from Sport England, a 9-a-side pitch would be of most use to local schools.
- 7.3 The application was deferred to enable more consideration to be given to different sized football pitches – based on Sport England comments on pitch sizes, and the balance of sports and leisure use.
- 7.4 Following a meeting with Sport England, amended drawings were submitted. However they continued to include a 7 – a - side sports pitch. Supplementary information was provided to support the proposed Barnard Park scheme inclusive of the proposed 7-a-side 3G astro turf football pitch. Sport England maintained their objections. On 9 May 2017 the Planning Committee resolved to grant planning permission subject to conditions and a legal agreement.
- 7.5 Subsequent to the Planning Committee meeting and the resolution to grant planning permission (subject to legal agreement and conditions) the Secretary of State called in the application for decision due to the outstanding Sports England objection. Greenspace withdrew the application to continue dialogue with Sport England to reach a compromise.

### **Pre-Application Discussions**

- 7.6 A PPA was undertaken between the applicant and planning officers that consisted of an initial meeting, two design workshops and a follow-up meeting. Throughout the process, the initial design of the scheme (similar to the 2016 scheme) eventually evolved into the current submission through discussions and advice pertaining to the below:
- **Community hub building:** To provide a building that is contextual and durable for its location within a park within the Barnsbury Conservation Area. The building should also be inviting and attractive to all users as well as accessible.
  - **Entrances and paths:** The paths should be simplified with more space provided for soft and green areas rather than provide more hardstanding with unnecessary paths. Wayfinding means should be provided at each entrance and it is suggested to relocate the Boxworth Grove entrance to Sheen Grove to improve user safety and accessibility. It was also advised to close the secondary Copenhagen Street entrance.
  - **Landscaping and planting:** More informal and social green space to be provided in the scheme for other casual users of the park. Where the closed Copenhagen Street and Boxworth Grove entrances are located, the associated pockets of open space can be converted into wildlife planting to enhance biodiversity. An increase in tree planting should be sought.

## **8. CONSULTATION**

### **Public Consultation**

- 8.1 Letters were sent to occupants of 604 adjoining and nearby properties at Copenhagen Street, Hemingford Road, Richmond Avenue and Barnsbury Road on 12/01/2022.
- 8.2 Multiple site notices and a press notice were displayed on 13/01/2022. The public consultation of the application therefore expired on 17/02/2022; however, it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.3 At the time of the writing of this report a total of 59 responses had been received from the public with regard to the application. The issues raised can be summarised as follows:

### **8.4 OBJECTION RESPONSES**

- Reduction in size of existing Redgra pitch; the pitch encourages community interaction and fitness. It discourages crime and occupies young people in an outdoor space inner city borough. The pitch allows the opportunity for group activities for a low price which means it is accessible to all. Downsizing the pitch when youth crime and lack of fitness is an issue is shocking.
- A 9 – aside pitch is of no use to local teams progress through the age groups
- Would protest against any plans to reduce the pitch size, lock it or charge for access.
- Incoherent spatial layout with the location of the sports pitch dominating in the centre with disparate green areas around it;
- No air quality impact assessment/assessment of impact on air quality from barbeques;

8.5 OFFICER RESPONSE: Please refer to the Land Use (Sports Provision) and Design sections in respect the first and second points respectively. An air quality assessment was not requested in this instance as the proposals are for improvements to an existing park and is not proposing a new (large scale or minor) residential, health or other use (or a change of use) where it would be considered necessary to mitigate impacts on air quality.

#### 8.6 SUPPORT RESPONSES

- Support to overall redevelopment;
- Support of new and improved floodlit sports pitch;
- Shortage of pitches across Islington and North London;
- Promotes the take up of sport and healthy activity;
- Encouragement of rugby/tag rugby participation;
- Increased footfall to nearby businesses from increased use of the park;
- Would request a condition to prohibit film production vehicles parking within Barnard Park.

8.7 OFFICER RESPONSE: Please refer to the Land Use (Sports provision) section of this report a detailed assessment. Film production vehicles are a matter for Islington Park's Services.

8.8 **Friends of Barnard Park:** Overall, support the scheme with a few comments:

- Storage facility for volunteer gardeners;
- Little free time noted on the sports pitch draft schedule;
- Village green area to not be a bookable space.

8.9 **Try Tag Rugby:** Support of the proposed development with around 300 participants who play at nearby Paradise Park on a Tuesday and Thursday evening. Few opportunities for rugby in North London.

8.10 **Islington Swifts Group:** Proposed development welcome; however, the universal swift nesting boxes are rather proposed than the sparrow terraces. This has been secured by condition

#### External Consultees

8.11 **Sports England:** Although the proposal would result in the loss of a larger facility it would be replaced with a newer, albeit smaller, artificial grass pitch (AGP) that would be designed and constructed to modern requirements that could be used for both football and rugby training. It would

also be supplemented by the potential use of the open grass area. In this respect, the Football Foundation have indicated the site is a priority for football and supports the application while the RFU have highlighted a deficit of such facilities within the area therefore are supportive of the proposal provided the AGP is constructed to World Rugby Regulation 22 criteria.

An indicative Management Plan has been submitted that indicates that a steering group with some local stakeholders would assist in the use/operation of the entire park therefore there should be some local community input into the use of the park. The indicative Programme of Use highlights usage of the proposed AGP that does include non-bookable free community play as well as use from local groups and clubs. The RFU have requested the opportunity to explore the programme of usage further to maximise rugby usage, including in the offseason, therefore Sport England recommends that the applicant/Council liaise with them further in this regard. Sport England appreciates that the existing Redgra has more free access however a balance is required to ensure that the proposed AGP can be managed and maintained to safe standard and be fit for purpose in the long-term. The proposed open grass space would still allow some more open access for some sport and activity unless it is booked for a particular function.

A hub building is proposed to support the park. Sport England is satisfied that there is sufficient supporting facilities, ie. accessible toilets, to support the intended use the facility. It is noted that both the RFU and Football Foundation have not raised an objection to the supporting facilities within the proposed hub building.

Overall, in sport facility terms, the application proposes to replace a well-used, despite its condition, Redgra facility with a AGP and smaller open space grass area. Although there would be a reduction in size in the main sports facility within the park and the proposed facility would not allow the same extent of free usage, it would be designed and constructed to modern standards, allow safe usage of football and rugby, help address local sport deficiencies and would still allow some free use. The proposed AGP would also be supplemented by an open area that could be used for formal and informal sport and recreation, and an ancillary building. An outdoor gym is also proposed that would encourage further activity. On balance, Sport England, with support from by the Football Foundation and RFU, consider there be sufficient benefit of the entire scheme to outweigh the loss of the existing Redgra Facility.

An informative is advised to be attached upon approval to ensure further consultation with the RFU with the development of the Programme of Use. Sports England would also wish to be notified of the outcome of the planning application through a receipt of a copy of the decision notice. (Officer comment; Condition 3 and Informative 3 address these points)

- 8.12 **Metropolitan Police:** Proposed scheme should achieve Secure by Design accreditation. This would be secured by a Condition.

### **Internal Consultees**

- 8.13 **Planning Policy:** No objection on balance given the improvements the development would bring. Whilst there would be a minor amount of open space developed upon, this is to facilitate better use of the park and the new sports provision would increase and improve the use of both formal and informal sports, taking into account the reduction in the scale of the pitch.
- 8.14 **Nature Conservation:** No objection further to further details of the green roof, meadow and other elements to be secured by Conditions.
- 8.15 **Trees:** No objection subject to Conditions securing details of tree protection and tree planting.
- 8.16 **Design & Conservation:** No objection to the proposed development subject to Conditions on details of materials and treatments. The proposed development would have a neutral impact upon the setting of the Barnsbury Conservation Area.
- 8.17 **Inclusive Design Officer:** A mostly well considered redevelopment of the park site. Further details of park furniture and routes and other minor elements to be secured by Condition.

- 8.18 **Energy:** The 'very-good' BREEAM rating of the proposed community hub building is acceptable in this instance, taking into account other sustainable measures the development proposes. Requires a Sustainable Design and Construction Statement to be secured by Condition.
- 8.19 **Highways:** No objection in principle to the redevelopment of the site. Conditional upon a Demolition, Construction and Environmental Management Plan (DCEMP).
- 8.20 **Public Protection:** No objections subject to Conditions pertaining to securing a Demolition Construction Environmental Management Plan (DCEMP), compliance with the submitted management plans, and hours of use of the proposed floodlighting for the sports pitch.

## 9. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS AND POLICIES

### National Guidance

- 9.1 Islington Council (Planning Committee), in determining the planning application has the main following statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
  - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
  - As the development is within or adjacent to a conservation area(s), the Council has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area (s72(1)).
- 9.2 National Planning Policy Framework 2021 (NPPF): Paragraph 10 states: "at the heart of the NPPF is a presumption in favour of sustainable development.
- 9.3 The National Planning Policy Framework 2021 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals
- 9.4 Since March 2014 Planning Practice Guidance for England has been published online.
- 9.5 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 9.6 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
  - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 9.7 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any planning decisions. However, most Convention

rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

- 9.8 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 9.9 In line with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, in assessing the proposals hereby under consideration, special regard has been given to the desirability of preserving the Conservation Area, its setting and any of its features of special architectural or historic interest.
- 9.10 In line with Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. In assessing the proposals hereby under consideration, special regard has been given to the desirability of preserving the adjoining listed buildings, its setting and any of its features of special architectural or historic interest.

### **Development Plan**

- 9.11 The Development Plan is comprised of the London Plan 2021, Islington Core Strategy 2011 and the Islington Development Management Policies 2013 and Finsbury Local Plan (2013). The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

### **Designations**

- 9.12 The site has the following designations under the London Plan 2021, Islington Core Strategy 2011, Development Management Policies 2013, and Site Allocations 2013:
- Local cycle route
  - Major cycle route
  - Local views from Archway Road/Bridge
  - Open Space (OS 18 – Barnard Park)
  - Site of Nature Conservation (SINC 4)
  - Article 4 Direction A1-A2 (Res of Borough)

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

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

### **Draft Islington Local Plan**

- 9.14 The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation and subsequent submission to the Secretary of State for Independent Examination. From 5 September 2019 to 18 October 2019, the Council consulted on the Regulation 19 draft of the new Local Plan. Submission took place on 12 February 2020 with the examination process in progress. The Matters and Issues have been published with hearings concluded over the period 13 September to 5 October 2021.
- 9.15 In line with the NPPF Local Planning Authorities may give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

9.16 Emerging policies relevant to this application are set out below:

- Policy G1- Green Infrastructure
- Policy G2- Protecting Open Space
- Policy G4- Biodiversity, landscape design and trees
- Policy S2- Sustainable design and construction
- Policy DH1- Fostering innovation while protecting heritage
- Policy DH2- Heritage assets

## 10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Principle of Development / Background
- Land Use
- Biodiversity
- Trees and Landscaping
- Design, Conservation and Heritage
- Accessibility and Inclusive Design
- Neighbouring Amenity
- Energy and Sustainability
- Highways and Transport
- Refuse and Recycling
- Fire Safety
- Planning Balance Assessment

### PRINCIPLE OF DEVELOPMENT / BACKGROUND

10.2 The existing park was formed after the second world war following extensive bomb damage to the area which is now occupied by the park. The existing building positively contributes to the functioning of the local area in terms of its provision of social, community and sporting infrastructure and functions. In terms of conservation and design, the site and its associated buildings and structures are considered to provide a neutral to negative contribution to the character and appearance of the Barnsbury Conservation Area.

10.3 Barnard Park is located within an area of deficiency in access to nature and the adjacent Caledonian Ward is noted as being deficient in public open space (noted as a priority area for the increase in quantity of open space). The site is also designated as a local site of importance for nature conservation (SINC).

10.4 As an area of public open space, the use class of the park is considered to be a sui generis use. The associated park buildings support that function and therefore also benefit from a sui generis use.

10.5 The NPPF (Open Space and Recreation) at paragraphs 98 and 99 states:

*Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information*

*gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.*

*Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

*a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*

*b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*

*c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*

10.6 London Plan policy GG2 states that to create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must: (F) protect and enhance London's open spaces, including the Green Belt, Metropolitan Open Land, designated nature conservation sites and local spaces, and promote the creation of new green infrastructure and urban greening, including aiming to secure net biodiversity gains where possible. Policy GG3 seeks to improve Londoners' health and reduce health inequalities. It states that those involved in planning and development must: B) promote more active and healthy lives for all Londoners and enable them to make healthy choices; and G) plan for improved access to and quality of green spaces, the provision of new green infrastructure, and spaces for play, recreation and sports.

10.7 The Core Strategy (2011) objectives include:

- Objective 6: promoting neighbourhoods that support a sense of wellbeing, specifically; to reduce health inequalities in the borough by encouraging healthier choices including, (but not limited to), the use of open spaces, play opportunities and access to both high quality sports facilities and health care facilities.
- Objective 15: delivering high quality, multi-functional green infrastructure alongside development throughout the borough.
- Objective 16: protecting and enhancing biodiversity in the borough and increasing access to nature.

10.8 Further to these objectives, policy CS15 Open Space and Green infrastructure looks to protect open spaces, improve the quality and function of green spaces and states that the council will provide inclusive spaces for residents and visitors, and create a greener borough by:

- Protecting all existing local open spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens.
- Protecting and enhancing biodiversity across the borough and addressing deficiencies in access to nature. Sites of Importance for Nature Conservation (SINCs) will be protected in line with their hierarchical importance and improvements to their biodiversity value will be supported.

10.9 The park is in need of investment and refurbishment (as explained further on in the land use section). The proposal would improve the quality and efficiency of the existing park space as well as its flexibility for social and sports uses. It would introduce improved planting and landscaping to enhance biodiversity and contribute towards addressing deficiencies in access to nature. The demolition of the two existing park buildings is acceptable because they have come close to the end of their useful lives. The provision of a flexible Hub Building positioned to be visible and accessible from a central position within the park is also supported.

10.10 Crucially, Greenspace have worked with Sport England to develop these proposals, consulted widely with the local community, including the Football Foundation and the Rugby Football Union

and now propose a 9 a-side 3G pitch to replace the poor quality degraded 11 a-side Redgra pitch. These proposals enjoy the support of Sport England.

- 10.11 The development would result in an intensification of sports use, social and leisure enjoyment and enhanced greening and biodiversity improvements. Subject to the detailed planning considerations set out below, the principle of this proposal is considered to accord with the National Planning Policy Framework's presumption in favour of sustainable development, and makes best use of land to support the delivery of sustainable, successful mixed use places subject to the assessment against the remainder of the development plan and other material planning considerations.

## LAND USE

### Open Space

- 10.12 Barnard Park is an Open Space (OS18 – Barnard Park) as designated by the Islington Core Strategy 2011 and the Islington Development Management Policies 2013. The site is also designated as a (local level of importance) Site of Importance for Nature Conservation (SINC 4).

- 10.13 Part B of policy G4 of the London Plan 2021 states that development proposals should:

1. Not result in the loss of protected open space; and
2. Where possible create areas of publicly accessible open space, particularly in areas of deficiency.

- 10.14 The supporting text within paragraphs 8.4.1 and 8.4.4 details how open spaces provide a range of social, health and environmental benefits and are a vital component of London's infrastructure. The creation, enhancement and connectivity of such spaces is encouraged whilst their loss are resisted. Barnard Park is classified as a *Local Park and Open Space* under Table 8.1 described as providing for "...court games, children's play, sitting out areas and nature conservation areas."

- 10.15 Policy CS15 of the Islington Core Strategy 2011 requires the protection against development of all green spaces within the borough. Part A of the policy states that the Council will protect all existing local open spaces, including spaces of heritage value, as well as incidental green space, trees and private gardens. Part B requires developments involving improvements to the quality and function of open and green spaces for all users to be in accordance with the Green Space Assessment and Action Plan as well as the Inclusive Landscape Design Supplementary Planning Document.

- 10.16 Parts D and G of the policy concern biodiversity (SINCs) and sustainability, as discussed later on in the Biodiversity and Sustainability sections of this report respectively.

- 10.17 The above aims of policy CS15 stem from Islington having a deficiency of open space (one of the lowest in the country), and therefore, the protection and enhancement of open space is paramount. Accompanying text in paragraph 3.6.5 of the Islington Core Strategy 2011 reads,

*"As Islington has the second lowest amount of green space per person of all local authorities in England, creating a greener borough is a corporate priority. The majority of Islington's open spaces are also green spaces in the form of parks, gardens, trees, allotments and verges. These spaces in particular do not just serve a purely social function, they also provide habitats for a wide range of wildlife, as well as helping to reduce the effects of climate change. In addition, a number of studies have found that people with access to nearby nature and green space are generally healthier than those without; with particular benefits for mental health and wellbeing. This is why it is important to consider open space as part of a wider green infrastructure network which goes beyond looking at individual sites to look at the 'bigger picture', including the links between spaces, the multiple purposes they can have and their wider environmental benefits."*

- 10.18 Policy DM6.3 of the Islington Development Management Policies 2013 elaborates on the protection of open space. Part A firmly states:

*"Development is not permitted on any public open space and significant private open spaces."*

- 10.19 Therefore from a strategic starting point, any development of buildings that would result in the loss of open space within Barnard Park would not be supported in principle. However, it is considered that the wider benefits of the development as a whole can be considered to outweigh the minimal loss of 7.4sqm of public open space. The proposed scheme would introduce the following benefits to the park:
- replacement of an impermeable poor quality sports pitch with a high quality 3G permeable natural grass surface;
  - a new green area for casual and informal sports use;
  - a Community Hub building to replace the degraded existing facilities; This will be accessible to those with mobility impairments, and will include a green roof and air source heat pumps;
  - Biodiversity improvements through increased tree planting and improved habitats including sustainable drainage to double as wildlife habitat improvements.
- 10.20 There are two existing buildings within the application site that are to be demolished and to be replaced by the new community hub building. The combined floorspace of the two buildings is 152sqm with the floorspace of the proposed new build at 159.4sqm. Therefore, the amount of additional open space built upon is considered small at approximately 7.4sqm.
- 10.21 The construction of the Community Hub building with a loss of 7.4sqm of open space would conflict with part A of policy DM6.3. This loss is considered to be offset by the substantial wider improvements to the park including biodiversity enhancements within this area of restricted access to nature. The loss of open space is therefore considered to be acceptable in this instance. The scheme would otherwise meet the aims of part B of policy CS15 of the Core Strategy, which seeks to improve the quality and function of open and green spaces within the borough. In this case, the enhanced biodiversity and accessibility improvements are considered to enhance the park's quality whilst the improved sports facilities and community hub building are considered to improve the park's function. Furthermore, all of these improvements provided are for the benefit of (and can be used by) all members of the public (taking into account the reduction of the formal sports pitch being offset by the new social and informal sport areas) .
- 10.22 It is noted that the London Plan and Core Strategy both seek the protection of green and open space. The proposed development would not lead to the loss of the park and meets the other overriding aims of the relevant London and local planning policies by providing a better functioning and accessible park (in comparison to the existing) in an area of deficiency of access to open space .
- 10.23 During the pre-application discussions, the community hub building was of a slightly smaller footprint than the combined existing buildings. However, it was advised that its size would need to be increased in order to accommodate accessibility measures such as space for wheelchair turning and accessible WCs. Given the additional 7.4sqm take up of open space will provide a community building that can be used by all members of the public, and given the wider significant improvements to the park it is considered that there are material planning considerations that justify a departure from strict application of London Plan policy G4B, Core Strategy policy CS15B and Development Management Policies DM6.3. In this regard the land use proposals are supported as the wider proposals are viewed to comply with the Development Plan and material planning considerations suggest a minimal loss of open space to deliver other planning policy goals (accessible and inclusive development).
- 10.24 The development of the new community hub building within a designated open space can also be considered within the overall context of the park's redevelopment. The below table provides figures relating to the existing and proposed uses according to type. Whilst the minor take up of existing public open space is considered to be justified, it is also noted that the amount and quality of existing planting and soft/green space within the designated open space (and SINC) is poor. The development would improve both the quality and quantity of planting. This mitigates the take up of public open space as well as providing further public benefits.

|  | Existing area<br>(sqm) | Proposed area<br>(sqm) | % of park | % change |
|--|------------------------|------------------------|-----------|----------|
| Other greenspace                               | 11,484                 | <b>13,949</b>          | 43.6      | +21.4    |
| Sport and Activity Area                        | 8,990                  | <b>5764</b>            | 18.4      | -35.9    |
| Children's play area and One O'Clock club area | 6,045                  | <b>4470</b>            | 14.2      | -26.0    |
| Surfaced footpaths                             | 3,421                  | <b>4684</b>            | 14.9      | +36.9    |
| Planting                                       | 1,207                  | <b>2084</b>            | 6.6       | +72.6    |
| Park building                                  | 152                    | <b>159.4</b>           | 0.5       | +4.8     |
| Total  | 31,299                 | <b>31,299</b>          |           |          |

**Table 1:** Existing and proposed figures by type of use.

- 10.25 To reiterate, policy DM6.6 of the Development Management Policies states that no development should take place within any public open space. Whilst this is acknowledged, the minor (7.4sqm) increase in built area is considered acceptable and has been justified by other planning benefits the development brings. These gains include an improved use and enjoyment of the park and increased levels of participation in sport and other physical activity by a wide range of people. This is achieved by providing safe, secure and convenient WC and changing facilities to people of all accessibility levels. The new building also provides an improved multi-use space to be used by the local community (this is discussed later on in the report).
- 10.26 These benefits are due to the proposed building. However, the scheme provides further benefits (e.g. biodiversity, sustainability, an improvement to the setting of nearby listed buildings) which in the context of the whole development, are considered to be material planning considerations of particular weight so as to outweigh the small loss of public open space in this instance. Particular weight is attributed to the biodiversity enhancements within this SINC which is noted as an area of deficiency of access to nature.

### Sports Provision

- 10.27 The existing 11-aside Redgra pitch has been in place since the park opened during the 1960s and was originally designed as a football pitch. Analysis by the applicant also details that the park is also used by the public for general fitness. The pitch is surfaced in a type of red coloured gravel, which is considered obsolete for football pitches, and the pitch is in poor condition inclusive of its fencing, drainage and floodlighting. Despite its poor qualities, the existing pitch is considered as formal sports provision and is therefore protected under policy.
- 10.28 Part B of policy S5 of the London Plan 2021 states that development proposals for sports and recreation facilities should:
1. Increase or enhance the provision of facilities in accessible locations, well-connected to public transport and link to networks for walking and cycling;

2. Maximise the multiple use of facilities, and encourage the co-location of services between sports providers, schools, colleges, universities, and other community facilities; and
3. Support the provision of sports lighting within reasonable hours, where there is an identified need for sports facilities, and lighting is required to increase their potential usage, unless the lighting gives rise to demonstrable harm to the local community or biodiversity.

10.29 The proposed development would not increase the provision of facilities in terms of space and would technically be a reduction from the existing Redgra pitch. However, it would enhance the use of the space for football and rugby with a better quality sports pitch that can be used as a whole or for smaller simultaneous play. This simultaneous play is considered to maximise the use of the facilities which is demonstrated to be done efficiently through the submitted sports pitch management plan. The proposed 12m high, floodlights located around the perimeter of the pitch would also promote the potential extended usage of the pitch without harm to the local community or biodiversity (as explained later in the Biodiversity and the Neighbouring Amenity sections). Therefore, it is considered that the proposed development generally meets the aims of part B of policy S5.

10.30 Part C states that existing sports and recreational land (including playing fields) and facilities for sports and recreation should be retained unless:

1. An assessment has been undertaken, which clearly shows the sports and recreational land or facilities to be surplus to requirements (for the existing or alternative sports and recreational provision) at the local and sub-regional level. Where published, a borough's assessment of need for sports and recreation facilities should inform this assessment; or
2. The loss resulting from the proposed development would be replaced by equivalent of better provision in terms of quantity and quality in a suitable location; or
3. The development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

10.31 Two relevant documents that highlight the borough's need for sports and recreation facilities, and that in particular, detail the need for Barnard Park include: Islington's Open Space, Sport and Recreation Study (2009) (OSSRS); and the Islington Sports Facilities Update (2018) (SFU) which largely updates the OSSRS. Whilst the two documents do not explicitly confirm that the existing sports facilities are surplus to requirement, they do comment that the sports facilities within the park are below quality and should be improved.

10.32 The SFU comments that Barnard Park is rated 1 out of 5 for sports provision, and the current pitch is not suitable for running sports development programmes. It identifies the replacement of the Redgra pitch with a modern 3G facility as a priority. Therefore in regards to criteria 1 of part C of the policy, whilst the existing pitch is not surplus to requirements, it is highlighted as being unsuitable for improved sporting activities. The proposed development would broadly meet the aspirations for Barnard Park under the OSSRS and SFU. This is considered to outweigh the initial reduction of formal sports space provided within the park. These aspirations are:

- Facility enhancement is to be a priority;
- Bookable 3G pitch;
- Improve access to sport;
- Consider shared use for football and rugby to include rugby shock pad;
- Upgrade and enhance MUGA and Ball Courts.

10.33 The proposed sports pitch would result in a significantly better provision in terms of quality. However, it would lead to a reduction in its area. Therefore, the development would not strictly meet criteria 2 of part C of the policy. However, it is considered that this lack of equivalent provision of formal sports space is outweighed by the other sports and recreational aspects of the scheme.

This includes the improvement of playing of rugby on the new sports pitch and an enhanced management and booking system with floodlights to extend the hours of use.

10.34 Furthermore, the proposed development also provides alternative sports and recreational provision, through the facilitating of other semi-formal, team and casual sports on the informal sports area of the park. Whilst the provision and enhancement of alternative sport and recreation does not negate the initial loss of formal sports space, it does encourage a wider range of sport and healthy activity, which is considered to encourage a wider range of people into partaking in such.

10.35 Supporting paragraphs 5.5.1 and 5.5.2 of the London Plan explain how sport and recreation facilities are important components of social infrastructure, and that this includes formal and informal facilities to encourage a range of sports and physical activity to promote social, health and wellbeing benefits. Given the range of activity that is necessary, a range of facilities is required across the city region. Currently, provision of certain sports facilities is not meeting demand or needs (mainly by virtue of the quality of the existing Redgra pitch) of public or sports stakeholders as highlighted within the SFU 2018 (Figure 5.3- NGB Survey Consultation Summary).

10.36 Policy CS17 (parts A – D) of the Islington Core Strategy states:

*“Existing and future need for formal sport and recreation provision will be met by:*

- A. Safeguarding existing provision and ensuring a range of facilities for different activities.*
- B. Improving the quality, accessibility and capacity (where possible) of sports facilities so that maximum use of all existing facilities can be made.*
- C. Increasing access to sports facilities by widening the use of school facilities such as sports halls, swimming pools and sports pitches, through community-use agreements for public use to help meet demand.*
- D. Maximising opportunities for sport and recreation in community centres through promoting wider community access and larger multi-purpose community facilities.”*

10.37 In regards to the above policy, the proposed development would be considered to conflict with parts A and B as the existing provision would not be wholly safeguarded due to the reduction of formal sports space and the pitch would not facilitate a range of different activities. It would only accommodate football and rugby. Furthermore, whilst the new pitch would maintain the existing capacity despite its reduced size, it would not improve such. Parts C of the policy is considered to be met through the management details provided for the new pitch as well as the provision for the use of other sports in the areas around the pitch.

10.38 Part C of policy DM6.4 of the Islington Development Management Policies require developments that would result in the loss of existing public sport and recreation facilities to be refused planning permission unless:

- I. The same type(s) of facility are re-provided;
- II. New facilities meet identified need;
- III. Replacement facilities are appropriately and accessibly located;
- IV. The quality of provision is enhanced; and
- V. The quantity of provision is maintained, with local population increase provided for.

10.39 Supporting paragraph 6.32 of the Development Management Policies provides a similar background to that of the London Plan, in which sport and recreation facilities are considered important assets for public health and enjoyment as well as for engendering a sense of community.

- 10.40 The proposed sports pitch is considered to comply with points I-IV of part C of policy DM4.6. This is because: it would provide the same type of facility (although a more enhanced version); meet the identified need in reference to the SFU, the replacement facilities are located in a central location in the park; and the quality of provision is enhanced. The proposed scheme however, does not meet point V as the quantity of provision is not maintained. Given the reduction of area of pitch space this does not account for local population increase.
- 10.41 The above paragraphs have provided a commentary of how the proposed sports provision either complies or conflicts with the individual parts of the relevant regional and local policy. From the above discussions, it is evident in terms of policy that whilst the proposed sports pitch delivers in *quality*, it fails in *quantity* in comparison to the existing facility.
- 10.42 The London Borough of Islington Sports Facilities Update 2018 outlines for Barnard Park that a priority project is the installation of 9x9 3G floodlit pitch in place of the existing 11 aside Redgra pitch as well as WCs to serve park users. This proposal was widely supported in consultation on the study. The Sports Facilities Update also states redevelopment of the pitch should consider installing a rugby shock pad. The Council have referred to this in the discussions with sports stakeholders, and the Football Foundation to ensure it was not detrimental for football. The Sports Facilities Update is considered to address the requirement to understand the identified need for sports facilities as required under both London Plan and Islington policy
- 10.43 The proposed scheme would replace the existing Redgra football pitch with a new 9-a-side 3G pitch. It is acknowledged that the new pitch would be smaller than the existing Redgra pitch and the amount of land used for formal sports provision would be reduced from 8,990sqm to 5,764sqm (a reduction of 35.9%).
- 10.44 Both London Plan and Islington policy require the replacement facility to be at least equal or more in terms of quantity. Whilst the area of formal sports use would be reduced, it is considered that the number of games it would provide would make up for the shortfall in area. It would also formally accommodate rugby, but not at the expense of football through the management of the pitch which would allow for a proportional amount of team and informal football and rugby. It is important to note that whilst there is a reduction of the formal sports area from existing, the reduced space (9 aside pitch) does meet the identified need (as outlined within the Sports Facilities Update 2018) which is required under both tiers of planning policy.
- 10.45 Furthermore, the quality of the formal sports provision is vastly improved which is considered to also contribute to mitigation against the reduction of formal sports facility space. The new 3G 9 aside pitch would be floodlit, formally accommodate a number of team sports, be bookable, managed, durable and useable in all weather. The relocation of the pitch to the centre of the park next to the community hub building and where the main park routes join, would create an easily accessible location which is also the focal point of the park. This is considered a more appropriate and accessible location compared to the existing pitch, which is located at the northern end of the park away from the majority of entrances.
- 10.46 The applicant has submitted a draft programme and management plan for the new football pitch. These documents provide information on the management of the sports and prospective users of the pitch. Users include: Arsenal in The Community (adult, youth and disability) (football); Primary League (football), Highbury Wolves (youth football); Finsbury Park Rugby, Youth Rugby, City University (male and female rugby), Women's Beginners (football) Girls League (football), School Club youth (football) as well as general football and rugby use.
- 10.47 It is considered that the design proposals for the new pitch (as influenced by the RFU, the Football Foundation and Sports England) has directly resulted in the attraction of the above prospective users. It is not clear whether they used the existing pitch; however, it is considered that the new pitch would be a more attractive facility that will also encourage more people into playing football and/or rugby. Given the installation of the shock pad for the pitch, it is assumed that the proposed development has facilitated much greater future projected use by the aforementioned rugby clubs and teams. This will have direct benefits for health and wellbeing of the residents of Islington.

- 10.48 As part of the consultation process for this application, Sports England were consulted as a statutory consultee. They did not object (following their own internal consultations with the Rugby Football Union and the Football Foundation) overall, noting that there is a sufficient benefit of the development to outweigh the loss of the existing Redgra facility. These benefits are a better quality sports facility, safer play of football and rugby, all to help address local sport deficiency and still allow some free use of the local facility. Sports England also note the adjoining community hub facilities will help encourage more activity within sport.
- 10.49 In addition to the comments from Sports England, some of the responses received from the public consultation (which involve football and rugby groups) welcome the improved sports facilities whilst acknowledging its reduced scale.
- 10.50 As well as formal sports provision, the proposed development would also increase opportunities for informal sports provision. This is through the central level green area (as labelled on the proposed masterplan) as well as the proposed routing that can be used as a running circuit. Policy DM6.1 of the Development Management Policies support the development of informal sports provision (quoted as '*facilitate physical activity*' within the policy) which would contribute to the physical and mental wellbeing of the community. Whilst the quality of the formal sports provision is considered part of the justification for the loss of the existing larger pitch, it is considered that the range of informal sports provision that can be accommodate by this central green area (and



**Image 11:** Use of informal sports area for football, rounders, mini tag rugby and running tracks.

running track routes) further outweighs the initial loss.

- 10.51 Taking into account the above benefits the new sports pitch, the central green area and running tracks that provide for further informal sport and recreation, this still does not negate a principal factor that the quantity of sports area would be reduced, contrary to the relevant policies of the London Plan, Islington Core Strategy and Islington Development Management Policies. Furthermore, whilst the quality and increased diversity of sports / recreation that would be able to be accommodated by the new sports facilities can be argued to make up for the reduction in area, it does not account for local population increase in the future.
- 10.52 On balance, the proposed re-provision of the sports facilities are supported given that, whilst the amount of formal sports area would be reduced as a result of the proposal, the quality of such provision would be greatly improved. Furthermore, the proposed scheme with the provision of both formal and informal sports as well as its significantly enhanced and improved layout and design would invite and encourage users to play a range of sports or take part in individual physical activity rather than just football or similar ball games. It is also noted that the reduced size of sports pitch would meet the identified need of the local community and is supported by Sports England, in accordance with London Plan and Islington policies. **Condition 3** will be added upon approval to secure the appropriate design of the sports facilities as recommended (in particular RFU requirements)

in consultation with Sports England and further consultation on the Programme of Use Agreement to be secured.

### **Social Infrastructure**

10.53 The proposal would result in the loss of the existing building at the site, which provides a social infrastructure use. Part A of policy DM4.12 of the Islington Development Management Policies specifies that the Council will not permit any loss or reduction in social infrastructure uses unless:

- i. a replacement facility is provided on site which meets the need of the local population; or
- ii. the specific use is no longer required on site.

10.54 Part C of policy DM4.12 states:

*“New social infrastructure and cultural facilities, including extensions to existing infrastructure and facilities, must*

- i. be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling, and public transport.*
- ii. provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;*
- iii. be sited to maximise shared use of the facility, particularly for recreational and community uses; and*
- iv. complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.”*

10.55 The proposed community hub building would have a larger footprint than the existing one o'clock club building and would accommodate a range of social and community activities and events including:

- Early years and young people sessions;
- Council and community meetings;
- Community events;
- Office and welfare facilities for the park keeper;
- Facilities for sports organisations in association with the sports pitch;
- Private hire for local groups and businesses and social events (e.g. children's parties).

10.56 The proposed building would be within a convenient location for the community given that it would be part of a new focal and central point of the park (in conjunction with the new pitch) and broadly equidistant from most of the park's entrances. The proposed internal space configuration of the single storey building would help users with accessibility needs. A further analysis on transport accessibility is discussed further on in this report.

10.57 When considering the existing building at the site, the proposed development would result in the marginal loss of external open space. However, this is considered to be justified. The quality and functionality of the new building and park would be greatly improved as a result of the development and more accessible to users, which are considered significant benefits of the scheme.

10.58 Overall, in land use terms the proposals would result in the small loss of public open space which conflicts with policies G4B of the London Plan, Islington Core Strategy policy CS15B and Development Management policies DM4.12. Whilst a small loss of SINC would also occur, the

significant enhancements to biodiversity and ecology are considered to ensure that the proposals accord with policy CS15 D.

- 10.59 Due to a reduction in the size of the sports pitch as a result of these proposals, the development would conflict with policies CS17A and B, DM6.4 Part C V) and the proposals do not entirely meet London Plan policy S5 Part C (1) despite the proposals meeting local need and significantly enhancing the quality of provision and its efficient management of use.
- 10.60 The proposals would comply with the social and community infrastructure policies through improved, accessible and flexible facilities ideally located to serve the local community. The development would otherwise comply with the remaining aspects of policies S5 and G4 of the London Plan 2021; policy CS15 of the Islington Core Strategy 2011; and policies DM6.1, DM6.3 and policy DM6.4 of the Islington Development Management Policies 2013.

## **BIODIVERSITY**

- 10.61 As mentioned previously, the site is designated as a Site of Importance for Nature Conservation (SINC) and is classified within the local development plan as local grade. Barnard Park was surveyed as part of the Islington SINC Review (LUC, 2018). The SINC review found that the site provides a sizable area of open space and a variety of habitats but that they are currently of low value for wildlife. The review found that there are opportunities to improve the biodiversity value of the site, including meadow creation, provision of bird and bat boxes, which could bring the value of the site up to Borough Grade II or possibly, Grade I.
- 10.62 Part A of policy G6 of the London Plan 2021 states that SINCS should be protected. Part D requires development proposals to manage impacts on biodiversity and aim to secure net biodiversity gain. Any assessment should be informed by the best available ecological information and addressed from the start of the development process.
- 10.63 Part A of London Plan policy G5 (Urban greening) states that major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature-based sustainable drainage. Part C confirms that existing green cover retained on site should count towards developments meeting the interim target scores. There is however no target score for park redevelopment proposals.
- 10.64 Part D of policy CS15 of the Islington Core Strategy 2011 requires developments to protect and enhance biodiversity across the borough and to address deficiencies in access to nature. SINCS will be protected in line with their importance within the hierarchy and improvements to their biodiversity value will be supported.
- 10.65 Part C of policy DM6.2 of the Islington Development Policies 2013 states that public open space provision or improvement must maximise biodiversity benefits. New or improved public open spaces shall incorporate areas of biodiversity habitat complementing surrounding habitats and supporting the council's Biodiversity Action Plan. Species chosen for planting across the space must maximise biodiversity benefit.
- 10.66 Policy DM6.3 (part C) states that planning permission would not be given for any schemes which adversely affect designated SINCS (of either regional or local designation), as well as any other sites of significant biodiversity value. Supporting text in paragraph 6.28 provides an overview of the different SINC grades, "*...Sites of Metropolitan Importance contain the best examples of London's habitats, including particularly rare species, while sites of Borough Grade 1 Importance are of particular significance at the borough level and are of high social value to local communities - these sites are therefore offered the strongest protection. Sites of Borough Grade II and Local Importance are of ecological value, and also of value to local communities, and are therefore afforded strong protection...*"

- 10.67 Given the scale of the site, the proposed redevelopment of the park provides the opportunity to enhance the biodiversity values of the site, which may in turn upgrade its classification from local to at least Borough Grade II.
- 10.68 The applicant has submitted an Ecological Enhancement Scheme (EES) document prepared by Tim Moya Associates, which provides a description and background to the existing quality of the local SINC site before providing detail on the proposed measures to enhance the biodiversity values (as also seen on the proposed masterplan and plans).
- 10.69 Biodiversity measures to be implemented as part of the redevelopment of Barnard Park include: traditional orchard planting; wildflower meadow planting; a green roof on the community hub building; a new pond; diverse tree planting; new hedgerow planting; community sensory and edible planting areas; bat boxes; sparrow terraces; bird boxes; and log piles and loggeries.



**Image 12:** Proposed biodiversity measures.

- 10.70 The Urban Greening Factor has been estimated to be 0.63 against the criteria within the London Plan. There is no target factor for an open space scheme, however for comparison, 0.4 is the interim target for residential schemes and 0.3 is the interim target for commercial developments. An urban greening factor of 0.63 would be secured by **condition 4** with the option to demonstrate via details if this cannot be achieved.
- 10.71 Alongside the EES, the applicant also submitted a Preliminary Ecological Appraisal (PEA) (including an extended phase 1 habitat assessment and bat scoping assessment). The PEA outlines that the site contains habitats that are suitable for reptiles, bats, nesting birds, and hedgehogs. As part of the development, the majority of trees are to be retained whilst grassland and shrubs would be increased and enhanced.
- 10.72 The PEA recommends measures that are needed to ensure that the existing ecological value and habitats on site are not disturbed but enhanced. These are to be secured through **condition 5** as follows:
- habitat manipulation techniques;
  - providing features suitable for bats with an emergence/re-entry survey to be undertaken between May and August;
  - lighting to be designed and directed to minimise illumination towards suitable habitats;
  - vegetation to be removed only during the nesting season if they have been checked by an ecologist and no nests are present;

- care to be taken when removing brush or dense vegetation to avoid harm to hedgehogs which may be present; and
- the removal of three invasive plant species to avoid their spread.

- 10.73 The level of floodlighting proposed would be the lowest accepted standards (by various sports bodies). Within the submitted Sports Lighting Impact Assessment, the findings from the PEA have been noted including concerns about the impact of artificial lighting on habitats. It is recommended that to avoid an impact on commuting and foraging bats, lighting must be designed to minimise the illumination of suitable habitats. The Lighting Assessment concludes that the proposed floodlighting to the new pitch would not affect the existing or proposed biodiversity measures given its location within the park away from nearby habitats (which are located towards the perimeters and corners of the park).
- 10.74 The application has been reviewed by the council's Nature Conservation Manager who advises that the redevelopment of Barnard Park offers positive benefits for biodiversity and that the proposals have the potential to increase the site's SINC grading as well as benefitting wildlife and providing opportunities for users to connect with wildlife. It is also confirmed that the scheme would exceed both Biodiversity Net Gain and Urban Greening Factor calculations.
- 10.75 In respect to the submitted bat report, the Nature Conservation Manager disagrees with the finding that the park is not an important resource for foraging bats. However, overall they agree with the mitigation impacts for bats as part of the redevelopment of the park.
- 10.76 Further details and minor changes have been requested by the Nature Conservation Manager in respect to biodiversity to enable some of the elements to be fully assessed. These include details on the green roof (to include an extensive biodiverse roof and not a majority of sedum) (**condition 6**), and a change from the initially proposed in-built sparrow boxes to universal in-built swift boxes (**condition 7**). Furthermore, details of a management plan are also required to cover and monitor all aspects of landscape and biodiversity, as well as species choice for the hedgerows, meadows, and details of the pond. These aspects will be secured by condition (**condition 8**).

## TREES

- 10.77 Part C of policy G7 of the London Plan 2021 states "*Development proposals should ensure that, wherever possible, existing trees of value are retained. If planning permission is granted that necessitates the removal of trees there should be adequate replacement based on the existing value of the benefits of the trees removed, determined by, for example, i-tree or CAVAT or another appropriate valuation system. The planting of additional trees should generally be included in new developments particularly large-canopied species, which provide a wider range of benefits because of the larger surface area of their canopy.*"
- 10.78 Part B of policy DM6.5 of the Islington Development Management Plan states that trees, shrubs and vegetation should be considered holistically as part of any landscaping scheme and that the following should be adhered to:
- 10.79 Developments are required to minimise any impacts on trees, shrubs and other significant vegetation. Any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits, must be agreed with the council and suitably re-provided. Developments within proximity of existing trees are required to provide protection from any damage during development. Where on-site re-provision is not possible, a financial contribution of the full cost of appropriate re-provision will be required.
- 10.80 It is further stated that the council will refuse permission for the removal of protected trees (TPO) trees, and trees within a Conservation Area and for proposals that would have a detrimental impact on the health of protected trees.



**Image 13:** Proposed tree strategy.

10.81 The proposed development would result in the loss of 13 trees. However, these trees will be replaced with 51 new trees. This would result in a net gain of 38 trees. The council's Tree Officer comments that whilst it is regrettable that any trees are to be lost, this will facilitate significant park improvements with significant positive increases in usability, amenity and biodiversity and eco-systems.

10.82 Initially there will be a canopy cover deficit from the removal and replanting of trees. In the longer term however there is a large canopy cover increase, resulting in an eco-system net-gain. As such, this development is policy compliant. The benefits of the scheme appear to significantly outweigh any negatives with regard to any arboricultural considerations. Details of tree protection and planting are secured by **conditions 9 and 10**.

10.83 A further assessment of trees, planting and landscaping in terms of design is discussed within the next section of this report.

## DESIGN, CONSERVATION AND HERITAGE

### Policy context

10.84 Paragraph 124 of the NPPF 2021 highlights the fundamental importance of the creation of high-quality buildings and places. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

10.85 Paragraph 128 states that design quality should be considered throughout the evolution and assessment of individual proposals. Early discussions between applicants, the local planning authority and the local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

### London Plan

- 10.86 Policy D3 of the London Plan states that development must make the best use of land by following a design-led approach that optimises the capacity of sites, to ensure that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth. It further states that higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.
- 10.87 In terms of design and heritage considerations, London Plan policy D3, part D states that development proposals should:
- Enhance the local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.
  - respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character;
  - be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well.
- 10.88 Policy D4 stipulates the importance of design scrutiny of development proposals starting from pre-application stage. It states that the design of development proposals should be thoroughly scrutinised by borough planning, urban design, and conservation officers, utilising analytical tools, local evidence, and expert advice where appropriate. In addition, boroughs and applicants should make use of the design review process to assess and inform design options early in the planning process.
- 10.89 Policy HC1 requires that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in this design process.

### **Local Plan**

- 10.90 Policy CS8 of the Islington Core Strategy sets out the general principles to be followed by new development in the borough. Policy CS9 (Protecting and enhancing Islington's built and historic environment) requires the borough's unique character to be protected by preserving the historic urban fabric, and new buildings should be sympathetic in scale and appearance and to be complementary to the local identity.
- 10.91 Policy DM2.1 (Design) of the Islington Development Management Policies requires all forms of development to be of a high quality design, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 10.92 Policy DM2.3 (Heritage) of the Development Management Policies requires developments to conserve and enhance the borough's heritage assets, in a manner appropriate to their significance. The council requires new developments within Islington's conservation area settings to be of a high quality contextual design, and the policy states that harm to the significance of a conservation area will not be permitted unless there is a clear and convincing justification. Part C of the policy states that the significance of Islington's listed buildings is required to be conserved

or enhanced; new developments within the setting of a listed building are required to be of good quality contextual design. New development within the setting of a listed building which harms its significance will not be permitted unless there is a clear and convincing justification, and substantial harm will be strongly resisted.

- 10.93 Moreover, the Islington's Urban Design Guide SPD (UDG) sets out the principles of high quality design (Contextual, Connected, Sustainable and Inclusive). The Barnsbury Conservation Area Guidelines stipulate that in schemes for refurbishment, the Council would normally require the use of traditional materials, whilst for new development, materials should be sympathetic to the character of the area, in terms of form, colour, and texture. Ironwork should also be retained within the area.
- 10.94 In terms of Conservation Area and heritage assets, the Planning (Listed Buildings and Conservation Areas) Act 1990 (amended) requires planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area (section 72). It also requires the decision maker to have special regard to the preservation or enhancement of the significance of heritage assets (including their setting) through the planning process (section 66).
- 10.95 Barnard Park is located within the Barnsbury Conservation Area. It is bounded to its northern and eastern perimeters by Grade II listed terraced housing (Richmond Avenue and Barnsbury Road). As such, it is within a highly sensitive, and heritage rich setting.

### **Principle of works**

- 10.96 The proposed development includes multiple aspects that have been designed to diversify the park's functionality. This would make it more useable and accessible to a wider range of people. The proposals are also designed to make Barnard Park a more attractive place. This includes improved levels of accessibility, better sight lines, improved recreational facilities, and more biologically and ecologically diverse planting.
- 10.97 The new single storey community hub building would be discreetly located deep within the centre of the park and its simple design and materiality create a suitably subservient presence in the park. The building has been designed to offer a range of functions that will help visitors enjoy the other aspects of the park with its changing room facilities, toilets and café outlet.
- 10.98 The relocated Redgra sports pitch has also been carefully repositioned towards the centre of the park. This would enable the floodlighting for the pitch to be up to the standards of Sports England (and other relevant sporting bodies) to extend the hours of use as they will be separated sufficiently from surrounding residential homes. This also locates the new pitch away from the more sensitive and ecologically sensitive edges of the park.
- 10.99 The new northern pedestrian entrance to Sheen Grove is also supported in principle, as it would provide a direct and level access into the park. This would replace the more circuitous and somewhat intimidating existing Boxworth Grove entrance. This entrance would be closed with the associated hardstanding area replaced with biodiverse planting.
- 10.100 The general reconfiguration of the spaces within the park, including the realigned entrances and walkways, are of a high quality of design. The proposed redevelopment would considerably enhance the appearance and the functionality of the park as well as its ecological properties. Therefore, the design principles of the development are supported with each aspect assessed in detail, further on.
- 10.101 The proposed redevelopment of the park focuses on the following key elements:
- The need to re-provide a better quality sports pitch;
  - Rationalisation of the paths through, and entrances in and out of, the park;
  - Development of a new community hub building;

- Increased ecological and biodiversity properties; and
- Beautification of the park.

### New formal sports pitch



**Image 14:** Proposed sports pitch.

- 10.102 The sports pitch would be relocated away from the northern edge of the park, where it currently lies to the rear of the back gardens of Nos. 64-86 Richmond Avenue, towards the centre of the park. The sports pitch would also be reduced from a 11-a-side pitch to a 9-a-side pitch, in agreement with Sports England. These dimensions are also suitable for accommodating three sets of 5-a-side pitch markings ensuring a good level of inherent flexibility.
- 10.103 The footprint and the extent of the pitch itself is considered acceptable as this part of the works would be purely surfacing works with some of the new surfacing taking place in an area already covered by the existing Redgra pitch.
- 10.104 The new sports pitch would be edged with a proposed 4.5m high wire mesh fencing to its periphery with 8 floodlights proposed to its perimeter. The floodlights would be 12m in height with directional shielding to omit unnecessary glare. Seating is also proposed at intervals around the pitch providing for spectator opportunities.
- 10.105 There are no overall design objections to the new sports pitch facility and associated works. This is a replacement facility in an appropriate location at the centre of the park, as well as the compatible nature of a sporting facility within a park. Whilst the new pitch has been considered an improved facility in terms of use, it is also enhanced by its improved, modern, and functional appearance in comparison to the existing pitch. This further complements the overall appearance of the park.
- 10.106 In the area covered by the existing Redgra pitch, hard landscaping would be replaced by soft green landscaping in the form of a lawn with planting around its edges. This area has been designed to accommodate a shared space of informal sporting activities as well as passive, informal and even impromptu recreational activities.

## Paths and entrances



**Image 15:** Proposed informal sports/social area to the north of the park.

- 10.107 The primary entrance to Barnard Park is located to the south at the stub end of Charlotte Terrace, at its junction with Copenhagen Street. A secondary entrance exists to the west of the main entrance along Copenhagen Street.
- 10.108 The redevelopment involves a strengthening of the primary entrance characteristics to include new trees while the secondary access to the west is to be closed and the existing route into the park converted into soft landscaping including a new wildlife area. New 2m high metal railings in a black painted finish would be erected to form a boundary along Copenhagen Street. This is considered an appropriate boundary treatment. These changes would result in a better defined southern and principal entrance from Charlotte Terrace that can accommodate the bulk of pedestrian traffic as well as provide a sense of destination.
- 10.109 The park has a secondary western entrance along Hemingford Road. This entrance will be moved to a more centrally positioned location with a more direct, and legible path leading into the park. Associated additional landscaping features are proposed to help enhance the entrance, improve its visibility within the streetscape and encourage a more intensive and safe use.
- 10.110 To the park's east, the two entrances along Barnsbury Road would be made more attractive with new signage aiding legibility.
- 10.111 The existing northern entrance is currently a steep, circuitous entrance located off Boxworth Grove, which poses concerns in terms of its accessibility and safety. This entrance will be closed and replaced with a new secondary northern entrance accessed from Sheen Grove, the neighbouring street. This entrance will benefit from level access with good sight lines. The new fencing and gate would be in the same design as the rest of the boundary treatment of the park. The proposals for the northern entrance are highly beneficial from an accessibility and a safety perspective and are therefore supported.
- 10.112 The entrance strategy is also compatible with the new movement routes within the park. These key elements have been designed in a comprehensive manner that creates a legible movement structure into and through the park. The paths have been reduced from its existing from to include principal trunk routes through the centre of the park; and secondary narrower 'quieter' routes through the trees at the south east.
- 10.113 The proposals adhere to the advice contained within Islington's Urban Design Guide SPD which, in section 5.1, encourages development that helps define and/or enclose space, is coherent and well connected and that promotes community safety. It supports development that creates good quality public open space. The guide goes on to state that development should contribute to the play facilities and to the ecological value of an area, and that the shape and form of open spaces should be positively determined. Therefore, in terms of the proposed structuring and detailing of the park, the designs adhere to the Council's own guidelines.

## Community hub building



**Image 16:** Proposed community hub building.

10.114 The proposed single storey building has been designed to accommodate a range of uses that are ancillary to the functions of the park. These uses include a park manager's office, a multi-use space with kitchen and WC facilities for the one o'clock club, a kiosk servery, sports changing rooms, a sports equipment storage room, and accessible WCs for park users.

10.115 The building comprises an internal floor area of approximately 160sqm, which in design terms is considered acceptable in respect to the quantum of open space lost to its footprint which is considered to be minimal. Its single storey form is also considered acceptable, reading as a central but ancillary aspect of the park.

10.116 The building would be constructed of dark brick with black aluminium fascia, soffits and black roller shutters. The windows and doors would be dark grey coloured powder coated aluminium. These very dark tones are considered to sit well within the park and further assist in helping the building to read as an ancillary element of the park. The flat roof would be covered with a green roof system which, while not highly visible from within the park, will contribute to the greening and ecological enrichment of the park.

### **Trees, ecological, and biodiversity properties**

10.117 It is considered that the proposals bring ecological and biodiversity benefits. A total of 51 further trees are to be planted following the removal of 13, which would result in a net gain of 38. These trees are being planted so as to frame paths, enrich entrance areas, bolster boundary edges, and to enhance the beauty and ecological properties of the park. They also increase the diversity of age and species of trees within the park.

10.118 The northern and southern perimeters would have native thicket planting providing food sources and habitat for insects and birds. A diverse wildflower meadow turf is to be laid to large swathes of shrubbery edges plus swales are planned. A traditional orchard is proposed to the south west corner of the site.

### **Aesthetic consideration**

10.119 The proposals will result in a significant enhancement to the aesthetics of the park. The improved entrances to the street edges and realigned pedestrian routes throughout create both improved legibility as well as improved levels of accessibility. The designs also retain a sufficient degree of casual informality, with meandering paths weaving throughout the park, and areas of dense

growth are counterbalanced with larger and more open expanses. As such, the design of the scheme is viewed as well considered.

10.120 Planting areas are to be intensified and ecologically enriched, particularly to the park's edges but also with new attractions proposed including a traditional orchard located to the park's south eastern edge.

10.121 While there is some selective removal of trees, 13 in total, to facilitate the changes, including the loss of a tree to enable the new accessible entrance to Sheen Grove, it is proposed to help offset such loss by planting 51 new trees. These new trees have been selected for a range of qualities including seasonal beauty and ecological enrichment.

10.122 New seating is located throughout providing places to pause and rest. Some are arranged in sociable clusters, some line key pedestrian routes, while others are positioned in more secluded and less active locations.

10.123 The result is a greener and more diverse park that will enable a range of uses to take place over the seasons, from quiet and peaceful enjoyment to active and sporting uses. The proposals will result in a more beautiful as well as a more functionally diverse park and are therefore supported from a design perspective.

### **Impact on heritage assets**

10.124 The impact on the character and quality of the Barnsbury Conservation Area within which the park is located is considered positive.

10.125 The relocation of the large formal sports pitch away from the northern edge at the rear of listed terraced houses on Richmond Avenue to the centre of the park will have a beneficial impact on the setting of these particular heritage assets. While the boundary treatment to the sports pitch and the 8 x 12m high floodlights will have some visual impact on the character and qualities of the Conservation Area, they are considered necessary features of contemporary sporting facilities in order to maximise their potential usage for a wide range of participants. The location of the new sports pitch toward the centre of site helps to mitigate the impacts of the facility as does the overall design quality proposed including the increase in greening to the park and the reconfiguration of both the areas of open space and the walkways throughout.

10.126 There are minimal changes that will be visible from the Barnsbury Road (eastern) edge of the site. The changes to the rear of Richmond Avenue (north) are considered to have a positive impact. The new level access route to Sheen Grove is unobtrusive. While there will be the loss of a tree at this new entrance, this is to a degree being compensated for by the proposed dense planting along this entire northern edge, to either side of the new entrance, creating a denser green buffer between the residential properties that abut the park and the park itself.

10.127 The western edge, Hemingford Road will also benefit from an enhanced and better positioned entrance together with a densification and diversification of the planting to this edge. Views afforded to the new Community Hub building from the houses of Hemingford Road that back on to this part of the park will be minimal. This is due to the location of the new building, its height as a single storey structure, the proposed green roof, and the increased density of planting to the boundary edge.

10.128 Similarly the southern edge to Copenhagen Street will be significantly greened and the existing pedestrian access closed off and planted with the primary entrance to Copenhagen Street/Charlotte Terrace becoming the sole and primary entrance to the park from this edge.

10.129 Given the proposed increased greening, particularly to the edges of the park, as viewed from the adjacent streets, the changes are considered to have a positive impact on the character and quality of the Barnsbury Conservation Area.

10.130 Taking the totality of the proposals into consideration, the proposals are considered to have a positive impact on the character and appearance of the Barnsbury Conservation Area, and a

minimally positive (enhancement) to the setting of the listed buildings (terrace properties along Richmond Avenue), that back onto Barnard Park.

### **Summary – Design and Conservation**

- 10.131 This is a well-designed scheme that inserts a range of new sporting and recreational facilities within a well-structured and legible form. This form is reinforced and enhanced through a well-considered landscaping plan with a range of ecologically and biodiversity rich features being added to and reinforcing the character and quality of the park.
- 10.132 The new formal 3G, 9 a-side sports pitch is to be located away from the residential lined northern edge toward the centre of the park. It is to be bounded by a 4.5m high wire mesh fencing and 8 x 12m high directional floodlights. These features are considered important in that they will enable a more intensive use of the pitch thereby making it more accessible for more people throughout the year including into the evenings.
- 10.133 The new Community Hub inclusive of café has similarly been thoughtfully located to the centre of the park. It has been appropriately designed in a quiet and ancillary manner so as not to detract from the dominant green and open character of the park. Changes to the entrances and edges are also supported given they will improve legibility, accessibility, and safety. The planting plan, including 51 new trees, (a net increase of 38 trees) will have a positive impact on the appearance and enjoyment of the park creating lovely spaces to meet and socialise in, to pass through, and to play in.
- 10.134 In accordance with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, in assessing the proposals hereby under consideration, special attention has been paid to the desirability of preserving or enhancing the character and appearance of the Barnsbury Conservation Area. Similarly in accordance with Section 66 of the same Act, special regard has been given to the preservation or (in this case) enhancement of the significance of heritage assets (including their setting) of statutorily listed buildings immediately abutting the park, with some minor enhancements of setting resulting from these proposals.
- 10.135 Given the above, the proposal is not considered to cause any harm to the character or appearance of the park, or the wider conservation area, nor setting of nearby listed buildings.
- 10.136 Therefore, the proposed development complies with the National Planning Policy Framework 2021, policies D3, D4 and HC1 of the London Plan 2021, policies CS8 and CS9 of the Islington Core Strategy 2011, policies DM2.1 and DM2.3 of the Development Management Policies 2013. The development also adheres to the guidance in the Islington Urban Design Guide 2017. The proposed development adheres to the guidance contained within the Barnsbury Conservation Area Design Guidelines 2002.
- 10.137 Consideration has also been given to policies DH1 (Fostering innovation and conserving and enhancing the historic environment) and DH2 (Heritage assets) of the Draft Islington Local Plan. The proposed development is considered to be of high quality which would contribute to the character of this important historic part of the borough. It is noted that the aims of policy DH2 of the Draft Local Plan do not diverge significantly from that of policy DM2.3 of the Development Management Policies in respect to heritage assets.
- 10.138 **Condition 11** will secure details of materials of the scheme to ensure a high quality design and appearance of the construction.

### **INCLUSIVE DESIGN**

- 10.139 Policy GG1 of the London Plan 2021 requires that development must support and promote the creation of a London where all Londoners, including children and young people, older people, disabled people, and people with young children, as well as people with other protected characteristics, can move around with ease and enjoy the opportunities the city provides. Further, it supports and promote the creation of an inclusive London where all Londoners can share in its prosperity, culture and community, minimising the barriers, challenges and inequalities they face.

10.140 The Inclusive Design principles are set out within policy D5 of the London Plan which states that development proposals should achieve the highest standards of accessible and inclusive design. It should:

1. be designed taking into account London's diverse population.
2. provide high quality people focused spaces that are designed to facilitate social interaction and inclusion.
3. be convenient and welcoming with no disabling barriers, providing independent access without additional undue effort, separation or special treatment.
4. be able to be entered, used and exited safely, easily and with dignity for all 5) be designed to incorporate safe and dignified emergency evacuation for all building users. In all developments where lifts are installed, as a minimum at least one lift per core (or more subject to capacity assessments) should be a suitably sized fire evacuation lift suitable to be used to evacuate people who require level access from the building.

10.141 At a local level, Islington's Development Management Policy DM2.2 requires all new developments to demonstrate that they:

- a) provide for ease of and versatility in use;
- b) deliver safe, legible and logical environments;
- c) produce places and spaces that are convenient and enjoyable to use for everyone; and
- d) bring together the design and management of a development from the outset and over its lifetime.

10.142 The Council's Inclusive Design SPD further sets out detailed guidelines for the appropriate design and layout of existing and proposed new buildings.

10.143 The key inclusive design considerations and comments were provided by the Accessibility Officer. Overall the scheme is acceptable and will make the park accessible for all users; however there are some minor elements of the scheme that require further detail as listed below.

10.144 Park design:

- Opening force required to open all entrance gates
- gates could be open/closed by park management staff;
- Gym equipment accessibility for wheelchair users;
- Benches- some to be provided with both comfortable back and arm rests; at a variety of heights to cater to taller and shorter people; hardstanding at either side to allow a wheelchair user sit next to a seated companion (and if possible allow transfer from wheelchair to stand);
- Picnic bench - At least one to be accommodated for a wheelchair user with a large enough gap for the wheelchair to fit under;
- Table tennis tables and Sheffield cycle stands - need to ensure that they are visible for people with visual impairments (e.g.-contrast).
- Sheen Grove entrance- tactile braille element for the signage is needed; and
- Hemingford Road entrance gradient should be 1:20.

10.145 Community hub design:

- One of the accessible WCs serving the exterior of the park to be right hand transfer to provide a choice for users (both are left);
- Kitchen countertops are height adjustable; and

Table and chairs to be wheelchair user friendly.

10.146 The detailed accessibility considerations will be secured by **condition 12**.

10.147 In conclusion, the proposed development would comply with the relevant policies in delivering an inclusive environment that is safe, convenient and inclusive for all future users, subject to condition 12.

## **NEIGHBOURING AMENITY**

10.148 Paragraph 127 of the National Planning Policy Framework states that planning decisions should ensure that developments would have a high standard of amenity for existing and future users. All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed.

10.149 Part D of policy D3 of the London Plan 2021 states that development proposals should deliver appropriate outlook, privacy and amenity, the design of the development should also help prevent or mitigate the impacts of noise and poor air quality.

10.150 Policy DM2.1 of the Development Management Policies Document 2013 identifies that 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.

10.151 Given the location of the proposed Community Hub building in the centre of Barnard Park and the extent of the development (single storey structure), it is considered that there are minimal impacts that are likely to occur to nearby residential properties as a result of the new building itself or of the activities it would accommodate. Furthermore, the central location of the sports pitch is considered to minimise any potential amenity impacts to nearby properties including the directional floodlighting .

10.152 However, the following neighbouring properties are nonetheless considered in terms of potential impacts on their amenity:

- Nos. 12-42 Hemingford Road;
- Nos. 46- 90 Richmond Avenue;
- Nos. 163-185 Barnsbury Road;
- Nos. 60- 80 Copenhagen Street.

10.153 In addition to the addresses listed above, it is considered that the use and activities within the redeveloped park as well as the entries and exits may have the potential to impact upon the amenity of a wider area in terms of noise, and general disturbance.

## **Daylight, Sunlight and Overshadowing**

10.154 The bulk of the built aspects of the development is located within the centre of park which includes the single storey community hub building, the fencing for the new sports pitch and the floodlights which are located a substantial distance away from the nearest residential properties that surround the park. As such, it is considered that the proposed development would not impact upon the daylight and sunlight of neighbouring residential occupiers.

10.155 Furthermore, the 25-degree or 45-degree tests do not need to be applied in this instance. The development does not require a daylight and sunlight assessment (in accordance with BRE criteria).

### **Privacy**

10.156 Views from the proposed community hub building would be of the surrounding park and therefore, would not result in any direct overlooking into neighbouring residential properties. All other aspects of the development due to its minor scale and nature would not impact upon neighbouring privacy.

10.157 The projected increased and intensified use of the park is also considered to not impact upon neighbouring amenity given that the relationship between the park and surrounding residential properties would not alter and the high-level boundary walls separating such properties from the park would remain as existing. The relocation of the northern entrance would not cause direct overlooking into the properties of Richmond Avenue that flank Sheen Grove.

10.158 Overall, the relationship between the site and neighbouring properties in terms of privacy would remain.

### **Outlook**

10.159 It is considered that whilst the outlook from surrounding properties would inevitably change, it would not be adverse due to the landscaping and built form improvements that could be appreciated in the longer private views. Furthermore, it is considered that as the built structures of the redevelopment would be located in the centre of the park, this would not lead to an overbearing development, nor a sense of enclosure. Overall, the proposed development would maintain the same open outlook from neighbouring properties across a large urban park within the townscape.

### **General Noise, Disturbance and Hours of Operation**

10.160 Policy DM2.1 also states development should not have an adverse impact on amenity in respect to noise and disturbance.

10.161 The redeveloped park is expected to result in increased numbers of users given its improved community, sporting and recreational use, which in turn is considered likely to increase the levels of general noise and disturbance. However, it is noted that the existing park is underused and such any noise impacts because of the development would largely be at levels anticipated for a park of this scale.

10.162 The sports pitch and community hub area would be located at the centre of the park, which is the furthest away from surrounding neighbouring occupiers. The impact on the adjoining occupiers along Richmond Avenue would be alleviated to an extent with the sports pitch being relocated away from the northern perimeter of the park and reduced in size, balanced against the proposed longer hours of use facilitated by the floodlighting

10.163 The council's Public Protection officer has commented that the arrangement of the new sports pitch would not cause amenity concerns in terms of noise and activity. This assessment is subject to fencing being installed as shown on the proposed plans and the pitch being managed in line with the Pitch Management Plan (discussed further on).

10.164 Sporadic pockets of general noise and disturbance may occur at the entrances to the park, with perhaps such likely to be experienced more by neighbours near the new Sheen Grove entrance (in the same manner as the existing Boxworth Grove entrance) given its quieter location and therefore greater likelihood for sound to echo and bounce. However, controlled opening times of the park would mean such disturbance would not occur during the late-night period.

10.165 Use of the park would be monitored by the Council's Parks Service with anti-social or criminal activity (discussed further within this report) dealt with by the Metropolitan Police.

## Hours of Operation and Management

- 10.166 A management plan for the proposed community hub building was submitted as part of the application. This sets out the hours of use i.e. 8am-10pm Monday to Fridays, 8am-6pm on Saturdays and 8am-8pm on Sundays all year round.
- 10.167 The submitted management plan for the community hub provides details for permitted uses and core rules including, that the sale and consumption of alcohol is prohibited, and no amplified music above 80 decibels is permitted. The plan also details safety and security measures, deliveries, waste collection (discussed further on in this report), permitted occupancy levels, supervision, and maintenance arrangements. The proposed measures within the Plan are considered acceptable and upon approval, the compliance with these details will be secured by **condition 13**.
- 10.168 The submitted management plan for the sports pitch states that the pitch would have operating hours of 9am-10pm Monday to Friday, 9am-6pm Saturdays, and 9am-8pm Sundays. These hours are considered acceptable given its location away from neighbouring properties and that the closing times coincide with the closing times for the hub. This means there would be no congregating of persons from the pitch to the hub and vice versa.
- 10.169 The sports pitch would be overseen by one member of staff at all times and the pitch would be staffed every day of the year apart from 25 December to 02 January inclusive. The staffing hours are 8am-10pm Monday to Friday, 8am- 6pm Saturdays and 8am-8pm on Sundays. The pitch would be pre - booked through a booking system and therefore the number of people can be managed and co-ordinated, reducing the groups of users congregating outside the pitch. The proposed measures within this plan are also considered acceptable and upon approval, the compliance with these details will be secured by **condition 14**.
- 10.170 The proposals to control the hours of use of the sports pitch and floodlighting to coincide with the operational hours of the Community Hub building (as well as the staffing at the Hub) are considered to strike the right balance between maximising community use of the pitch and the hub and minimising disturbance and noise to adjoining residents. These management plans (including hours of use ) would be secured by **condition 14,15 and 16**

## Light Pollution

- 10.171 A Lighting Impact Assessment has been submitted with the application considering the light spill arising from the proposals. The Council's Public Protection Officer has been consulted and considers the information acceptable.
- 10.172 The floodlighting consists of 12x modern Philips OptiVision LED luminaires with a zero upward lighting ratio. They have additional louvres fitted to the luminaire to reduce spill further. The lighting report includes light spill predictions and predicts compliance with the Institute of LP guidance on the reduction of obtrusive light. With the predictions provided and measures to reduce light spill it can be summarised that the installation is in line with that guidance. The hours of lighting would be secured under **condition 16**.

## Construction Impacts

- 10.173 The construction works proposed under this application would unavoidably cause some degree of noise and disruption.
- 10.174 The applicant has submitted a Construction Management Plan which has been reviewed by the Public Protection Officer who welcomes the draft plan but comments that the document must reference the Islington Council's Code of Practice of Construction Sites. There are also some more details needed on demolition, site offices and power supply, along with NRMM registration, potential crusher use and newsletters. The Public Protection Officer also advises that any site waste should be disposed of appropriately and any imported materials should be tested/suitable for use. A full Demolition, Construction and Environmental Management Plan is secured under **condition 17**.

10.175 The transportation and highways impacts during the construction stage are further discussed in the Highways and Transport section further on.

### **Neighbouring Amenity Summary**

10.176 Subject to the conditions set out in this report, it is considered that the proposed development would not give rise to unacceptable impacts on neighbouring residential amenity.

### **ENERGY AND SUSTAINABILITY**

10.177 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and standards relevant to sustainability are set out throughout the NPPF. Paragraph 148, under section 14. 'Meeting the challenge of climate change, flooding and coastal change', highlights that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

10.178 London Plan policy GG6 requires London to become a more efficient and resilient city, in which development must seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero carbon city by 2050. Proposals must ensure that buildings are designed to adapt to a changing climate, making efficient use of water, reducing impacts from natural hazards like flooding and heatwaves, while mitigating and avoiding contributing to the urban heat island effect.

10.179 Policy SI 2, in support of the strategic objectives set out in Policy GG6 above, requires new developments to aim to be zero carbon with a requirement for a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. It requires all major development proposals to contribute towards climate change mitigation by reducing carbon dioxide emissions by 35% through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). Moreover, where it is clearly demonstrated that the zero carbon figure cannot be achieved then any shortfall should be provided through a cash contribution towards the Council's carbon offset fund.

10.180 Policy CS10 of the Islington Core Strategy requires that development proposals are designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock.

10.181 Policy DM7.1 of the Islington Development Management Policies requires development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG.

10.182 Whilst this application is classed as a major development, by virtue of the site area, the proposed building is a minor structure (measuring circa 160sqm). No Sustainable Design and Construction Statement (SDCS) was submitted with this application. However, given the straightforward nature of the structure proposed and its small scale, in this particular instance, it is considered that a planning condition could be imposed securing a Sustainable Design and Construction Statement to be submitted to and approved in writing prior to demolition of the Hub Building or the caretaker's facilities. This document would detail energy efficiency measures.

10.183 It should be stressed that it is only in this instance that it is considered reasonable to secure the details of the SDCS as a pre-commencement condition in lieu of being requested and assessed in this application. This is due to the nature of the site and development, with the development proposing minimal built form which includes a green roof and an air source heat pump (in the context of the overall development), as well as the improvements (both quantitative and qualitative) to landscaping, planting and trees proposed.

10.184 The Council's Energy and Sustainability Officer was consulted as part of the application. It was advised that whilst the application is a major development due to the scale of the site, the scale and extent of the built form elements are akin to a minor development, and therefore, the application can be treated as such in terms of sustainability and the relevant policies.

10.185 Policy DM7.2 of the Islington Development Management Policies requires minor developments to achieve best practice energy efficiency standards, in terms of design and specification (part A). The policy (part C) also requires on-site regular emissions to be dealt with by on-site measures with those remaining to be offset. The development proposes a green roof, air source heat pump as well as tree planting which would provide some small measures to tackle climate change. Further measures would be outlined within the SDCS, as secured by **condition 18**.

### **BREEAM**

10.186 Part G of policy DM7.4 specifies "*Non-residential major developments, non-residential new-build minor developments of one unit or more, and non-residential extensions of 100m<sup>2</sup> of greater, are required to demonstrate how they would achieve all credits for water efficiency in the relevant BREEAM scheme. Where it is demonstrated that this is not reasonably possible, developments (subject to the above exclusions) are required to achieve at least 2 credits for water efficiency in the relevant BREEAM scheme.*"

10.187 The applicant has submitted a BREEAM statement (pre-assessment estimator report) to support the proposed community hub building. Within the pre-assessment, it calculates that the community hub building would achieve 7 out of 8 credits available. However, it does achieve 4 credits in the water consumption category which involves water efficiency components.

10.188 The proposed development has been demonstrated to achieve Very Good in the overall BREEAM rating and this rating would be secured by **condition 19**.

### **Flood risk**

10.189 Two separate flood risk assessments were submitted for the park development and the community hub building. Both assessments identify that Barnard Park is located within Flood Zone 1 (low probability of flooding) and within a Critical Drainage Area (CDA). Groundwater flooding may occur during long lasting or intense rainfall; however, generally, this is a low probability of occurring.

10.190 A CDA is defined as "*A discrete geographic area (usually a hydrological catchment) where multiple and interlinked sources of flood risk (surface water, groundwater, sewer, main river and/or tidal) cause flooding in one or more Local Flood Risk Zones during severe weather thereby affecting people, property or local infrastructure.*"

10.191 The assessment concludes that flood risk (groundwater and surface) is at very low to low levels, but the development provides the opportunity to implement Sustainable Urban Drainage Systems (SUDS) to reduce water run off which is proposed through the green roof on top of the community hub building. In addition, the proposed landscaping, tree planting and biodiversity improvements are considered to contribute towards water run off mitigation, through inclusion of swales. SUDS implementation is secured under **condition 20**.

10.192 Subject to the condition (**18**) to secure and approve a Sustainable Design and Construction Statement, the proposed development is considered to be generally acceptable in regards to sustainability and as such is capable of complying with policies GG6 and SI 2 of the London Plan

2021, policy CS10 of the Islington Core Strategy 2011, and policies DM7.1, DM7.2 and DM7.4 of the Islington Development Management Policies 2013.

## **HIGHWAYS AND TRANSPORT**

- 10.193 Paragraph 108 of the NPPF states that applications should ensure that appropriate opportunities to promote sustainable transport modes can be or have been taken up, given the type of development and its location. Development proposals should also ensure that any significant impacts from the development on the transport network or on highway safety, can be cost effectively mitigated to an acceptable degree.
- 10.194 Policy T4 of the London Plan 2021 states that development proposals should reflect and be integrated with current and planned transport access, capacity and connectivity. Transport Statement should be submitted with development proposals to ensure that impacts on the capacity of the transport network are fully assessed. Furthermore, part C of this policy states that where appropriate, mitigation, either through direct provision of public transport, walking and cycling facilities and highways improvements or through financial contributions, will be required to address adverse transport impacts that are identified.
- 10.195 Policy DM8.1 of the Islington Development Management Policies states that the design of the development is required to prioritise the transport needs of pedestrians, public users and cyclists above those of motor vehicles. Further, Policy DM8.2 states that proposals are required to meet the transport needs of the development and address its transport impacts in a sustainable manner and in accordance with best practice. Where the council considers that a development is likely to have a significant negative impact on the operation of transport infrastructure, this impact must be satisfactorily mitigated.
- 10.196 The site has a poor to average PTAL rating access to public transport and the Public Transport Accessibility Level is 2-3. Bus routes which serve the site are 153 and 274. The site is a ten-to-fifteen minute walk from Angel Underground Station which is served by the northern line and a ten-to-fifteen minute walk from Caledonian Road & Barnsbury Road Overground Station.

### **Proposal**

- 10.197 The park is accessed from multiple entrances to its north, east, south, and west. There would be vehicle access via Charlotte Terrace which would be used for maintenance vehicles by the Council's Park Services as well as by Thames Water vehicles to require access to water/sewerage point located within the south of the park. The development is proposed to be car-free, with no vehicle parking proposed on-site.
- 10.198 In regards to disabled parking, the proposal would rely on the existing resident parking bays, short stay bays and designated disabled parking bays within the vicinity, in which blue badge holders would be able to use without charge or restriction.

### **Vehicle Parking**

- 10.199 No vehicle parking is proposed on-site which is considered acceptable and in accordance with policy CS10 of the Islington Core Strategy and policy DM8.5 of the Islington Development Management Policies. These policies require developments to be car free.

### **Cycling**

- 10.200 In terms of cycling, policy T5 of the London Plan states that development proposals should help remove barriers to cycling and create a healthy environment in which people choose to cycle. It should also secure appropriate levels of cycle parking that should be fit for purpose, secure and well-located.
- 10.201 The proposed cycle parking facilities would be located at the southern Barnsbury Road entrance and at the Charlotte Terrace entrance and would provide 8x and 4x spaces respectively. Although the amount of cycle parking proposed is considered acceptable, further details are

required to demonstrate that such facilities would be fully accessible. These details would be secured by **condition 21**.

10.202 Overall, the proposal would provide an acceptable level of cycle facilities to support the development and to encourage use of alternative transport modes, which complies with the objectives of Policy T5 of the London Plan 2021, and policy DM8.4 of the Islington Development Management Policies 2013.

### **Servicing and Waste Management**

10.203 Part A of policy DM8.6 (Delivery and Servicing for New Developments) states that for commercial developments over 200 square metres, delivery/servicing vehicles should be accommodated on-site, with adequate space to enable vehicles to enter and exit the site in forward gear (demonstrated by a swept path analysis). Where servicing/delivery vehicles are proposed on street, Policy DM8.6 (Delivery and servicing for new developments), Part B, requires details to be submitted to demonstrate that onsite provision is not practical, and show that the on-street arrangements will be safe and will not cause a traffic obstruction/nuisance.

10.204 Servicing details were provided within the submitted management plan for the hub building which outlines that all deliveries would be made on-site via the Charlotte Terrace entrance of the park and no vehicles should drive further than the entrance hardstanding. Vehicles should safely park in that area and deliver their materials to the hub building by trolley. However in exceptional circumstances vehicles would be allowed (with permission from the Parks Services), to drive up to the building to deliver heavier items and materials.

10.205 The Management Plan also states that no deliveries would be made to the hub building outside the hours of 8am to 6pm Monday to Saturday, and 10am to 3pm Sundays and Bank Holidays. These hours would be secured by **condition 22**.

10.206 In terms of refuse and recycling, officers have had regard to the council's refuse and recycling storage requirements. Within the management plan, it is outlined that waste collection for the hub building would be carried out from within the park by park staff as part of the existing litter and refuse collection arrangement. It would be disposed of at their depot at Cottage Road and the building would not result in the increase of refuse collection trips.

### **Construction Impacts**

10.207 The proposed construction works would inevitably have some impact to the local area during the construction period. A construction management plan was submitted by the application and a detailed DCEMP is secured by **condition 17**.

### **Highways Summary**

10.208 Overall, it is considered that the application would have adequate provision for servicing, waste storage, accessibility, cycling, collections and deliveries, subject to the relevant conditions. The proposal would be acceptable and would comply with policies T5 and T6 of the London Plan 2021, policies CS10, CS11 and CS13 of the Islington Core Strategy 2011; and DM8.2, DM8.4, DM8.5 and DM8.6 of the Islington Development Management Policies 2013.

### **SAFETY AND SECURITY**

10.209 The Mayor's Housing SPG (para 2.2.19) states that 'Buildings and spaces should deter criminal opportunism and provide residents with an increased sense of security, without being intimidating or reliant on excessive management.' Policy DM2.1 of the Islington Development Management Policies 2013, requires development (amongst other aspects related to design) to be safe and inclusive.

10.210 To ensure that the proposed development would be secure and meet the relevant crime prevention objectives, it is recommended that the scheme meets Secured By Design accreditation, and as such would be secured by **condition 23**.

## FIRE SAFETY

- 10.211 Policy D12 of the London Plan states that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety. All major development proposals should be submitted with a Fire Statement, which is an independent fire strategy, produced by a third party, suitably qualified assessor. Such statements should contain: the building's construction; means of escape for all building users; features that reduce the risk to life; access for fire service personnel and equipment; provision for fire appliances; and future modifications to the building.
- 10.212 The applicant has submitted a Fire Statement prepared by a professional with qualifications and credentials in the area of building and civil engineering, fire engineering and fire safety engineering. The statement concludes that given its location and scale, the building is at low risk in terms of fire but the green roof has the potential to spread fire. Due to the open space location of the building, easy evacuation from the building can be managed whilst the park routes and roads leading to it can accommodate fire vehicles. As the building would be located more than 100m from a fire hydrant, a hydrant is proposed by the building. Provision of this hydrant prior to first occupation of the Hub Building will be secured by **condition 24**.
- 10.213 It is noted that the author of the submitted Fire Statement is a qualified person with expertise in fire safety and engineered solutions, and as such, the applicant has considered the fire safety of the development as part of the overall scheme. A Condition is recommended (**condition 25**) requiring an updated Fire Statement to be submitted in the event that there are any changes to the proposals.

## PLANNING BALANCE ASSESSMENT

- 10.214 Paragraph 47 of the NPPF states that *"Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise"*.
- 10.215 In land use terms the proposals would result in a small loss of public open space which conflicts with policies G4B of the London Plan, Islington Core Strategy policy CS15B and Development Management policies DM6.3A. Whilst a small loss of SINC would occur, the significant enhancements to biodiversity and ecology are considered to ensure that the proposals accord with the aims of policy CS15 D. The small loss of public open space are a result of delivering a fully accessible and inclusive Community Hub building, which would increase the diversity of users and the user experience when visiting the park.
- 10.216 Due to the loss of quantity of sports pitch as a result of these proposals, the development would conflict with policies CS17A and B, DM6.4 Part C V) and the proposals do not entirely meet London Plan policy S5 Part C (1) despite the proposals meeting local need (as informed by Local Assessment in 2018) and significantly enhancing the quality of provision and its efficient management of use.
- 10.217 The proposals would comply with the social and community infrastructure policies through improved, more accessible and flexible facilities ideally located to serve the local community. The development would otherwise comply with the remaining aspects of policies S5 and G4 of the London Plan 2021; policy CS15 of the Islington Core Strategy 2011; and policies DM6.1, DM6.3 and policy DM6.4 of the Islington Development Management Policies 2013.
- 10.218 The scheme would comply with policies relating to design, conservation, heritage, neighbouring amenity, sustainability (subject to planning conditions), biodiversity, accessibility and transportation.
- 10.219 It should be recognised that the scheme also involves planning benefits, which should be afforded weight as material planning considerations. These have been discussed throughout the report, and include:

- New and improved formal and informal sports facilities;

- New community hub building designed to be fully accessible and inclusive to wheelchair and other mobility impaired users and support the use of the various parts of the park
- New and improved entrances to the park;
- Improved safety and accessibility;
- More trees and other forms of planting;
- Significantly improved biodiversity values within an area of deficiency in access to nature;
- Enhancement to the setting of adjacent listed buildings by relocating the sports pitch to the centre of the park, reducing its size and significantly improving its visual quality.
- Minor enhancement to the character and appearance of the Barnsbury Conservation Area through the modifications listed above, increased tree planting and biodiversity.

10.220 Whilst the scheme results in a minor loss of public open space and a reduction in the size of the sports pitch (8990sqm to 5764sqm a 35.9% reduction), the proposals also include the above listed planning benefits that are considered to weigh favourably towards the scheme. The proposals have been informed by community consultation including with Sports England (who support the proposals) to diversify the sporting use of the sports pitch and the recreational use of the park and enhance its ecological value given the parks location within an area of deficiency in access to nature. The proposals are considered best designed to encourage healthy and active lifestyles for the widest range of park users and are on-balance supported, despite representing a departure due to sport pitch size reduction and minor loss of public open space.

## **11. CONCLUSION**

11.1 It is recommended that planning permission is granted subject to Conditions as set out in Appendix 1.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

That planning permission be granted subject to **conditions** to secure the following, and that there is delegated to each of the following: the Head of Development Management the Team Leader Major Applications and the Team Leader Planning Applications to make minor changes (additions removals or amendments) to the conditions:

#### List of Conditions:

|          |   |
|----------|---|
| <b>1</b> | <p><b>Commencement</b></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>   |
| <b>2</b> | <p><b>Approved Plans List</b></p> <p>DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Location Plan (Barnard Park, Unnumbered).</p> <p>BP-IA-365-SP-P1-B. BP-IA-365-LMP-P1-Rev T.</p> <p>BP-IA-365-LGA: P01-Rev J; P02-Rev I; P03-Rev H; P04- Rev J; P05-Rev D.</p> <p>BP-IA-365-LS: P1- Rev E; P2- Rev E; P3- Rev C; P4- Rev- F; P5- Rev E; P6- Rev D; P7- Rev D; P8- Rev B; P9- Rev B.</p> <p>BP-IA- 365-LE: P1; P2; P3; P4.</p> <p>SS18_04: BP1-A; BP2-A; BP3-A; BP4-A.</p> <p>SC-BP (Demolition): 1 Rev 1; 2 Rev 1. SC-BP (Proposed): 1 Rev 5.</p> <p>Planning Statement by LUC dated 12/2021; Design &amp; Access Statement by Ireland Albrecht dated 10/12/2021; Design &amp; Access Statement (Hub Building) by Sports Clubhouses Ltd dated 12/2021; Barnard Park Hub Building Management Plan by Islington Council; Barnard Park 3G Football Pitch Management Plan by Islington Council; Barnard Park G Football Pitch Draft Programme By Islington Council; Health Impact Assessment by Islington Council; Arboricultural Report by Tim Moya Associates (Ref: 210260-PD-11d) dated 11/2021; i-Tree Eco Inventory by Tim Moya Associates (Ref:210260-IT-01) dated 06/2021; Preliminary Ecological Appraisal by Tim Moya Associates (Ref: 210260-ED-01a) dated 06/2021; Biodiversity Net Gain Assessment by Tim Moya Associates (Ref: 210260-ED-02) dated 06/2021; Ecological Enhancement Scheme by Tim Moya Associates (Ref: 210260-ED-03) dated 06/2021; Bat Survey Report by Tim Moya Associates (Ref: 210260-ED-04) dated 09/2021; Urban Greening Factor document; BREEAM UK New Construction 2018 Pre-Assessment Estimator Report Rev 1 by Base Energy dated 28/0/2022; Flood Risk Assessment (Community Hub, Rev 0) by Base Energy dated 17/12/2021; Flood Risk Assessment (Park Improvement Proposals, Rev 0) by Base Energy dated 17/12/2021; Sports Lighting Impact Assessment by SSL dated 27/07/2021; Transport Assessment by Elliott Wood (Ref: 2210573 Rev 1) dated 24/12/2021; Construction Management Plan by Ireland Albrecht dated 10/11/2021; Fire Statement (Form) by Basil Jackson dated 07/12/2021; Barnard Park Improvements: Public Engagement Feedback by Islington Council.</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> |

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| 3 | <p><b>Sports Pitch- Construction Details and Specifications, Community Use and Management</b></p>  |
|   | <p>CONDITION: The 3G 9 aside sports pitch hereby approved shall be constructed to World Rugby Regulation 22 standards. The details and specification of the sports pitch shall be submitted to the Local Planning Authority and approved in writing prior to commencement of those works in consultation with Sports England.</p> <p>The construction, operation and management of the sports pitch shall be carried out strictly in accordance with the details so approved.</p> <p>REASON: To ensure that the pitch is constructed in a manner to accommodate both football and rugby use and maximise the opportunities for other potential users of the facility.</p>  |
| 4 | <p><b>Urban Greening Factor</b></p> <p>CONDITION: The development hereby permitted shall achieve an Urban Greening Factor of 0.63.</p> <p>Alternatively, a Biodiversity / Urban Greening Factor Assessment and Report (BUGFA) shall be submitted to and approved in writing by the Local Planning Authority prior to first occupation of the development hereby approved which satisfactorily demonstrates and justifies why an Urban Greening Factor of 0.63 cannot be achieved. The report shall give consideration to additional planting, intensive or semi-intensive green roofs, the addition of raingardens and planting and seek alternatives to any measures that may be suggested as no longer possible to deliver.</p> <p>In the event a BUGFA is submitted and approved, the development shall be carried out in accordance with the approved BUGFA in all respects, including any new management regime accompanying the Report.</p> <p>REASON: In the interest of biodiversity, sustainability and to ensure that green infrastructure is maximised on the site.</p>   |
| 5 | <p><b>Nature Conservation (Compliance)</b></p> <p>CONDITION: The development hereby permitted shall be built with the measures and recommendations as outlined within the approved Biodiversity Net Gain Assessment (Ref: 210260-ED-02, June 2021), Preliminary Ecological Appraisal (Ref 210260-ED-01a, June 2021), Ecological Enhancement Scheme (Ref: 210260-ED-03, June 2021), and Bat Survey Report (Emergence Survey) (Ref: 210260-ED-04, September 2021) by Tim Moya Associates.</p> <p>REASON: In the interest of biodiversity, sustainability and to ensure that green infrastructure is maximised on the site.</p>   |
| 6 | <p><b>Green Roof (Details)</b></p> <p>CONDITION: Notwithstanding the approved plans, details of the proposed green/blue/brown roof to the Hub-Building hereby approved shall be submitted and approved by the Local Planning Authority prior the commencement of works relating to this building. The proposed green/blue/brown roof shall be designed, installed and maintained in a manner that meets the following criteria:</p> <ul style="list-style-type: none"> <li>i. green roofs shall be biodiversity based with extensive substrate base (depth 120 - 150mm);</li> <li>ii. laid out in accordance with plans hereby approved; and</li> <li>iii. 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). The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be accessed for the purpose of essential maintenance or repair, or escape in case of emergency.</li> </ul> |

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|          | <p>The green/blue roof approved shall not be used as an amenity or sitting out spaces of any kind whatsoever and shall not be used other than for essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof shall be installed strictly in accordance with the details as approved, shall be laid out within 3 months or the next available appropriate planting season after completion of the external development works / first occupation, and shall be maintained as such thereafter.</p> <p>REASON: In order to ensure the development maximises opportunities to improve the green infrastructure on site and help boost biodiversity and minimise run-off.</p>   |
| <b>7</b> | <b>Swift Boxes (Compliance)</b>  |
|          | <p>CONDITION: No less than 2x universal in-built swift boxes shall be implemented within the construction of the community hub building and retained as such permanently thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability and to ensure that green infrastructure is maximised on the site.</p>  |
| <b>8</b> | <b>Nature Conservation (Details)</b>   |
|          | <p>CONDITION: Notwithstanding the approved plans and documents, details of the proposed nature conservation and biodiversity measures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site:</p> <ul style="list-style-type: none"> <li>a) species details for the hedgerows and meadows</li> <li>b) pond details</li> <li>c) landscape and biodiversity management plan</li> </ul> <p>The development shall be delivered and in accordance with the approved details and retained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability and to ensure that green infrastructure is maximised on the site.</p>   |
| <b>9</b> | <b>Tree Protection</b>   |
|          | <p>CONDITION: Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.</p> <ul style="list-style-type: none"> <li>a) Specific issues to be dealt with in the TPP and AMS:</li> <li>b) Location and installation of services/ utilities/ drainage.</li> <li>c) Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees.</li> <li>d) Details of construction within the RPA or that may impact on the retained trees.</li> <li>e) A full specification for the installation of boundary treatment works.</li> <li>f) A full specification for the construction of any roads, parking areas and driveways, including details of the no-dig specification and extent of the areas of the roads, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant sections through them.</li> <li>g) Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of no-dig surfacing within Root Protection Areas is proposed,</li> </ul> |

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|           | <p>demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses.</p> <ul style="list-style-type: none"> <li>h) A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.</li> <li>i) A specification for scaffolding and ground protection within tree protection zones.</li> <li>j) Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.</li> <li>k) Details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well concrete mixing and use of fires</li> <li>l) Boundary treatments within the RPA</li> <li>m) Methodology and detailed assessment of root pruning</li> <li>n) Reporting of inspection and supervision</li> <li>o) Methods to improve the rooting environment for retained and proposed trees and landscaping</li> <li>p) Veteran and ancient tree protection and management</li> </ul> <p>The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with Policy DM 2.3 and DM 6.5, policies G1, G5 and G7 of the London Plan, policies G1 and G4 of the emerging Local Plan and pursuant to section 197 of the Town and Country Planning Act 1990.</p> |
| <b>10</b> | <b>Tree Planting</b>  |
|           | <p>CONDITION: Prior to completion or first occupation of the development hereby approved, whichever is the sooner; full details of all proposed tree planting shall be submitted to and approved in writing by the Local Planning Authority. This will include planting and maintenance specifications, including cross-section drawings, use of guards or other protective measures and confirmation of location, species and sizes, nursery stock type, supplier and defect period. All tree planting shall be carried out in accordance with those details and at those times approved.</p> <p>Any trees that are found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of similar size and species in the first suitable planting season.</p> <p>REASON: To comply with the duties indicated in Section 197 of the Town and Country Planning Act 1990 to safeguard and enhance the amenity of the area, to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality in accordance with Policy DM 2.3 and DM 6.5, policies G1, G5 and G7 of the London Plan, policies G1 and G4 of the emerging Local Plan.</p>   |
| <b>11</b> | <b>Materials (Details)</b>  |
|           | <p>CONDITION: Notwithstanding the approved drawings, details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing on site. The details and samples shall include:</p>  |

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|           | <ul style="list-style-type: none"> <li>a) Details of all external facing materials to be used in the Hub Building</li> <li>b) Windows and doors for the Hub Building</li> <li>c) Roof materials</li> <li>d) Any other materials to be used in the Hub Building</li> <li>e) Sports pitch surfacing</li> <li>f) Sports pitch fencing</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>   |
| <b>12</b> | <b>Landscaping (Details)</b>  |
|           | <p>CONDITION: The landscape strategy shall be implemented in accordance with the submitted Landscaping Proposals as shown on drawing numbers BP-IA-365-LMP-P1 Rev T; BP-IA-365-LGA-P-01 Rev J; BP-IA-365-LGA-P-02 Rev I; BP-IA-365-LGA-P-03 Rev H; BP-IA-365-LGA-P-04 Rev J; BP-IA-365-LGA-P-05 Rev D unless otherwise agreed in writing with the Local Planning Authority</p> <p>Further details of landscaping shall be submitted to and approved in writing by the Local Planning Authority prior to practical completion of the hereby approved development.</p> <p>The additional information shall include the following details:</p> <ul style="list-style-type: none"> <li>a) soft landscaping features including details of proposed species;</li> <li>b) hard landscaping;</li> <li>c) gym equipment;</li> <li>d) details of all furniture (inclusive of accessible features);</li> <li>e) tactile paving to entrances;</li> <li>f) land levels.</li> </ul> <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 and sustainability, to ensure that a satisfactory standard of visual amenity is provided and maintained, and to facilitate and promote inclusive and sustainable communities.</p> |
| <b>13</b> | <b>Management Plan- Hub Building (Compliance)</b>   |
|           | <p>CONDITION: The hereby approved Hub Building shall be operated and managed strictly in accordance with the Barnard Park hub Building Management Plan (received 16/12/2021) and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the operations of the use provide a safe and secure environment and protect the amenity of residential occupiers.</p>   |
| <b>14</b> | <b>Management Plan- Sports Pitch (Compliance)</b>   |

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|           | <p>CONDITION: The hereby approved sport pitch shall be operated and managed strictly in accordance with the Barnard Park 3G Football Pitch Management Plan (received 16/12/2021) and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the operations of the use provide a safe and secure environment, protect the amenity of residential occupiers and provide public access to the sports facilities available at the site.</p>   |
| <b>15</b> | <b>Hours of Operation- Community Hub and Sports Pitch (Compliance)</b>  |
|           | <p>CONDITION: The Community Hub building hereby approved shall not operate outside the hours of:</p> <p>8am-10pm Monday to Fridays,<br/>8am-6pm on Saturdays and<br/>8am-8pm on Sundays and Bank Holidays</p> <p>The proposed sports pitch hereby approved shall not operate outside the hours of:</p> <p>9am-10pm Monday to Friday,<br/>9am-6pm Saturdays, and<br/>9am-8pm Sundays and Bank Holidays.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>  |
| <b>16</b> | <b>Hours of Operation- Floodlights (Compliance)</b>   |
|           | <p>CONDITION : The hereby approved floodlighting to the sports pitch shall be controlled by photocell detector and timer switch and only operate during the hours of:</p> <p>09:00-2200 Monday to Friday,<br/>09:00-18:00 Saturdays, and<br/>0900-2000 hours Sunday and Bank Holidays only.</p> <p>The floodlighting shall be regularly checked and maintained to minimise light spill.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>   |
| <b>17</b> | <b>Demolition, Construction Environmental Management Plan (Details)</b>   |
|           | <p>CONDITION: Notwithstanding the details submitted with the application, a Demolition, Construction and Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.</p> <p>The DCEMP should be in accordance with the Council's Code of Practice for Construction Sites and shall include details and arrangements regarding:</p> <ul style="list-style-type: none"> <li>b) The notification of neighbours with regard to specific works;</li> <li>c) Advance notification of any access way, pavement, or road closures;</li> <li>d) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period;</li> <li>e) Details regarding the planned demolition and construction vehicle routes and access to the site;</li> <li>f) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance;</li> </ul> |

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|    | <p>g) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works;</p> <p>h) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.)</p> <p>i) Details of any proposed external illumination and/or floodlighting during construction;</p> <p>j) Details of measures taken to prevent noise disturbance to surrounding residents;</p> <p>k) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site;</p> <p>l) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception)</p> <p>m) Details as to how safe and convenient vehicle access will be maintained for neighbouring sites at all times, including emergency service vehicles;</p> <p>n) Details as to how neighbour amenity impacts arising specifically from the proposed basement and foundations will be minimised;</p> <p>o) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure;</p> <p>p) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area;</p> <p>q) Details of measures taken to minimise the impacts of the construction process on air quality, including NRMM registration. An inventory of all Non-Road Mobile Machinery (NRMM) must be registered on the NRMM register <a href="https://nrmm.london/usernrmm/register">https://nrmm.london/usernrmm/register</a> prior to the commencement of use of any NRMM at the application site. All NRMM should meet as minimum the Stage IIIA emission criteria of Directive 97/68/EC and its subsequent amendments unless it can be demonstrated that Stage IIIA equipment is not available. All NRMM should be regularly serviced and service logs kept on site for inspection. Records should be kept on site which details proof of emission limits for all equipment. The report shall assess the impacts during the preparation/demolition, excavation and construction phases of the development on the surrounding roads, together with means of mitigating any identified impacts.</p> <p>The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads.</p> <p>The demolition and development shall thereafter be carried out in accordance with the details and measures approved in the DCEMP.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p> |
| 18 | <p><b>Sustainable Design and Construction Statement (Details)</b></p> <p>CONDITION: Prior to the commencement of development of the Community Hub building (including demolition), a Sustainable Design and Construction Statement (SDCS) shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>Should there be any change to the energy efficiency measures within the subsequently approved Sustainable Design and Construction Statement, a revised Sustainable Design and Construction Statement shall be submitted to and agreed in writing by the Local Planning Authority prior to the occupation of the development.</p>  |

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|           | <p>The Community Hub building shall be constructed and operated in accordance with the final agreed SDCS. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>   |
| <b>19</b> | <b>BREEAM- Very Good (Compliance)</b>   |
|           | <p>CONDITION: The Community Hub building hereby approved shall achieve a BREEAM rating of no less than 'Very Good' unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>   |
| <b>20</b> | <b>SUDS (Compliance)</b>  |
|           | <p>CONDITION: The Sustainable Urban Drainage Systems (SUDS) within the development shall be installed strictly in accordance with the details so approved within the Flood Risk Assessment Rev 0 (Barnard Park Improvement Proposals), and the Flood Risk Assessment Rev 0 (Barnard Park Community Hub) prepared by Base Energy dated 17/12/2021.</p> <p>The approved SUDS shall be installed/operational prior to the completion of the development and shall be maintained as such thereafter.</p> <p>Prior to the first occupation of the Community Hub building, details of a SUDS management and maintenance programme shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out and management and maintained 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 and minimise the potential for surface level flooding.</p> |
| <b>21</b> | <b>Cycle Parking (Details)</b>  |
|           | <p>CONDITION: Details of the design and appearance (shown in context) of the bicycle storage area(s) shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on the Community Hub building.</p> <p>The bicycle storage shall provide for no less than 12x cycle spaces.</p> <p>The bicycle storage area(s) shall be provided strictly in accordance with the details so approved, provided/erected prior to the first occupation of the development, and maintained as such thereafter.</p> <p>REASON: In the interests of promoting and supporting more sustainable forms of travel within the borough and promoting more healthy and active lifestyles.</p>  |
| <b>22</b> | <b>Delivery and Servicing (Details)</b>   |
|           | <p>CONDITION: Prior to the commencement of superstructure works of the Community Hub building a Delivery &amp; Servicing Plan shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The plan shall confirm the delivery and servicing arrangements including refuse collections and storage, for the site when in full operation and shall confirm that delivery and servicing shall only occur between the following hours:</p> <p>0800 to 1800 hours Monday to Saturday and<br/>1000 to 1500 hours on Sundays and Bank Holidays.</p>  |

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|           | REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic.   |
| <b>23</b> | <b>Secure by Design Accreditation (Details)</b>   |
|           | <p>CONDITION: Prior to commencement of the development hereby approved, details of how the development achieves Secured by Design accreditation shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Metropolitan Police.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>   |
| <b>24</b> | <b>Fire Hydrant (Details)</b>   |
|           | <p>CONDITION: Prior to superstructure works commencing on the Community Hub building, details of a fire hydrant within 100 metres of the building shall be submitted and approved in writing by the Local Planning Authority.</p> <p>The Fire Hydrant shall be installed as approved, and operational prior to the first occupation of the Community Hub building and shall be maintained as such permanently thereafter.</p> <p>REASON: In the interests of ensuring the fire safety of the development hereby approved and adherence to policy D12 of the London Plan 2021.</p>   |
| <b>25</b> | <b>Fire Statement (Compliance)</b>  |
|           | <p>CONDITION: The details and measures set out in the approved Fire Statement by Basil Jackson dated 07/12/2021 shall be implemented in accordance with the approved document, unless otherwise agreed in writing by the Local Planning Authority.</p> <p>Should any subsequent change(s) be required to secure compliance with the submitted Fire Safety Strategy, a revised Fire Statement would need to be submitted to and approved by the Local Planning Authority. The development shall be carried out in accordance with the Fire Safety Strategy under this condition and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the development incorporates the necessary fire safety measures in accordance with the Mayor's London Plan Policy D12.</p> |

**List of Informatives:**

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| <b>1</b> | <b>Construction Works</b>  |
|          | Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Pollution Team, Islington Council, 222 Upper Street London N1 1XR (Tel. No. 020 7527 3258 or by email <a href="mailto:pollution@islington.gov.uk">pollution@islington.gov.uk</a> ) or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above. |
| <b>2</b> | <b>Highway Requirements</b>  |
|          | Compliance with sections 168 to 175 and of the Highways Act, 1980, relating to "Precautions to be taken in doing certain works in or near streets or highways". This relates, to scaffolding, hoarding and so on. All licenses can be acquired through <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a> . All agreements relating to the above need to be in place prior to works commencing. Compliance with section 174 of the Highways Act, 1980 - "Precautions to be taken by persons executing works in streets." Should a company/individual request to work on the public highway a   |

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|          | <p>Section 50 license is required. Can be gained through <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a>. Section 50 license must be agreed prior to any works commencing. Compliance with section 140A of the Highways Act, 1980 – “Builders skips: charge for occupation of highway. Licenses can be gained through <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a>. Compliance with sections 59 and 60 of the Highway Act, 1980 – “Recovery by highways authorities etc. of certain expenses incurred in maintaining highways”. Haulage route to be agreed with streetworks officer. Contact <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a>. Joint condition survey required between Islington Council Highways and interested parties before commencement of building works to catalogue condition of streets and drainage gullies. Contact <a href="mailto:highways.maintenance@islington.gov.uk">highways.maintenance@islington.gov.uk</a>.</p> |
| <b>3</b> | <b>Tree Protection</b>  |
|          | <p>The following British Standards should be referred to:</p> <ul style="list-style-type: none"> <li>a. BS: 3998:2010 Tree work – Recommendations</li> <li>b. BS: 5837 (2012) Trees in relation to demolition, design and construction - Recommendations</li> </ul>   |
| <b>4</b> | <b>Tree Planting</b>  |
|          | <p>The following British Standards should be referred to:</p> <ul style="list-style-type: none"> <li>a. BS: 3882:2015 Specification for topsoil</li> <li>b. BS: 3998:2010 Tree work – Recommendations</li> <li>c. BS: 3936-1:1992 Nursery Stock - Part 1: Specification for trees and shrubs</li> <li>d. BS: 4428:1989 Code of practice for general landscaping operations (excluding hard surfaces)</li> <li>e. BS: 4043:1989 Recommendations for Transplanting root-balled trees</li> <li>f. BS: 5837 (2012) Trees in relation to demolition, design and construction - Recommendations</li> <li>g. BS: 7370-4:1993 Grounds maintenance part 4. Recommendations for maintenance of soft landscape (other than amenity turf).</li> <li>h. BS: 8545:2014 Trees: from nursery to independence in the landscape - Recommendations</li> <li>i. BS: 8601:2013 Specification for subsoil and requirements for use</li> </ul>   |
| <b>5</b> | <b>Sport England</b>  |
|          | <p>The applicant is advised to send a copy of the Decision Notice for this application to Sport England for their records, in accordance with their request as statutory consultee.</p>   |

## **APPENDIX 2: RELEVANT POLICIES**

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

### **1 National Guidance**

The National Planning Policy Framework 2021 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.

- National Planning Policy Framework 2021
- National Planning Practice Guidance (on-line and regularly updated)

### **2. Development Plan**

The Development Plan is comprised of the London Plan 2021, 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 2021 – The Spatial Development Strategy for Greater London**

- Policy GC2- Making the best use of land
- Policy GG3- Creating a healthy city
- Policy D1- London's form, character and capacity for growth
- Policy D4- Delivering good design
- Policy D5- Inclusive design
- Policy D11- Safety, security and resilience to emergency
- Policy D12- Fire safety
- Policy S5- Sports and recreation
- Policy HC1- Heritage conservation and growth
- Policy G1- Green infrastructure
- Policy G4- Open space
- Policy G5- Urban greening
- Policy G6- Biodiversity and access to nature
- Policy G7- Trees and woodlands
- Policy SI 2- Minimising greenhouse gas emission
- Policy SI 3- Energy Infrastructure
- Policy SI 12- Flood risk management
- Policy SI 13- Sustainable drainage
- Policy T5- Cycling
- Policy T6- Car parking
- Policy T7- Deliveries, servicing and construction

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

- Policy CS8- Enhancing Islington's character
- Policy CS9- Protecting and enhancing Islington's built and historic environment
- Policy CS10- Sustainable design
- Policy CS11- Waste
- Policy CS15- Open space and green infrastructure
- Policy CS18 Delivery and infrastructure

## C) Islington Development Management Policies 2013

### Design and Heritage

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

### Shops, culture and services

- Policy DM4.12- Social and strategic infrastructure and cultural facilities

### Health and open space

- Policy DM6.1- Healthy development
- Policy DM6.2- New and improved public open space
- Policy DM6.3- Protecting open space
- Policy DM6.4- Sport and recreation
- Policy DM6.5- Landscaping, trees and biodiversity
- Policy DM6.6- Flood prevention

### Energy and Environmental standards

- Policy DM7.1- Sustainable design and construction
- Policy DM7.2- Energy efficiency and carbon reduction in minor schemes
- Policy DM7.4- Sustainable design standards

### Transport

- Policy DM8.4- Walking and cycling
- Policy DM8.5- Vehicle parking
- Policy DM8.6- Delivering and servicing for new developments

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

The following SPGs and/or SPDs are relevant:

### London Plan

- Accessible London 2016
- Character and Context 2014
- Sustainable Design and Construction 2014

### Islington SPG/SPD

- Urban Design Guide 2019
- Conservation Area Design Guidelines 2002
- Environmental Design 2012
- Inclusive Design SPD

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### COMMITTEE REPORT

|                           |               |                    |           |
|---------------------------|---------------|--------------------|-----------|
| <b>PLANNING COMMITTEE</b> |               | <b>AGENDA ITEM</b> | <b>B2</b> |
| <b>Date:</b>              | 08 March 2022 | <b>NON-EXEMPT</b>  |           |

|                                 |   |
|---------------------------------|---|
| <b>Application number</b>       | P2021/3273/FUL  |
| <b>Application type</b>         | Full Planning Application, with Environmental Impact Assessment   |
| <b>Site Address</b>             | Site of the former HM Prison Holloway, Parkhurst Road, London N7 0NU  |
| <b>Proposal</b>                 | Phased comprehensive redevelopment including demolition of existing structures; site preparation and enabling works; and the construction of 985 residential homes including 60 extra care homes (Use Class C3), a Women's Building (Use Class F.2) and flexible commercial floorspace (Use Class E) in buildings of up to 14 storeys in height; highways/access works; landscaping; pedestrian and cycle connection, publically accessible park; car (blue badge) and cycle parking; and other associated works. |
| <b>Ward</b>                     | St George's   |
| <b>Listed building</b>          | No  |
| <b>Conservation area</b>        | Within 50m of Tufnell Park Conservation Area<br>Within 50m of Hillmarton Conservation area  |
| <b>Development Plan Context</b> | Designated Brownfield Site<br>Holloway Prison Site (HPS) SPD<br>Emerging Site Allocation NH7 (November 2018).<br>Local view corridor from Archway Road (LV4)<br>Local view form Archway Bridge (LV5).<br>Not in a location identified as suitable for tall buildings (>30m)<br>LL4 Local Landmark Camden Road New Church tower and Spire<br>Within 100m of Strategic Road Network and Transport for London Road Network<br>Major cycle route  |
| <b>Licensing Implications</b>   | None  |
| <b>Case Officer</b>             | Elizabeth Reynolds  |

|                  |              |
|------------------|--------------|
| <b>Applicant</b> | Peabody      |
| <b>Agent</b>     | Avison Young |

## 1. RECOMMENDATION

1.1. For the reasons set out in Sections 22.1 to 22.26 of the Committee Report of 10 February 2022 the Planning Committee is asked to resolve to **GRANT** planning permission:

1. Subject to any direction by the Mayor of London to refuse the application or for it to be called in for the determination by the Mayor of London (Recommendation A as set out in Appendix 1 of the Addendum Report).
2. Conditional upon the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the Heads of Terms as set out in Recommendation B in Appendix 1 of the Addendum Report.
3. Subject to the Conditions as set out in Recommendation C as set out in Appendix 1 of the Addendum Report); and
4. Conditional upon a £2.9 million contribution to the fit out of the Women's Building being secured.

## 2. REASONS FOR DEFERRAL

2.1. This application was presented to the meeting of the Planning Committee on the 10<sup>th</sup> February 2022. The determination of the application was deferred because the Members of the Planning Committee wanted further clarification of eight key matters relating to the application.

2.2. These eight matters are listed below and further considered in this report:

- 1) Viability;
- 2) London Living Rent;
- 3) Residents Facility;
- 4) Facilities for teenagers and young people;
- 5) Women's building (fit out);
- 6) Women's building (running costs);
- 7) Access to neighbouring sites; and
- 8) Equitable housing quality across tenures.

2.3. Further to the above matters, a question was also asked regarding the provision of wireless internet to the future residents of the development – this is addressed in section 11 of this report.

2.4. The applicants responded to the eight matters raised by the Committee in a letter dated 23 February 2022. This letter has been appended to this report as Appendix One. Additional information has also been provided by the applicants. Both the letter and the additional information have been uploaded to the council's website. These documents largely either: restate the applicant's current position; or clarify or add further detail to information that has

already been presented to the Committee. In particular, details of the proposed play facilities for teenagers and young people have been clarified.

- 2.5. The exception to this is that the applicant has amended the distribution of shared ownership and market homes. This change is explained within Section 10 of this report. This change is considered to be an improvement on the previous proposal. For this reason and the reasons stated in section 2.4 above, no further public consultation on the information submitted by the applicants has been carried out.
- 2.6. In coming to its decision on this application, the Planning Committee must consider the information set out in this report, the Committee Report and Addendum Report and any other material considerations. The Planning Committee must also consider the verbal representations made to the Committee by both the applicants and the objectors at its meeting on 10 February 2022 and any further verbal representations made at its meeting on 8 March 2022.
- 2.7. Objections to the application continue to be received and these must also be considered. The Committee will be updated on these objections at its meeting on 8 March 2022 with any new matters being brought to its attention in particular.

### 3. **VIABILITY**

#### **Viability**

- 3.1. Section 19 of the Committee Report sets out the main issues in relation to the delivery of affordable housing on the site and the financial viability of the scheme. Section 3.34 of the Addendum Report provides an update on viability matters.
- 3.2. The applicants' letter dated 23 February 2022 addresses the eight reasons given by the Planning Committee for deferring its decision. This letter confirms that their position on viability has not changed.

#### **Key Matters**

- 3.3. The key matters relating to viability as set out in the Committee Report and the Addendum Report are summarised below.
- 3.4. Section 19.1.42 of the Committee Report notes that the 'proposed scheme fully complies with the affordable housing policies of the adopted development plan'. Nonetheless a viability appraisal of this scheme was requested because the proposals fail to meet other relevant policies in the Development Plan. In particular, a viability appraisal was considered necessary to assess whether the breach of the relevant development plan policies in relation to tall buildings was justified by the applicants' offer of affordable housing.
- 3.5. The applicants' viability appraisal was submitted in November 2021. This was carried out by the applicant's viability consultants 'DS2'. The council appointed BPS consultants to undertake an independent viability appraisal of the proposed scheme. Both appraisals have been published on the council's website.
- 3.6. Both appraisals followed a common methodology as follows:

- The **gross development value** was calculated (this includes all income generated from residential and commercial properties on the site).
- The **gross development cost** was calculated (this includes all the costs associated with the scheme including for example construction costs including contingencies, developer profit, fees finance costs, s106 and CIL).
- The gross development cost was taken away from the gross development value to calculate the **residual land value**. The residual land value is considered to be the money left over from a development to buy the land.

3.7. As noted in the Committee Report, there was broad agreement between BPS and DS2 in relation to the gross development value.

3.8. However, whilst there was also agreement on most of the components of the gross development cost including the construction costs, there was one notable area of disagreement. This was that the applicants did not include the cost of the fit out of the Women's Building within their construction costs because they did not consider this to be a policy requirement. The fit - out costs of the Women's Building are however included within the construction costs calculated by BPS. This inclusion reflects the council's position that the fit out of the Women's Building is a policy requirement.

3.9. The greatest area of disagreement between BPS and DS2 is in relation to the **benchmark land value**.

3.10. Once the residual land value has been calculated, it is compared to a benchmark land value. Where a residual land value is equal to or greater than the benchmark land value the scheme is considered to be viable. Where the residual land value is less than the benchmark land value it is considered be unviable. A benchmark land value can be calculated using an **existing use value plus a premium** approach or **alternative use value** approach.

### **Holloway Prison SPD Benchmark Land Value**

3.11. To support the preparation of the Holloway Prison SPD in 2017, the council developed a number of indicative development scenarios and tested the financial viability of these scenarios in July 2017.

3.12. As part of this exercise, the Existing Use Value of the site was calculated using a depreciated replacement cost valuation methodology. This approach is defined in the 2014 RICS Valuation Professional Standards ("Red Book") as "*The current cost of replacing an asset with its modern equivalent asset less deductions for physical deterioration and all relevant forms of obsolescence and optimisation.*"

3.13. This methodology produced a depreciated replacement cost of £27 million. A premium of 116% was added to this figure in order to form a benchmark land value for the site. The premium was informed by the residual land value generated by an indicative development scenario which was considered to reflect a fully policy compliant scheme. This established a benchmark land value of £58,380,000.

### **Why the Holloway Prison SPD benchmark land value is no longer relevant**

3.14. The DS2 appraisal has effectively 'borrowed' the benchmark land value that was calculated to support the development of the SPD in 2017. DS2 then compare their calculated residual

land value of the scheme (£14,392,745) to the 'borrowed' benchmark land value (£58,380,000) and estimate that the scheme is in deficit by circa £44 million.

- 3.15. Officers consider that the 2017 benchmark land value of £58,380,000 is not relevant or appropriate for the following reasons.
- 3.16. First, the 2017 benchmark land value relates to the residual land value generated by an indicative development scenario from 2017 which is markedly different from the detailed 985-unit scheme proposed by the applicant.
- 3.17. Secondly, in the period since 2017, build costs and sales values have changed, and there has also been the introduction of the Mayor's MCIL2 charge. These changes should be reflected in land value.
- 3.18. Thirdly, DS2 has used current day costs and values to calculate the residual land value for the 985-unit proposed scheme. It is considered illogical to compare the residual land value that has been calculated on current day costs against a Benchmark Land Value which is static and wholly unresponsive to changes in sales values and construction costs.
- 3.19. Fourthly, RICS guidance published in 2018 states that a depreciated replacement cost valuation should not be used where there is clearly no market for the existing use of a site – in this case a prison.
- 3.20. Fifthly, there have been significant planning policy changes in relation to viability since 2017 as set out in the NPPF and the London Plan (both updated in 2021). These changes would be expected to be reflected in benchmark land value.

### **Alternative Use Value Approach**

- 3.21. To calculate the benchmark land value for this site BPS applied an **alternative use value** approach. This approach sought to establish a benchmark land value for the site based upon the residual land value generated by an indicative policy compliant scheme. This considered an indicative scheme that did not breach the tall buildings policy but delivered 911 new homes. 50% of these homes were affordable at a policy compliant affordable housing tenure split of 70% social rent and 30% intermediate housing in line with the affordable housing policies of the adopted Development Plan.
- 3.22. This approach is consistent with the position that the prison has closed and there is considered to be no likelihood that someone will come forward to use the site as a prison – particularly as the council has allocated the site for a residential led scheme in its emerging Local Plan.
- 3.23. Based on an alternative use value approach BPS has calculated a benchmark land value of £10,495,719.
- 3.24. The table below sets out the respective positions of BPS and DS2.

**Table: Comparison of BPS and DS2 positions**

| <b>Appraisal</b> | <b>Benchmark Land Value</b> | <b>Deficit</b> |
|------------------|-----------------------------|----------------|
| DS2              | £58,380,000                 | (£43,987,255)  |

|     |             |              |
|-----|-------------|--------------|
| BPS | £10,495,719 | (£3,275,186) |
|-----|-------------|--------------|

3.25. Although there is disagreement on the Benchmark Land Value, both BPS and DS2 agree that the scheme is in deficit by circa £3.275 million and circa £44 million respectively. This means that the scheme cannot currently afford to fund the fit out of the Women’s Building or deliver additional benefits such as London Living Rent homes.

**Review Mechanism**

3.26. As noted in Sections 19.1.86 to 19.9.91 of the Committee Report the scheme will be subject to an early - stage review mechanism (as required by policy H5 of the London Plan).

3.27. This review would be triggered if the applicants fail to make sufficient progress with the implementation of the scheme within 24 months of planning permission being granted. This review mechanism will be secured in the s106 agreement.

3.28. If an early-stage review mechanism is triggered a full review of scheme viability will not be required. This review will only consider any changes in the Gross Development Value and build costs between the date of the BPS financial viability assessment and the point at which the review is triggered. Any disagreement on the benchmark land value would not be relevant to this assessment.

3.29. If an early-stage review mechanism is triggered and this demonstrates that the scheme has a financial surplus, this surplus will be used to switch shared ownership homes to London Living Rent homes. The homes to be switched in the event of a surplus will be listed in a schedule contained within the s106 agreement. See section 19.1.90 of the Planning Committee report that summarises the GLA’s position on this matter.

3.30. Because the scheme is considered to be policy compliant in terms of affordable housing delivery no further review mechanism would be triggered throughout the course of its implementation.

3.31. However, it is not unusual for developers to revise their schemes to increase housing delivery. This can be achieved by, for example, seeking more efficient floorplans to replace larger homes with a greater number of smaller homes. In this case, a new detailed financial viability assessment would be required. The benchmark land value would be based upon the residual land value generated by the extant planning permission for the site as this would form an alternative use value for the site.

3.32. A scheme deficit of circa £44 million raises concerns about the deliverability of the scheme. If at a later stage, the applicants indicate that 60% affordable housing cannot be delivered for viability reasons, a new planning application and hence planning balance would be required.

3.33. Furthermore, the GLA Stage One referral report refers to the offer of 60% affordable housing and states that *“given that public subsidy is included in the affordable housing offer, the applicant should commit unconditionally to providing this level of affordable housing in the s106 agreement without reference to grant funding”*.

**The Response of the Applicants**

- 3.34. The applicants have responded to the Planning Committee's concerns about viability in their letter dated 23 February 2023. Their approach to the benchmark land value and scheme viability as outlined above has not changed. Having taken advice from BPS and from Counsel, it is considered that the applicant's position continues to be flawed.

#### 4. **LONDON LIVING RENT**

##### **Converting Shared Ownership homes to London Living Rent**

- 4.1. As noted in Section 3.25 above, both the applicants and the council agree that the current proposals are in a position of financial deficit although there is disagreement on the level of financial deficit. This means that it is not currently possible to secure London Living Rent homes on this site.
- 4.2. The GLA's Stage 1 Referral Report states that the application is eligible to progress down the Mayor of London's 'fast track' route provided that 60% affordable housing and an early-stage review mechanism is secured. The Mayor's fast track route does not require any further review of viability at a later stage of the scheme. The GLA response also states that *"given that the scheme exceeds planning policy requirements and tenure mix, the purpose of the review would be to consider if the affordability of the proposed intermediate homes could be secured"*.
- 4.3. The scheme will be subject to an early-stage review mechanism if the applicants fail to achieve sufficient progress in implementing the scheme within 24 months of planning permission being granted.
- 4.4. If the need for this review is triggered and it indicates that the scheme generates a financial surplus, this surplus will be used to switch some shared ownership homes to London Living Rent homes.
- 4.5. Section 2.4 of the Heads of Terms for the s106 agreement therefore secures an early-stage review mechanism in accordance with GLA policy. In the event, that an early-stage review mechanism is triggered and demonstrates that there is a financial surplus, a schedule of properties that could be switched from shared ownership to London Living Rent will be included in the s106 agreement.
- 4.6. The Greater London Authority (GLA) describes the shared ownership tenure as:
- 'An affordable home ownership home where purchasers buy a proportion of the home, usually with a mortgage and deposit and pay rent to a landlord on the remaining unsold share'*.
- 4.7. Paragraph 56 of the GLA's response to the Stage 1 referral said:
- 'London Shared Ownership units should be affordable to households on incomes up to a maximum of £90,000 a year. A range of affordability levels should be provided below the maximum £90,000 household income cap for an initial marketing period of three months. Furthermore, intermediate tenure households should not be required to spend*

*more than 40% of their net income on overall housing costs, including service charges. These requirements should be secured via Section 106 obligations.*

4.8. London Living Rent is described by the GLA as:

*'An intermediate rented home where rent is set at or below a third of local household incomes. Residents have the opportunity to save and purchase the home on a shared ownership basis within 10 years.'*

4.9. To be eligible for a London Living Rent home, prospective tenants must:

- live or work in London;
- either have a formal tenancy (for example, in the private rented sector) or live in an informal arrangement with family or friends as a result of struggling with housing costs;
- have a maximum household income of £60,000;
- not own any other residential home; and
- be unable to currently buy a home (including through shared ownership) in their local area.

4.10. The amount of rent paid for a London Living Rent home varies depending on where in London the housing is based. The GLA publishes maximum monthly rents (inclusive of service charges) by number of bedrooms for new London Living Rent homes in every ward in London, and updates these figures each year. The latest update was provided in January 2022, for London Living Rent homes to be let in financial year 2022-23.

4.11. Using the two-bedroom rents for each ward as a benchmark, the rent for a 1-bedroom home is 10% lower; for a 3-bedroom home a maximum of 10% higher; and for a 4-bedroom home a maximum of 20% higher. Housing providers have the flexibility to set rents below these levels if they wish. However, rent levels must not exceed the benchmarks at the time of each new tenancy. As a final affordability safeguard, the rent for any individual home must be at least 20% below its assessed market rent. In addition, London Living Rent benchmarks are capped at £1,400 a month for all homes (inclusive of service charges), which ensures that the homes remain affordable to household incomes up to £60,000.

4.12. For the area in which the site is based the monthly 2022-3 London Living Rents are as follows:

- One bedroom home - £1,011.
- Two-bedroom home - £1,123.
- Three-bedroom home - £1,236.
- Four-bedroom home - £1,348.

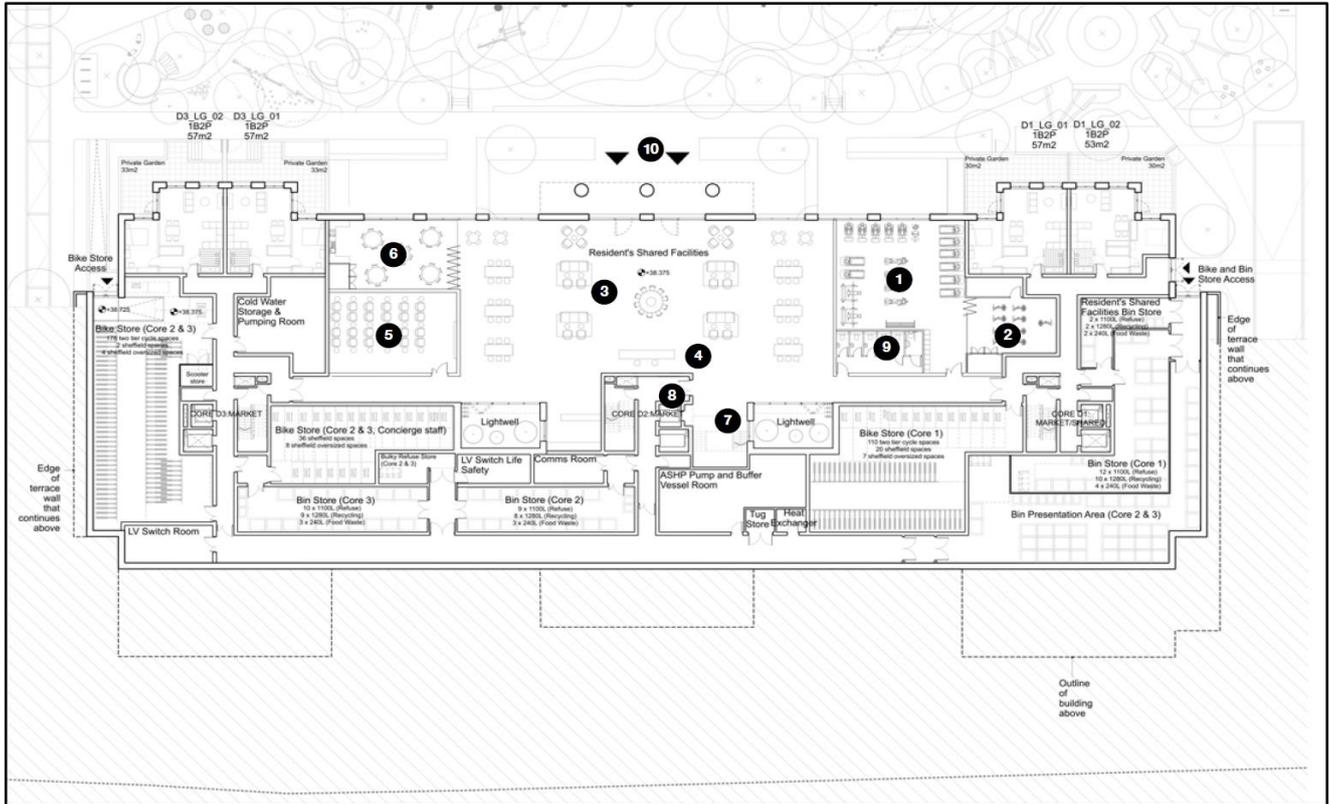
4.13. In their letter referring to the reasons for deferral dated 23 February 2022, the applicants state:

*'We are aware of Members' concerns on the affordability of London Shared Ownership homes and can confirm that these homes would be available for a range of incomes. For example, the 1-bed London Shared Ownership homes for occupation by two persons would be affordable to households on joint salaries starting from £58k (equal to each person having an income of £29k). This is lower than the income eligibility for London Living Rent. London Living Rent is only an intermediate rent product for a short*

period of time, as residents can purchase their home on a London Shared Ownership basis at any time they wish, or Peabody can after 10 years. Therefore, London Living Rent only delays these homes from becoming London Shared Ownership, when sales values are likely to be higher’.

## 5. RESIDENTS’ FACILITY

5.1. The indicative layout of the residents’ facility is shown on page 348 of the Design and Access Statement and is reproduced in Figure 1 opposite. All of the areas will be accessible to all residents, irrespective of tenure.



- |   |                                    |
|---|------------------------------------|
| <p><b>Residents Shared Facilities - Lower Ground Floor</b><br/>The plan opposite shows an indicative layout for the resident's shared facilities located at lower ground floor.</p> |                                    |
| ①   | Gym                                |
| ②   | Studio for classes                 |
| ③   | Lounge / Workspace                 |
| ④   | Concierge Desk                     |
| ⑤   | Screening Room                     |
| ⑥   | Rentable Dining Space              |
| ⑦   | Stair access to upper ground floor |
| ⑧   | Lift access to upper ground floor  |
| ⑨   | Toilets                            |
| ⑩   | Main Entrance                      |

5.2. In their letter dated 23 February 2022 the applicants have clarified the terms on which this space can be used i.e.:

*“In relation to on-site residents’ facilities, Plot D provides a facility available for use by all residents of the proposed development, irrespective of tenure. This will provide further opportunity for all residents to meet and socialise, in addition to the public park and communal gardens within the scheme. This facility is not for profit and will be run at cost. The final uses of the spaces are yet to be determined and will be specified in response to resident requirements at the time of construction. As part of the application,*

*we have shown how potential uses could occupy the space, including a residents' lounge, residents' workspace, screening room, dining room, and gym.*

*We are also offering the use of a space within the facility free of charge for one day per week for residents and/or resident groups within the development, and this is secured in the s106 Heads of Terms. For example, the space could be used for children's birthday parties, a homework club, or a yoga club."*

- 5.3. Section 6.1 of the Heads of Terms for the s106 agreement (as set out in the Addendum Report) secures the use of this space for all residents of the development. Details of the management arrangements, the booking system and charges will be secured within the S106 Agreement (section 6.2 of the Heads of Terms as set out in the Addendum Report). The community use of part of the facilities for one day a week free of charge will also be secured in the s106 agreement.
- 5.4. The applicants' letter of 23 February 2022 further notes that:
- "As stated at the meeting, we fully support the creation of a Tenant and Residents' Association (TRA) for this development and are experienced in working with TRAs across our estates to great effect."*
- 5.5. Section 6.3 of the Heads of Terms for the s106 agreement requires the submission of a community engagement plan relating both to the residents of the development and the wider local community. The commitment to support the creation of a TRA will be secured in this part of the s106 agreement.
- 5.6. As noted by the applicants, there are 15 community centres and the Cat and Mouse Library with its community room located within a 30-minute walking distance of the site. It is agreed that there is no need for a further community centre in this area.
- 5.7. A total CIL fee of £13,622,376.72 will be secured on this site for investment in community infrastructure. If necessary, this could be invested to improve existing local community facilities that are located in close proximity to the site.

## **6. FACILITIES FOR TEENAGERS AND YOUNG PEOPLE**

### **Outdoor activities**

- 6.1. The proposed development provides 5,292 sq. m of play space for all ages, including young people, and this quantum exceeds local and GLA policy requirements. However, much of this space is provided within the public open spaces that will be shared with the wider community.
- 6.2. The play is not segregated by tenure. With respect to young people aged 12+ years, the development specifically provides over 1,200 sq. m of space with the following facilities:
- Table tennis tables.
  - Web nest (rope-based equipment that individuals can climb and balance on).
  - Lawn areas which could be used for socialising and games.
  - Outdoor board game tables.
  - Supernova (a large circular piece of equipment that spins as individuals sit or climb it).

- Hammocks.

6.3. The nature garden also provides community growing opportunities for all ages. Condition 52 (Playspace Maintenance and Provision) requires details of play spaces to be submitted **and approved** prior to the occupation of each phase of the development. This Condition requires that all age groups must be catered for on site.

6.4. In response to the Planning Committee's concerns regarding recreational opportunities for teenagers and young people, the applicant has provided a 'Play Strategy Addendum' that is contained within Appendix Two of this report. This strategy identifies where an outdoor gymnasium could be located, and the types of equipment that could be contained within it.

6.5. In response to the specific challenges faced by young women in public spaces, the strategy also provides conceptual designs that 'Make Space for Girls' stating that:

*'Not all recreation needs to be active. Space for teenagers and young adults should be provided for passive recreation and socialising.'*

*'Make Space for Girls' is an initiative that has been set up to campaign for parks and public spaces to be designed for girls and young women, not just boys and young men. The group raises awareness of the issue, as well as uses research and campaigning to ensure that the voices of girls and young women are heard in the planning process. The initiative has been a key consideration in the design of the play space within the landscape for Holloway.'*

*The examples below illustrate some of the features that have been included within the current proposals, alongside the more active recreational opportunities, to provide a balanced and inclusive play environment.'*

*Make Space for Girls will continue to be considered as part of the final landscape proposals, which will be determined through resident and stakeholder engagement.'*

6.6. The applicants have also stated in their letter of 23 February 2022 that:

*"Mindful of the comments from Members, we intend to consult with residents, including young people, as these open spaces are delivered to determine the final play and outdoor gymnasium equipment. We have undertaken this collaborative approach on other developments, which has been welcomed by residents and helps our wider objective of building connections between residents, and to establish a sense of community ownership. We are happy to secure this via condition or obligation.*

*We are also happy to allow residents access to all ground/podium level amenity spaces within the development, and we will work with the Met Police under Condition 46 to ensure they are comfortable with this approach in terms of security. All communal open spaces, play spaces and public open spaces across the scheme are high quality, to ensure there is equitable play provision for all residents. There is no segregation of play by tenure."*

6.7. The Chambers Road play space, 150m north-east of the site, contains: a multi-functional sports court; swing; slide; and some fitness equipment. £53,000 is secured within the Heads of Terms of the section 106 agreement for an upgrade to this space. There is the potential

for community consultation to inform the design of any upgrades to the space, perhaps through an expansion of the court to enable more team sports.

### **Indoor**

- 6.8. The residents' facility will be staffed during opening hours and available for use by residents under the age of 18 without parental supervision.

### **Non-recreational activities**

- 6.9. Beyond recreation, there are also opportunities for young residents in the earlier phases to secure apprenticeships or training within the green construction skills hub. There will also be employment opportunities within the commercial units. The Women's Building and garden will also provide spaces to deliver services and activities to young women and girls

## **7. WOMEN'S BUILDING – FIT OUT**

- 7.1. The main considerations in relation to the fit out of the Women's Building are set out in:

- Sections 8.1.1 to 8.1.121 of the case officer's report dated 10 February 2022; and
- Sections 3.17 of the case officer's Addendum Report.

- 7.2. As noted in these reports, the applicants currently propose to deliver the Women's Building to a shell and core standard only. There is no universally accepted definition of a shell and core standard although this is generally held to mean that the construction of the exterior of the building is complete but that the interior would be a shell with no lighting or other facilities.

- 7.3. For the reasons set out in Sections 8.1.69 to 8.1.118 of the Committee Report a building that is fitted out to a shell and core standard only is not considered to meet the policy requirement for a Women's Building on the site.

- 7.4. To meet the council's planning policy requirements, the building must be fitted out to a Category B standard. Again, there is no single agreed definition of a Category B fit out. However, this is generally held to mean the fit out of a building so that it is available for the tenant to move into and that has been fitted out for their specific needs and requirements. The cost of this fit out is estimated to be circa £2.9 million.

- 7.5. The s106 Heads of Terms therefore require the Category B fit out of the Women's Building with the cost being capped at £2.9 million (index linked).

- 7.6. Furthermore, the recommendation set out in this report states that the Planning Committee is recommended to grant planning permission for the development conditional upon 'a £2.9 million contribution to the fit out of the Women's building being secured'. This recommendation therefore requires that planning permission cannot be granted on this site until the Local Planning Authority is certain that the fit - out costs of the Women's Building have been secured.

- 7.7. In their letter relating to the reasons for deferral dated 23 February 2022, the applicants make four main points in relation to the fit out of the Women's Building. These are set out below together with the planning officer's response.

**1. The fit out of the building is not a policy requirement and the viability appraisal for the Holloway Prison SPD does not include the fit-out costs of the Women's Building.**

Consideration of whether or not the fit out of the Women's Building is a policy requirement is set out in Sections 8.1.69 to 8.1.118 of the case officer's report.

The relevance of the viability appraisal for the Holloway Prison site SPD is considered in Section 3 of this report.

**2. The costs of the fit out of a building would typically be funded by the end occupier.**

The applicants state that:

*'It is typical across development proposals that non-residential accommodation is constructed to shell and core. Fit out is typically paid for by an occupier (as will be the case with the other non-residential accommodation in the scheme) who may be provided with a rent-free period, or by the developer provided full rent is secured. Given that we have made the long-term commitment that the Women's Building will be provided at a Peppercorn rent in perpetuity, there is no ability to do this. It should further be noted that the market investment value of the Women's Building under Use Class F2 is c. £3m. This value has been forgone by Peabody offering the Women's Building at a Peppercorn rent.'*

It is accepted that the occupants of commercial buildings may typically pay for their fit out. However, this is not a commercial building. It is social infrastructure that in part replaces some of the community-based facilities provided by the former Holloway Prison.

Paragraph 5.1.8 of the London Plan states that "a realistic proposal for replacement social infrastructure should be able to demonstrate funding, appropriate site availability and timely delivery of adequate facilities". Policy DM4.12 states that applicants must demonstrate that "any replacement/relocated facilities for the specific use provide a level of accessibility and standard of provision at least equal to that of the existing facility". A building that is fitted out to a shell and core state only is not considered to meet the policy requirements.

Furthermore, it is highly likely that the end occupier of this building will come from the community, charitable or voluntary sector. The £2.9 million cost of the fit out of the building is likely to act as a significant barrier to its occupation for organisations within these sectors.

**3. The scheme is unable to afford the fit out of the Women's Building for financial viability reasons.**

The applicants state that:

*'Members at the meeting asked why we could not make the £2.9m contribution to the fit out of the Women's Building. Our response to this is that having regard to the deficit that already exists, which is significant, there is simply no further monies available to do so. The only alternative approach would be to reduce the level of*

*affordable housing but given the priority housing need this is not in our view an appropriate remedy when there is another available’.*

Peabody has submitted a viability appraisal that indicates that the Holloway Prison site development has a deficit of circa £44 million. The council has appointed BPS consultants to undertake an independent review of the financial viability of the proposals. BPS advise in a report dated 4 February 2022 that the scheme is in deficit by £3,375,186. It is therefore currently agreed by both the council and the applicants that the scheme is in deficit.

Notwithstanding this, officers remain of the view that the fit out of the Women’s Building is necessary.

**4. The council should fund the fit out of the building via CIL including the CIL payable on this site.**

For the reasons set out above, it is considered that planning permission should not be granted unless it ensures that the cost of fitting out the Women’s Building is secured. However, by whom that cost is funded is not a material planning consideration. Consequently, provided there is sufficient certainty that funding would be available from CIL or other sources, this would provide an acceptable way forward. However, decisions on the allocation of CIL are not a matter for the planning committee.

Section 3.17 of the addendum report states that:

*“The council wishes to secure both the 60% affordable housing and the fit out of the Women’s Building. It is willing to consider funding the fit out of the Women’s Building from the CIL payable on the site subject to the necessary approvals. A formal decision confirming this payment would be required subject to planning permission being granted.”*

On 21 February 2022 the council’s Borough Investment Panel was consulted on a proposal for the council to underwrite the fit - out costs of the Women’s Building if the applicants are unable to secure this funding from other sources. This proposal was supported by the Borough Investment Panel.

The Borough Investment Panel recommended that:

- Up to £2.9m of strategic CIL is allocated to fund the fit - out costs of the women’s building on the Holloway Prison site subject to planning permission being granted on the site.
- This allocation is subject to the insertion of a clause within the S106 Agreement requiring Peabody, working with partners including the council, to take all practical steps to raise the £2.9m. The council is therefore purely underwriting the costs of the fit out in the event that this funding cannot be secured from other funding bodies.
- The phasing of any payments will need to be carried out in such a way as to ensure that the council does not incur any financial loss in relation to for example interest or indexation.

The Borough Investment Panel noted that:

- Allocation of the funding is subject to a formal decision by the Executive on 24 March 2022.
- If the Planning Committee resolves to grant planning permission on 8 March 2022 the application will be subject to consultation with the GLA. The Local Planning Authority can only issue planning permission once: the Executive has made a decision on the allocation of £2.9 million; the s106 agreement has been completed; and the GLA consultation response has been received.

7.8. In principle, therefore, the possibility of funding the cost of the fit out from CIL exists. However, it is not proposed that (if agreed by the Executive) the council's offer of £2.9 million should be made unconditionally. The s106 agreement will require Peabody, working closely with the council and other partners, to take all reasonable steps to raise the £2.9 million necessary for the funding of the fit out of the Women's Building. In the event that Peabody is unable to secure all or some of this funding from other sources the council will make up to £2.9 million (index linked) available to fund the fit-out costs of the Women's Building. This section of the s106 agreement is currently being drafted in detail and the Planning Committee will be updated on any progress that is made prior to its meeting on 8 March 2022.

## 8. WOMEN'S BUILDING – RUNNING COSTS

8.1. In resolving to defer its determination of this planning application, the Committee raised concerns about the financial sustainability of the future operator of the Women's Building.

8.2. The Women's Building will be secured in perpetuity at a peppercorn rent. The operator will however be required to pay insurance and service charges. Based on the current programme the building will open in 2026.

8.3. In their letter commenting on the reasons for deferral the applicants state that:

*'Based on typical rent levels for a facility of this nature, there would be an opportunity cost to Peabody, and therefore a running cost saving to the future operator, of c. £220k-£300k per year based on a rent of £15-20 per sq. ft. This rental advice was provided by CBRE'.*

8.4. In the same letter the applicant states:

*'The Council's adopted SPD seeks the provision of a Women's Building as part of the development but places no requirement on us to support this through revenue funding. This would go beyond land use planning principles. It is the case that any future operator of the Women's Building would be funded by other means.'*

8.5. This is considered to be a planning policy matter. Paragraph 5.1.8 of the London Plan states that *'a realistic proposal for replacement social infrastructure should be able to demonstrate funding, appropriate site availability and timely delivery of adequate facilities'*. Nonetheless for viability reasons it is accepted that the applicants cannot afford to fund the future operations of the Women's Building.

8.6. The applicants' letter states that:

*'We have committed to working with the Council to undertake the feasibility study for the Women's Building, which will look at the capital expenditure and operational costs'*

*of the Building. The brief for the study has been agreed with the Council, and it will identify the most effective, inclusive and financially sustainable arrangements for:*

- *Commissioning an organisation to run and manage the building;*
- *Identifying which services should be delivered within the building;*
- *Funding any services within the building; and*
- *Any implications of the above for the proposed internal layout and fit out of the building.*

*We look forward to commencing the Women's Building feasibility study with the Council on receipt of planning permission and will remain conscious of comments raised by Members surrounding the ongoing running costs.*

- 8.7. The study will be commissioned through a joint steering group involving the council, the applicants and independent experts. The Community Plan 4 Holloway group was invited to participate in the study and the steering group but has declined to do so for the time being.
- 8.8. As noted in the case officer's report the council has appointed a senior female manager to act as the council's champion for the Women's Building. This officer has expertise in the field of commissioning services. She will lead on the study for the council and taking forward its recommendations.
- 8.9. Again, the details of the process for selecting and commissioning an operator for the Women's Building will be set out in the s106 Agreement. These details are the subject of a continuing negotiation with the applicant. The Committee will be updated on the progress of these negotiations at its meeting on 8 March 2022.
- 8.10. Once appointed the women's building operator will be consulted on the internal fit out of the building to ensure that the internal arrangements of the building support their service delivery model and business plan.
- 8.11. It must further be noted that the current plans for the Women's Building were developed following extensive consultation with the operators of women's buildings and similar buildings and following research and site visits to similar buildings. The views of future potential operators with professional expertise in this area have therefore informed the development of the current proposals.

## **9. ACCESS TO NEIGHBOURING STREETS**

- 9.1. The Concept Plan prepared for the Holloway Prison SPD indicated one 'Key Pedestrian Route' (via Trecastle Way) and seven 'Potential New Pedestrian Connections'. In accordance with the SPD, all of the pedestrian connections indicated in the Concept Plan were explored between mid-2019 to early-2020. All of these connections include land outside the applicant's control.
- 9.2. As a result of the further assessment of these routes, the 'Key Pedestrian Route' (Trecastle Way where the council is the landowner) and three of the 'Potential New Pedestrian Connections' were subject to further consideration. The three 'Potential New Pedestrian Connections' are:
- Dalmeny Avenue (where the council is the landowner)

- Crayford Road (where the City of London is the landowner)
- Bakersfield Estate (where Peabody is freeholder but Notting Hill Genesis is the long leaseholder on a 999-year lease)

9.3. These routes are shown on the plan below. Section 9 of the Heads of Terms for the s106 agreement as set out in the Addendum Report secure obligations in relation to each of these four routes.

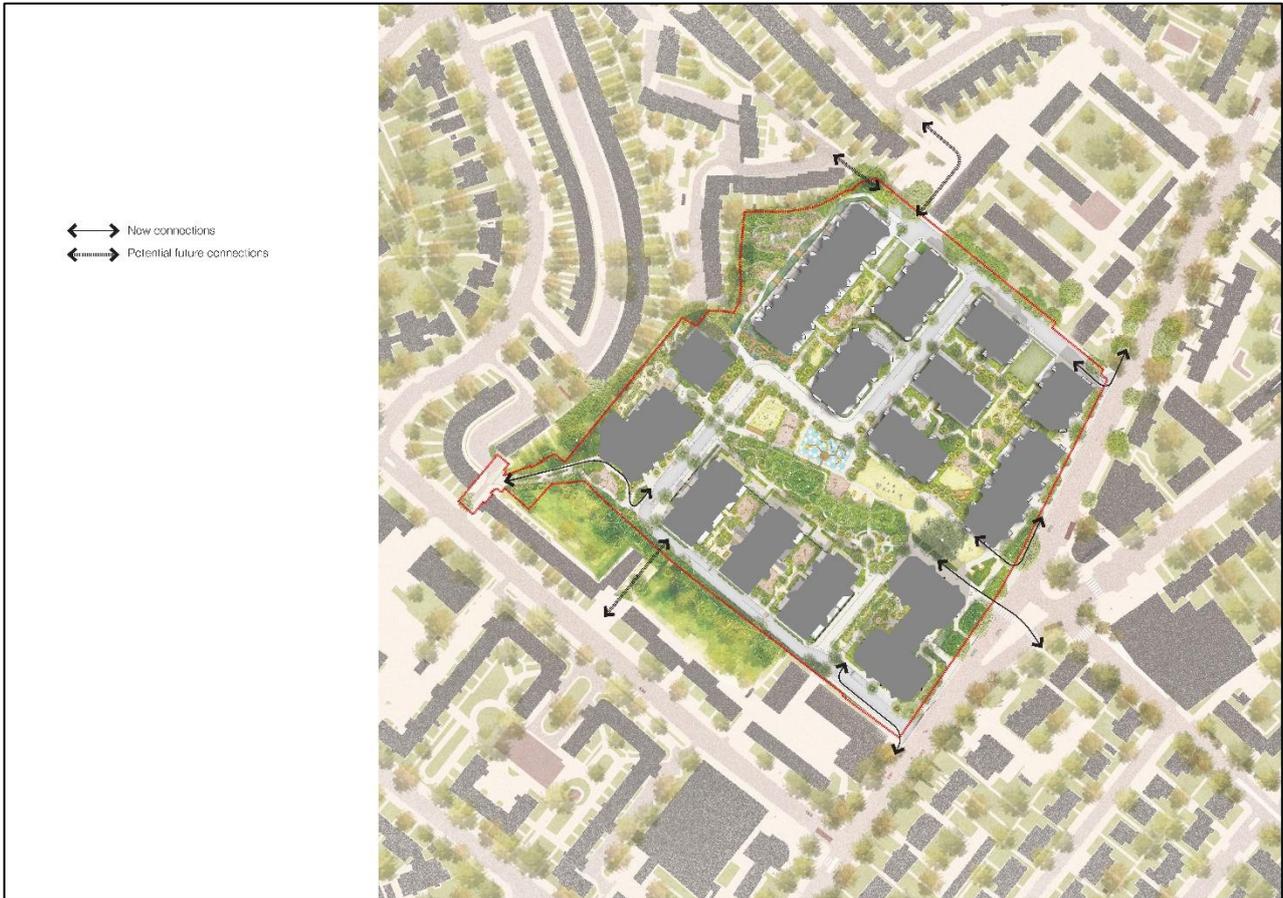


Figure 2: Access to neighbouring streets

### **Trecastle Way**

9.4. With respect to Trecastle Way the land required for this connection is included in the application boundary. Peabody will deliver this pedestrian and cycle connection to an adoptable standard once the relevant obligations are satisfied by the Council as set out in section 9.2.1.1 of the S106 Heads of Terms (see the Addendum Report). The Heads of Terms also provide a fallback position for the council to build and maintain the connection on this land subject to the applicant providing the funding.

### **Dalmeny Avenue**

9.5. With respect to Dalmeny Avenue, this connection is not currently being sought as part of the application because:

- A high level of objection was received from neighbouring residents.
- The Trecastle Way connection will be secured in close proximity to this connection.

- The Trecastle Way connection will be fully accessible whereas the Dalmeny Avenue connection will require steps due to level changes.
- Nevertheless, the S106 Heads of Terms includes an obligation for Peabody not to construct anything on the connection land that would inhibit a future connection via Dalmeny Avenue (see section 9.2.1.4 of the s106 Heads of Terms).

### **Crayford Road and Bakersfield Estate**

9.6. The connections to Crayford Road and the Bakersfield Estate include land outside the applicants' and the council's control. The applicants have met several times with the City of London Corporation and Notting Hill Genesis to discuss connections to Crayford Road and the Bakersfield Estate, respectively, with the most recent meetings taking place in December 2021.

### **Bakersfield Estate**

9.7. In terms of the Bakersfield Estate, there is currently a gate between the Prison site and the Estate. The applicants have ensured provision for a connection in the landscape design within the site boundary (so that the scheme is 'connection ready') and have committed to an entrance/opening at such time that the adjoining landowners permit, in accordance with the S106 Heads of Terms (see Section 9.2.1.3).

### **Crayford Road**

9.8. With respect to Crayford Road, during the course of early pre-application discussions, it was considered whether the Compulsory Purchase Order (CPO) process could be used to secure the connection. However, following consideration of the constraints (as listed below), it was determined that the connection was 'severely constrained' (confirmed in the 27<sup>th</sup> Feb 2020 Pre-app Response) and a CPO was not the appropriate method to secure this connection.

9.9. The constraints can be summarised as follows:

- A basement car park, with stepped access to the basement lies directly adjacent to the site boundary (within the City of London owned land). This is the biggest constraint due to its size.
- The route would need to cut through existing allotments.
- The route would be in close proximity to the Bunning House ground floor homes which would need to be provided with defensible space.
- There is a level change between the Prison site and the City of London land.
- There is a decommissioned substation on the site boundary that would need to be relocated.

9.10. Provision for a connection in the landscape design within the Prison site boundary ('connection ready' land) has been secured in the Heads of Terms for the s106 agreement

(see Section 9.2.1.2). This will enable the level change to be accommodated on the Prison site.

- 9.11. The applicants have committed to an entrance/opening at such time that land ownership permits the provision of open and unrestricted access, in accordance with the S106 Heads of Terms.

### **Camden / Parkhurst Road**

- 9.12. Beyond the creation of new connections, the current pedestrian crossing on Camden / Parkhurst / Hillmarton Road is to be upgraded to make it safer and more convenient for people to cross. This will be secured through a s278 agreement.

## **10. TENURE DISTRIBUTION**

- 10.1. At the meeting of the Planning Committee on 10 February 2022, Members of the Planning Committee and local residents raised concerns about the location and quality of the social rented homes. Concerns were also expressed about the need to ensure that the scheme is 'tenure-blind'. This means that anyone visiting the site should not be able to distinguish between affordable homes particularly social rented homes and private homes. As noted at the meeting, there is nothing in terms of the external appearance of the buildings or the design and location of their doors and entrances that would allow a distinction between the different tenures to be made.
- 10.2. Concerns were raised about a perceived over - concentration of social rented homes on Parkhurst and Camden Roads.
- 10.3. The applicants have submitted an updated tenure distribution plan and schedule of accommodation. They note in their letter dated 23 February 2022 that:

*“There is a mix of all tenures across the Blocks that are positioned along Camden/Parkhurst Road (Blocks C1, C2, B4, B5 and B6).*

*Blocks C1 and C2, which also deliver the Women’s Building, specifically provide 100% social rent homes as this was sought during community consultation. Plot C is richly designed and of exceptional quality as noted at Paragraph 10.6.14 in the Committee Report, and we consider it fitting that this landmark building provides social rent homes given the objectives of the SPD.*

*On Blocks B4, B5 and B6, the homes facing Camden/Parkhurst Road comprised of 22% Social Rent, 63% Shared Ownership, and 15% market. We have listened to the comments made by Members and have redistributed the tenures on Block B3 and Block B4 to convert Block B4 to a 100% market home building, as shown in the enclosed axonometric view. Blocks B4, B5 and B6 now provide a market sale building, a London Shared Ownership building and a Social Rent building. The homes within the blocks that face Camden/Parkhurst Road now comprise 22% Social Rent, 49% London Shared Ownership, and 29% market. By moving the London Shared Ownership homes from Block B4 to Block B3, we have been able to ensure that six of the 11 buildings that have a direct view of the public park, still have affordable accommodation.”*

- 10.4. These changes are shown in the axonometric views included in Appendix Three. These views compare the previously and currently proposed locations of the different housing tenures on the site.
- 10.5. The number of social rented homes on Camden and Parkhurst Roads has not changed, although the number of private homes on these roads has increased. This has been achieved by relocating some of the shared ownership homes away from Parkhurst and Camden Roads to the 'interior' of the site.
- 10.6. The applicants also note in their letter that:

*“We are providing excellent quality homes that have been designed every step of the way to be tenure blind. Across the scheme we have maximised the number homes which have views in two directions which creates demonstrably improved daylight and ventilation. This is achieved by providing homes to the corner of buildings (corner aspect) and stepping elevations of buildings to allow for large windows at 90 degrees to each other (stepped aspect). 99% of the Social Rent homes have either stepped aspect or corner aspect, the best performing tenure compared to 84% of the London Shared Ownership homes and 93% of the market homes.”*

- 10.7. Whilst this redistribution of the tenures is supported, its recent submission does make any further analysis of the amenity of the different tenures more complex. The Planning Committee will be updated if any further investigations indicate that the quality of the social rented homes or shared ownership homes is not as good in any respect as the other tenures. There is nothing to suggest that this is the case at present, and in some respects such as the size of the new homes and their aspect, the social rented homes are considered to be superior to the other tenures.

## 11. **INTERNET ACCESS**

- 11.1. In their letter dated 23 February 2022 the applicants have stated that:

*“As confirmed in the meeting, all homes will be provided with fibre optic broadband infrastructure. This will enable residents to access to over 25 broadband providers, offering a variety of internet packages at a range of prices to suit their needs. 4G home broadband will also be available to residents as a flexible alternative, with data plan contracts as short as 30 days. It was suggested that we should provide Wi-Fi/broadband services to the occupiers of the development. However, this is neither a policy requirement nor practical. It is for individual occupiers in any form of tenure to decide what digital services they require, in the context that there are multiple service provision operators available to them.*

*Nevertheless, having listened to the concerns raised by Members, we are now working with a broadband provider to agree terms for a central agreement with Peabody as the landlord for this site, which would secure discounted internet packages for our residents on this development.*

*Further to this, and as confirmed in the meeting, free Wi-Fi will be provided to the resident's facility in Plot D, available for use by all residents of the proposed development. Free Wi-Fi*

*will also be provided to the public park, available to all visitors, and this is secured by condition.*

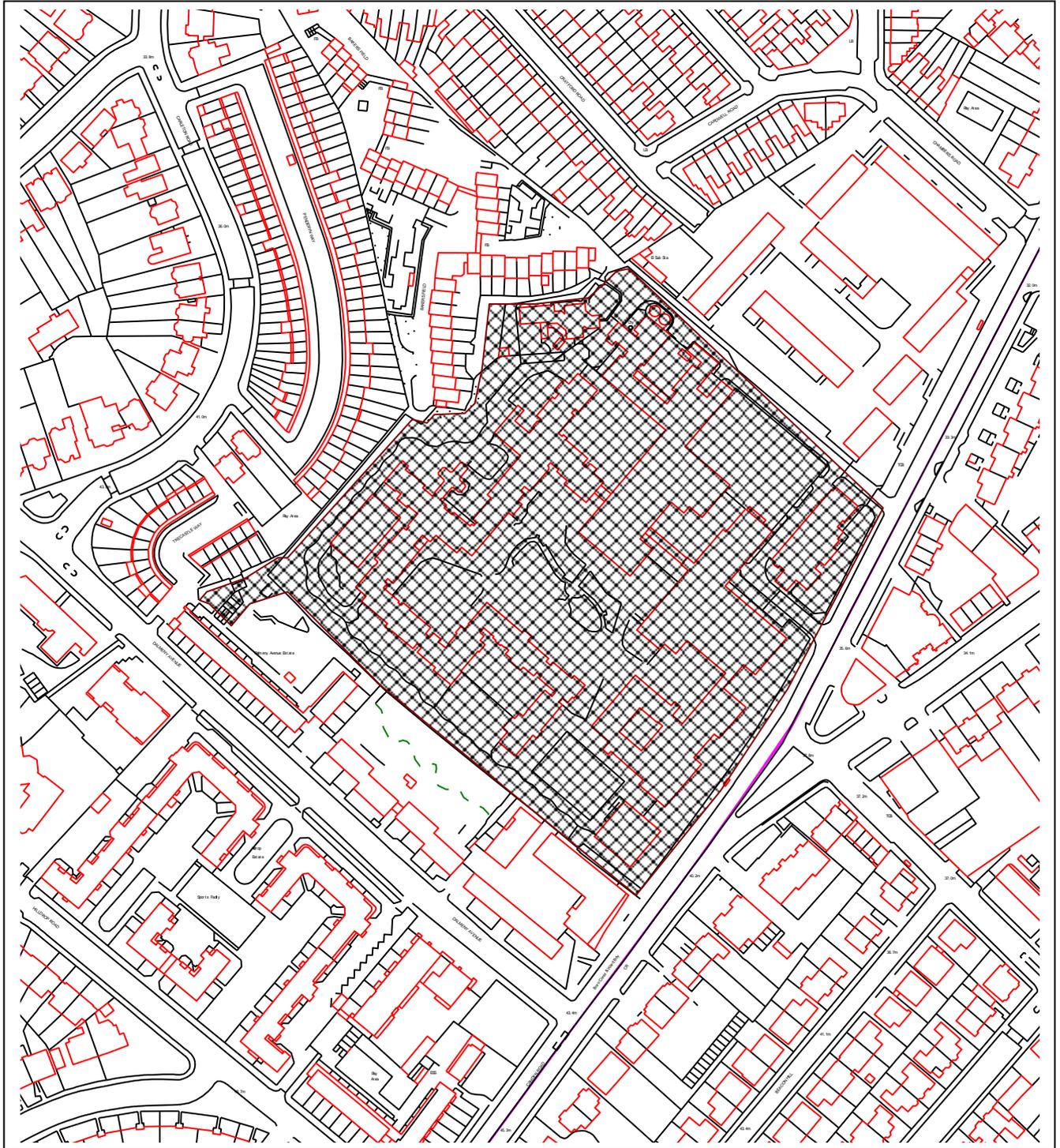
*It is also noted that the Cat and Mouse Library lies adjacent to the site and offers free Wi-Fi and free public computers for use.”*

## 12. **CONCLUSION**

- 12.1. In coming to its decision on this application, the Planning Committee must consider the information set out in this report, the Committee Report and Addendum Report. The Planning Committee must also consider the verbal representations made to the Committee by both the applicants and the objectors at its meeting on 10 February 2022 and any further verbal representations made at its meeting on 8 March 2022.
- 12.2. Objections to the application continue to be received. The Committee will be updated on these objections at its meeting on 8 March 2022 with any new matters being brought to its attention in particular. Any new objections must also be considered by the Committee.

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# Islington SE GIS Print Template



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P2021/3273/FUL

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Karen Sullivan  
Director of Planning and Development  
Community Wealth Building Department  
London Borough of Islington  
Islington Town Hall  
Upper Street  
London  
N1 2UD

23 February 2022

By email

Dear Karen

**Planning Committee Deferral of Former Holloway Prison Site (P2021/3273/FUL)**

Further to the decision of the Council's Planning Committee to defer our application for the redevelopment of the former Holloway Prison site, we write to address those points raised by Members in the meeting. We are clear that the Committee stated that only the eight matters listed as reasons for deferment are to be discussed at the reconvened meeting. We have listened to Members' concerns around these areas, as I hope you will see in the detail of our response. We request that our response be appended to your report.

As you are aware, the redevelopment of the site is a key objective for Peabody, the Mayor for London and the Council given the urgent need for housing and affordable housing in London. Delivery of the site in a timely manner is critical to the Council's delivery of its Local Plan with respect to its 5-year housing land supply.

Our proposals would deliver 60% affordable housing, of which 415 homes would be much needed Social Rent accommodation. This comprises 70% of the total affordable homes provided. Given the policy requirement for 50% affordable for the site, the proposed affordable housing offer exceeds any policy requirement by 10%, equating to an additional 70 Social Rent homes and 30 intermediate homes. This is clearly a significant benefit that ought to weigh heavily in favour of development. This is recognised in the Committee Report at Paragraph 20.21.

The Council's adopted Supplementary Planning Document ("SPD") makes clear that the overriding priority for the regeneration of the site is for housing led development. We have worked very closely with the Council over the past 3 years to develop our proposals to meet the SPD requirements. As stated in the meeting, early masterplans have been redrawn to ensure we deliver the highest quality of development. The scheme is clearly supported by the Mayor for London (see its Stage 1 response) and Officers through the recommendation for planning permission.

Members should be aware that the scheme is reliant on grant funding. To ensure development proceeds, it is critical that planning permission be granted to ensure delivery of the site and to provide 415 households on the Council's waiting list with new high-quality Social Rent homes. To secure funding to achieve 60% affordable homes, our target to commence development in October 2022 is already very challenging and any further delay to securing planning permission will make that date unachievable.

Fundamentally, our proposals presents a comprehensive package of public benefits, far exceeding Islington's policy requirements in many aspects. The balance of benefits and deliverability is finely balanced and simply put, providing more of one benefit in the scheme will require less of something elsewhere.

Taking the reasons for the deferral of the application in turn, and in no particular order, we respond as follows:

### **1. Tenure Distribution, Social Inclusion and Quality of Accommodation**

Every phase of the development comprises more than 50% affordable housing. Whilst there may be individual buildings with greater or lesser levels of affordable, it has been our intention from the outset to provide the highest quality of development. There is no suggestion in the Committee Report that any areas of the development are less favourable than others. The scheme is tenure blind and of the highest quality. As confirmed by Officers, the approach is entirely consistent with the Council's adopted planning policy. To summarise our approach:

- Every phase delivers in excess of 50% affordable housing and includes all tenures.
- In the first phase alone, the majority of the Social Rent homes are delivered, 215 of the 415, alongside 18 London Shared Ownership homes and 196 market homes. This includes all 60 extra care Social Rent homes, alongside the Women's Building, the residents' facility to Plot D, and 75% of the public park.
- The second phase also delivers majority Social Rent homes, with 116 Social Rent homes, 52 London Shared Ownership homes and 67 market homes, alongside the public nature garden.
- The third and final phase delivers the remaining 84 social rent homes, 108 London Shared Ownership homes and 129 market homes, alongside commercial space and the completion of the final part of the park.
- All of the edges of the masterplan have a mix of market and affordable accommodation
- Of the 11 buildings that have a direct view of the public park, 6 have affordable accommodation.

There was discussion at the meeting regarding the tenure of homes facing Camden/Parkhurst Road. There is a mix of all tenures across the Blocks that are positioned along Camden/Parkhurst Road (Blocks C1, C2, B4, B5 and B6).

Blocks C1 and C2, which also deliver the Women's Building, specifically provide 100% social rent homes as this was sought during community consultation. Plot C is richly designed and of exceptional quality as noted at Paragraph 10.6.14 in the Committee Report, and we consider it fitting that this landmark building provide social rent homes given the objectives of the SPD.

On Blocks B4, B5 and B6, the homes facing Camden/Parkhurst Road comprised of 22% Social Rent, 63% Shared Ownership, and 15% market. We have listened to the comments made by Members and have redistributed the tenures on Block B3 and Block B4 to convert Block B4 to a 100% market home

building, as shown in the enclosed axonometric view. Blocks B4, B5 and B6 now provide a market sale building, a London Shared Ownership building and a Social Rent building. The homes within the blocks that face Camden/Parkhurst Road now comprise 22% Social Rent, 49% London Shared Ownership, and 29% market. By moving the London Shared Ownership homes from Block B4 to Block B3, we have been able to ensure that six of the 11 buildings that have a direct view of the public park, still have affordable accommodation.

We are providing excellent quality homes that have been designed every step of the way to be tenure blind. Across the scheme we have maximised the number homes which have views in two directions which creates demonstrably improved daylight and ventilation. This is achieved by providing homes to the corner of buildings (corner aspect) and stepping elevations of buildings to allow for large windows at 90 degrees to each other (stepped aspect). 99% of the Social Rent homes have either stepped aspect or corner aspect, the best performing tenure compared to 84% of the London Shared Ownership homes and 93% of the market homes.

## **2. Play and Spaces for All Ages**

It was suggested at the meeting that we had not attached sufficient importance to the provision of play and spaces for all ages groups.

We have developed a landscape-led masterplan set around the existing mature trees of the prison garden to create an exemplary new neighbourhood. At pre-application stage, the landscape architects consulted with local school children which directly influenced the design of external spaces and the play equipment proposed. In addition, dedicated play and open space workshops were held with the local community of all ages, and further sessions held with key groups including Community Plan for Holloway (CP4H) and Disability Action in Islington.

The proposed development provides 5,292 sq m of play space for all ages, including young people, and this quantum exceeds local and GLA policy requirements. The play is not segregated by tenure. With respect to young people aged 12+ years, the development specifically provides over 1,200 sq m of space with the following facilities:

- Table tennis tables
- Web nest (rope based equipment that individuals can climb and balance on)
- Lawn areas which could be used for socialising and games
- Outdoor board game tables
- Supernova (a large circular piece of equipment that spins as individuals sit or climb it)
- Hammocks

In addition, the nature garden provides for community growing for all ages to enjoy.

The open spaces are going to be delivered over a period of time as the scheme is built out. Further details of the play spaces will be provided at each phase and this is secured by condition. This condition also secures outdoor gymnasium equipment which we believe will be fully complementary with the wider play offer for young people on the site. Having listened to Members' concerns, we have enclosed a Play Strategy Addendum which shows our play strategy proposal for teenagers, and also identifies where the outdoor gymnasium could be located and the types of equipment that could be suitable.

Mindful of the comments from Members, we intend to consult with residents, including young people, as these open spaces are delivered to determine the final play and outdoor gymnasium equipment. We have undertaken this collaborative approach on other developments, which has been welcomed by residents and helps our wider objective of building connections between residents, and to establish a sense of community ownership. We are happy to secure this via condition or obligation.

We are also happy to allow residents access to all ground/podium level amenity spaces within the development, and we will work with the Met Police under Condition 46 to ensure they are comfortable with this approach in terms of security. All communal open spaces, play spaces and public open spaces across the scheme are high quality, to ensure there is equitable play provision for all residents. There is no segregation of play by tenure.

### 3. Community Centres and Residents' Facilities

In our early dialogue the Council advised that they did not wish to see further community facilities on this site. Paragraph 3.15 of the Addendum Report confirms there is sufficient social infrastructure capacity in the vicinity of the site. In addition, the Council's Social and Community Infrastructure Topic Paper (2020) which forms part of the evidence base to the emerging Local Plan confirms that existing community centres are evenly spread across the borough, and there is no need for additional provision.

The Council's website confirms there are 13 existing community centres and the Cat and Mouse Library, which provides a community room, within a 30-minute walk of the site. Further to this, we also have two community centres within a 30-minute walk of the site. These centres are listed below.

| Location   | Distance from Site            | Walking Time |
|--|-------------------------------|--------------|
| Holloway Estate Community Centre                     | immediately east of Site      | 1 minute     |
| Islington Arts Factory                               | immediately southeast of Site | 1 minute     |
| Cat and Mouse Library<br>(provides a community room) | immediately southwest of Site | 1 minute     |
| Williamson Street Community Centre                   | 290m                          | 3 minutes    |
| Hilldrop Community Centre                            | 600m                          | 8 minutes    |
| Loraine Estate Community Centre                      | 700m                          | 9 minutes    |
| Holloway Neighbourhood Group                         | 700m                          | 9 minutes    |
| Goodinge Community Centre                            | 900m                          | 11 minutes   |
| Whittington Park Community Centre                    | 1.0 km                        | 12 minutes   |
| Bennett Court Community Centre                       | 1.0 km                        | 12 minutes   |
| Ringcross Community Centre                           | 1.3 km                        | 16 minutes   |
| Freightliners Farm Café and Community Rooms          | 1.5 km                        | 18 minutes   |
| Peabody Calcott Centre                               | 1.8 km                        | 18 minutes   |
| Highbury Round House                                 | 1.8 km                        | 23 minutes   |
| Islington Ecology Centre                             | 2.3 km                        | 30 minutes   |
| Peabody Hugh Cubitt Centre                           | 2.3 km                        | 30 minutes   |

The scheme will enable funding for improvements of existing community services through CIL receipts, as Peabody will be paying £13.6m of CIL to the Council through this development. This is outlined further below with respect to the Women's Building fit out, and was noted in the Addendum Report at Paragraph 3.15.

In relation to on-site residents' facilities, Plot D provides a facility available for use by all residents of the proposed development, irrespective of tenure. This will provide further opportunity for all residents to meet and socialise, in addition to the public park and communal gardens within the scheme. This facility is not for profit and will be run at cost. The final uses of the spaces are yet to be determined and will be specified in response to resident requirements at the time of construction. As part of the application, we have shown how potential uses could occupy the space, including a residents' lounge, residents' workspace, screening room, dining room, and gym.

We are also offering the use of a space within the facility free of charge for one day per week for residents and/or resident groups within the development, and this is secured in the s106 Heads of Terms. For example, the space could be used for children's birthday parties, a homework club, or a yoga club. As stated at the meeting, we fully support the creation of a Tenant and Residents' Association (TRA) for this development and are experienced in working with TRAs across our estates to great effect.

#### **4. Women's Building Fit Out**

We have worked closely with the local community, service providers and Officers to design a landmark Women's Building that exceeds the requirements in the Women's Building brief. It is the exceptional design and positioning of the Women's Building that makes the building iconic, not specifically its use. The SPD does not require fit out for the Women's Building and, critically, the SPD Viability Assessment explicitly excludes fit out to the Women's Building.

The SPD rightly addresses land use planning considerations. It is typical across development proposals that non-residential accommodation is constructed to shell and core. Fit out is typically paid for by an occupier (as will be the case with the other non-residential accommodation in the scheme) who may be provided with a rent-free period, or by the developer provided full rent is secured. Given that we have made the long-term commitment that the Women's Building will be provided at a Peppercorn rent in perpetuity, there is no ability to do this. It should further be noted that the market investment value of the Women's Building under Use Class F2 is c. £3m. This value has been forgone by Peabody offering the Women's Building at a Peppercorn rent.

Members at the meeting asked why we could not make the £2.9m contribution to the fit out of the Women's Building. Our response to this is that having regard to the deficit that already exists, which is significant, there is simply no further monies available to do so. The only alternative approach would be to reduce the level of affordable housing, but given the priority housing need this is not in our view an appropriate remedy when there is another available.

The other available remedy is to secure funding for the fit out through CIL. The Council's most recent Annual Infrastructure Statement (2020/21) confirms the total amount of CIL collected in the borough since 2014 that has not been allocated to any identified infrastructure projects is £1.4m. As mentioned above, Peabody will be paying £13.6m of CIL to the Council through the proposed development itself. This is addition to the existing £1.4m of unallocated CIL receipts. All these funds can lawfully be directed towards the Women's Building fit out and indeed Officers indicated this at the meeting.

The Council splits CIL funds received as follows:

- 50% for strategic projects allocated by the Council;
- 35% for strategically and locally significant projects allocated by Councillors; and

- 15% for spending at the discretion of Ward Councillors for projects identified in their Ward Community Plan.

With respect to the Ward Community Plan for St George's (November 2021), the development of the site will secure funds which far exceed all projects identified (costed at £598,500), with significant funds remaining of £1.4m. These funds, alongside the CIL receipts from the development to be split between strategic projects (50%) and strategically and locally significant projects (35%), and the existing unallocated £1.4m CIL receipts currently held by the Council can be directed towards the Women's Building fit out.

We are conscious of Members' comments regarding the reliance of CIL for the Women's Building fit out. To reduce the need for CIL receipts to fund the fit out, we are committing to use our reasonable endeavours, to be secured under the s106 agreement, to obtain external funding from other sources for these fit out works.

We look forward to working with the Council to identify the final operator of the Women's Building. We will work closely with the operator and the Council to finalise the concept design for the fit out by May 2023, and the full design and specification for the fit out by February 2024, to ensure the fit out is complete, and the Women's Building can open, at the same time the Social Rent homes in Plot C are ready for occupation. This design process with the Council and operator will also present the opportunity to manage the fit out costs carefully through intelligent design, to further limit the potential use of CIL funds for the fit out.

## **5. Women's Building Running Costs**

The Council's adopted SPD seeks the provision of a Women's Building as part of the development but places no requirement on us to support this through revenue funding. This would go beyond land use planning principles. It is the case that any future operator of the Women's Building would be funded by other means.

We have committed to working with the Council to undertake the feasibility study for the Women's Building, which will look at the capital expenditure and operational costs of the Building. The brief for the study has been agreed with the Council, and it will identify the most effective, inclusive and financially sustainable arrangements for:

- Commissioning an organisation to run and manage the building;
- Identifying which services should be delivered within the building;
- Funding any services within the building; and
- Any implications of the above for the proposed internal layout and fit out of the building.

We look forward to commencing the Women's Building feasibility study with the Council on receipt of planning permission, and will remain conscious of comments raised by Members surrounding the ongoing running costs.

The Women's Building has been designed to achieve BREEAM Excellent, with an all-electric energy strategy. This sustainable, energy efficient, design means energy costs will remain low. Our energy strategy includes air source heat pumps, which delivers energy much more efficiently than a gas solution. Our all-electric energy strategy means we are low carbon, and the decarbonisation of the electricity grid will mean the operational carbon associated with the space will continue to reduce over time.

As mentioned above, we will be working with the Council and operator to finalise the fit out specification for the Women's Building, which will provide further opportunities to minimise future running costs through design.

We look forward to welcoming a Women's Building operator that is befitting of a building of this scale and ambition. We have responded positively to calls through consultation to increase the size of the Women's Building, given the need for these services. The future operator must be financially stable to ensure the delivery of these services, and not be dependent on landlord support for building running costs, otherwise it risks a vacant building.

It is, however, the case that the facility will be provided on a Peppercorn rental basis. Based on typical rent levels for a facility of this nature, there would be an opportunity cost to Peabody, and therefore a running cost saving to the future operator, of c. £220k-£300k per year based on a rent of £15-20 per sq ft. This rental advice was provided by CBRE.

## **6. Connections to Neighbouring Sites**

The SPD sought that pedestrian connections with surrounding streets be explored and facilitated. In accordance with the SPD, the design team explored all pedestrian connections indicated in the SPD, all of which include land outside of our control. Unfortunately, it is not in our gift to secure access to land owned by third parties, but our proposals include the required design measures within our red line boundary to enable these connections to be made, should the third-party land come forward.

As a result of pre-application discussions, we have been able to secure the delivery of a pedestrian and cycle connection to Trecastle Way to the west of the site which involves Council owned land.

Since we acquired the site, we have met several times with the City of London Corporation to discuss connection to the Holloway Estate to the northeast, and with Notting Hill Genesis to discuss connection from to the Bakersfield Estate to the northwest. The most recent meetings with City of London Corporation and Notting Hill Genesis both took place on 2 December 2021.

We have ensured provision for these connections in the landscape design within the site boundary and have committed to an entrance/opening at such time that land ownership permits, and both connections can provide open unrestricted access. We are aware of the comments made by Members, and we will continue to discuss these connections with the City of London Corporation and Notting Hill Genesis respectively and will seek to enter into agreements with these parties, with this obligation secured in the s106 Heads of Terms.

## **7. London Living Rent**

The development provides 60% affordable housing (by home) with a tenure split of 70% Social Rent, with rent levels set at Target Rent, and 30% London Shared Ownership. When measured by habitable room, the development provides 62% affordable housing, with a tenure split of 75% Social Rent and 25% London Shared Ownership. This affordable housing offer exceeds any planning policy requirement.

London Shared Ownership is accepted as an appropriate intermediate affordable housing product by the adopted planning policy. There is no planning policy requirement to deliver London Living Rent.

The Committee Report confirms at Paragraph 19.1.88 that the affordable housing provision is fully compliant with the Development Plan. London Shared Ownership is a much-demanded intermediate housing product in Islington, and has an integral role providing for a large population that cannot access market housing

We are aware of Members' concerns on the affordability of London Shared Ownership homes and can confirm that these homes would be available for a range of incomes. For example, the 1-bed London Shared Ownership homes for occupation by two persons would be affordable to households on joint salaries starting from £58k (equal to each person having an income of £29k). This is lower than the income eligibility for London Living Rent. London Living Rent is only an intermediate rent product for a short period of time, as residents can purchase their home on a London Shared Ownership basis at any time they wish, or Peabody can after 10 years. Therefore, London Living Rent only delays these homes from becoming London Shared Ownership, when sales values are likely to be higher.

It is already recognised that the scheme is in deficit, and converting to London Living Rent would only increase the deficit further, which the scheme cannot afford. Likewise, the Viability Assessment has assumed GLA income caps on the London Shared Ownership homes, and any further restriction would further increase the deficit and could not be supported by the scheme. By providing London Shared Ownership instead of London Living Rent, we are able to overdeliver on the Social Rent homes, and meet the aspirations for a larger Women's Building.

Not only this, but London Living Rent delays sale receipts at a time when Registered Providers require income for sustainability initiatives and fire remediation on existing housing stock. The intermediate product puts pressure on our overall capital borrowing needs and our requirements to perform for the rating agencies.

Nevertheless, the s106 agreement will include an early stage review, which will be triggered if substantial implementation is not reached within two years of planning consent. Should the early stage review generate a viability surplus, the s106 will require that the surplus is used to convert London Shared Ownership homes to London Living Rent.

## **8. Viability**

Both our and the Council's position is that there is a deficit and the application is proposing the maximum level of affordable housing. Nevertheless, Members questioned the viability of the scheme having regard to the difference of views of the extent of deficit in the scheme and its ability to provide the Women's Building fit out and London Living Rent. We feel it is worth highlighting to Members that the only difference between our views is the change in the Council's position regarding the Benchmark Land Value ("BLV"), with all other costs and sales values agreed between parties.

As Members will be aware, when the Ministry of Justice resolved to close the Prison, the Council prepared a specific SPD for the site. To support this, it also undertook a Viability Assessment of Development Scenarios (July 2017) that set out what could be achieved. This required the provision of 50% affordable housing and concluded that a BLV of £58.4m should be the basis for viability assessment. The SPD was clear that both documents were prepared to ensure that the scheme delivered affordable housing, as a priority. However, to be clear, we have not simply applied the 2017 BLV without first referring back to the current policy context and also market evidence. The BLV proposed by us is based on the facts available at today's date.

It is a known fact as to the purchase price we paid following a competitive process. This, however, has never been our position having regard to viability discussions. We have followed the national and regional policy guidance, as well as that advocated in the Council's own SPD. The Council has very recently changed its position – reducing the BLV it previously published to £11.5m. This altered position generates a deficit of -£3.4m compared to our deficit of -£44m using the BLV of £58.4m.

In the Council's Viability Assessment that underpins the adopted SPD, the issue of the BLV was the subject of significant discussion. This is because a prison is a public sector asset and not one that is traded on a traditional Existing Use Value basis, hence the need to identify a reasonable proxy, as the Council's own viability consultants BPS did in 2017 and the applicant replicated in 2021. Critically, however, having undertaken comprehensive and detailed assessment, the Council's adopted position in the SPD at the time of purchase was that the site was worth £58.4m for the purposes of its BLV. This position has not been revised in any published revision and it has only been more recently, as part of the application submission, that Officers have changed their position from a BLV of £58.4m (£5.7m per acre) to £11.5m (£1.1m per acre). Such a shift fails to acknowledge the need to sense check the output against policy compliant evidence and meet the reasonable landowner test as required by national policy guidance regardless of whether the land is in private or public ownership.

The Council's BLV of £11.5m (£1.1m per acre) is not comparable to recent large-scale policy compliant land transactions. A market review completed by JLL showed comparable sites transacting at £7.5m per acre and upwards. Whilst land evidence should only ever be assessed as a sense check, the evidence provided by JLL demonstrates the BPS BLV output is unreasonable. Paragraph 14 of the NPPG states that the land value should be informed by comparable, market-based evidence wherever possible. The Council's BLV does not do this.

Officers will advise that they consider the policy position has materially altered since to publication of the SPD. We disagree that this is the case and firmly believe the approach adopted by the Council in 2018 remains applicable today. We provided Leading Counsel Opinion that confirms this, in October last year. We would also note that there has been no suggestion that the Council wishes to withdraw the Viability Assessment or SPD. We would expect that should the Council wish to move away from the published position, it ought to formally consider such a fundamental change. That would need to be fed back via the Local Plan examinations process, which has otherwise closed, in light of the cross reference the draft Plan makes to the SPD.

Members raised the question of potential growth in profit given the projected development programme as a way of securing funding for the Women's Building fit out. Whether one adopts the Council's viability position or our position, there is a financial deficit, and the scheme is unable to meet the costs of the fit out of the Women's Building.

It should also be observed that construction costs will also be subjected to inflation. Through a productive consultation process, we are constructing a Women's Building that is 289-689 sq m larger than the Council's brief for the Women's Building, which attracts additional construction costs of between £470k and £1.1m, which we will be absorbing. Alongside this, because of the high proportion of Social Rent homes, which will not benefit from sales inflation, this scheme is disproportionately affected by construction cost inflation, and the 40% private homes will not be able to cross-subsidise the deficit on the affordable homes.

We are however conscious of Members' comments on the fit out, and have outlined above how the costs could be met through external funding from other sources, or through the use of CIL receipts.

**Other Matters – Wi-Fi/Broadband**

In addition to the above matters, at the meeting Members raised a query regarding Wi-Fi/broadband provision.

As confirmed in the meeting, all homes will be provided with fibre optic broadband infrastructure. This will enable residents to access to over 25 broadband providers, offering a variety of internet packages at a range of prices to suit their needs. 4G home broadband will also be available to residents as a flexible alternative, with data plan contracts as short as 30 days. It was suggested that we should provide Wi-Fi/broadband services to the occupiers of the development. However, this is neither a policy requirement nor practical. It is for individual occupiers in any form of tenure to decide what digital services they require, in the context that there are multiple service provision operators available to them.

Nevertheless, having listened to the concerns raised by Members, we are now working with a broadband provider to agree terms for a central agreement with Peabody as the landlord for this site, which would secure discounted internet packages for our residents on this development.

Further to this, and as confirmed in the meeting, free Wi-Fi will be provided to the resident's facility in Plot D, available for use by all residents of the proposed development. Free Wi-Fi will also be provided to the public park, available to all visitors, and this is secured by condition.

It is also noted that the Cat and Mouse Library lies adjacent to the site and offers free Wi-Fi and free public computers for use.

I trust the above responses to the reasons for the deferral of the application provide sufficient detail for your purposes, but do not hesitate to ask should you require anything further. We continue to look forward to the opportunity to deliver the benefits within the application, and to welcome a new community to Holloway.

Yours sincerely

Tom Williamson



Tom Williamson  
Project Director – Holloway  
For and on behalf of Peabody

Enc.

1. Design and Access Statement – p112 & p113 Updated
2. Schedule of Accommodation – Updated
3. Play Strategy Addendum



# PROJECT HOLLOWAY

PLAY STRATEGY ADDENDUM

February 2022

EXTERIOR  
ARCHITECTURE

# Play Strategy Addendum

## Site Wide Play Space Strategy

### Provision & Distribution

The London Plan's ambition for London is to create a child-friendly city, where children can enjoy inclusive, accessible, and safe play and recreation spaces. A playable space provision of 10m<sup>2</sup> is required per child within any new development.

The following diagram illustrates the provision of approximately 5,291m<sup>2</sup> of play space, based on the following:

- > 100% of play requirement on the ground floor
- > 0% of play requirement at roof level
- > A large, inclusive public 'destination' play area at the heart of the site for **all ages and abilities**
- > Utilising the safe and enclosed nature of the communal gardens for provision of additional play opportunities
- > Doorstep play opportunities for 0-4 year olds integrated into communal amenity spaces
- > **Space for teenagers and young adults which are activated, sufficiently lit, & well overlooked**

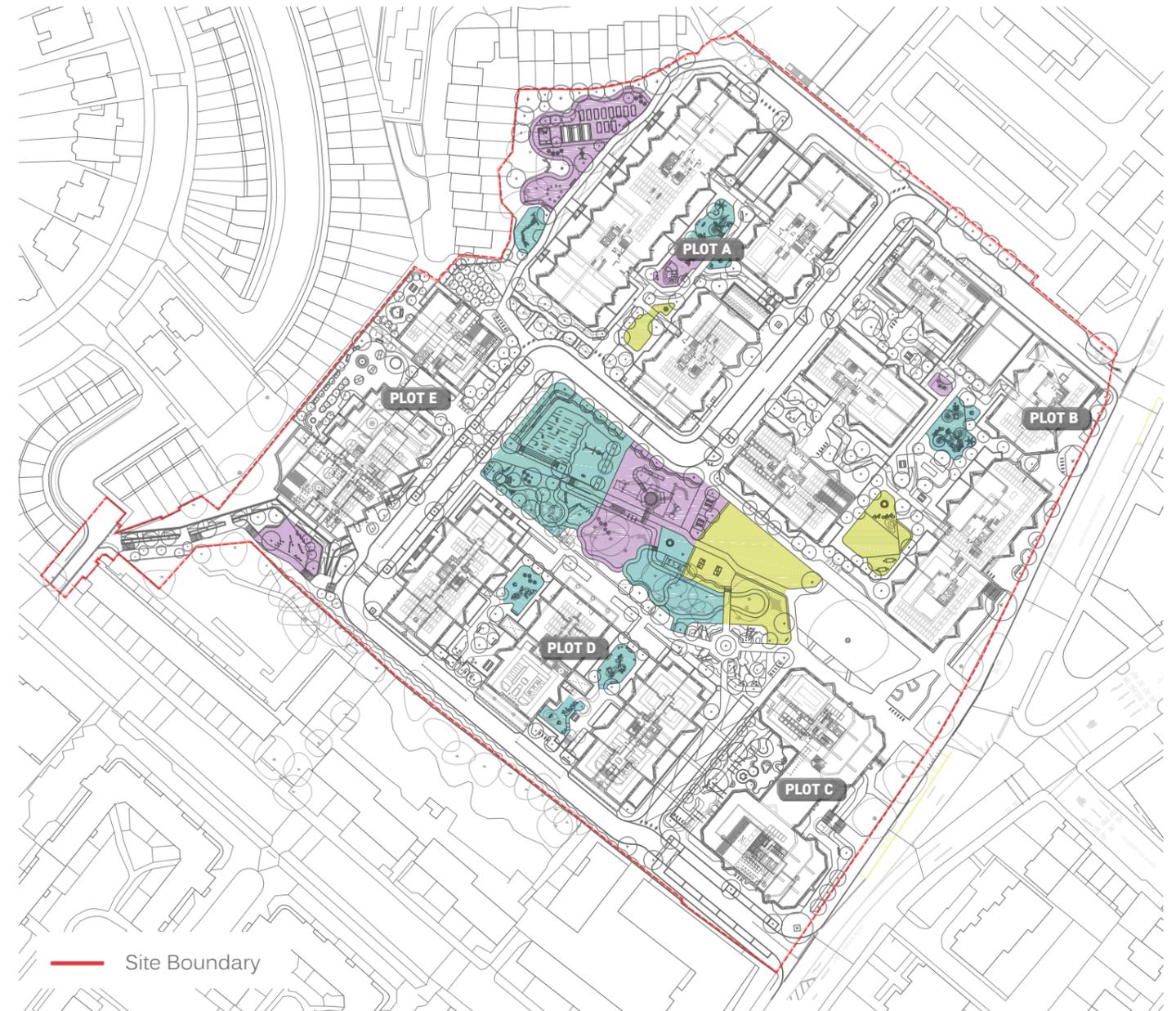
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#### REQUIREMENT

| AGE          | NO. OF CHILDREN | PERCENTAGE  | AREA (m <sup>2</sup> )       |
|--------------|-----------------|-------------|------------------------------|
| 0 to 4       | 229             | 43.7%       | 2,289                        |
| 5 to 11      | 174             | 33.3%       | 1,743                        |
| 12+          | 119             | 23.0%       | 1,194                        |
| <b>Total</b> | <b>523</b>      | <b>100%</b> | <b>5,226.1 m<sup>2</sup></b> |

#### PROVIDED

| AGE          | PERCENTAGE  | AREA (m <sup>2</sup> )     |
|--------------|-------------|----------------------------|
| 0 to 4       | 43%         | 2,290                      |
| 5 to 11      | 34%         | 1,779                      |
| 12+          | 23%         | 1,222                      |
| <b>Total</b> | <b>100%</b> | <b>5,291 m<sup>2</sup></b> |



#### PUBLIC REALM

| AGE          | % OF TOTAL PROVIDED | AREA (m <sup>2</sup> )     |
|--------------|---------------------|----------------------------|
| 0 to 4       | 75%                 | 1,710                      |
| 5 to 11      | 91%                 | 1,627                      |
| 12+          | 70%                 | 855                        |
| <b>Total</b> | <b>80%</b>          | <b>4,192 m<sup>2</sup></b> |

#### COMMUNAL RESIDENTS GARDENS

| AGE          | % OF TOTAL PROVIDED | AREA (m <sup>2</sup> )     |
|--------------|---------------------|----------------------------|
| 0 to 4       | 25%                 | 580                        |
| 5 to 11      | 9%                  | 152                        |
| 12+          | 30%                 | 367                        |
| <b>Total</b> | <b>20%</b>          | <b>1,099 m<sup>2</sup></b> |

# Play Strategy Addendum

## 12+ Play Space: The Current Proposal

Play space for teenagers and young adults is located within spaces that are overlooked, well lit and distributed across both public and communal spaces.

855m<sup>2</sup> (approximately 70%) of all 12+ play space is located within the public realm.

A variety of active and passive recreational opportunities are currently proposed.

### Play Space



# Play Strategy Addendum

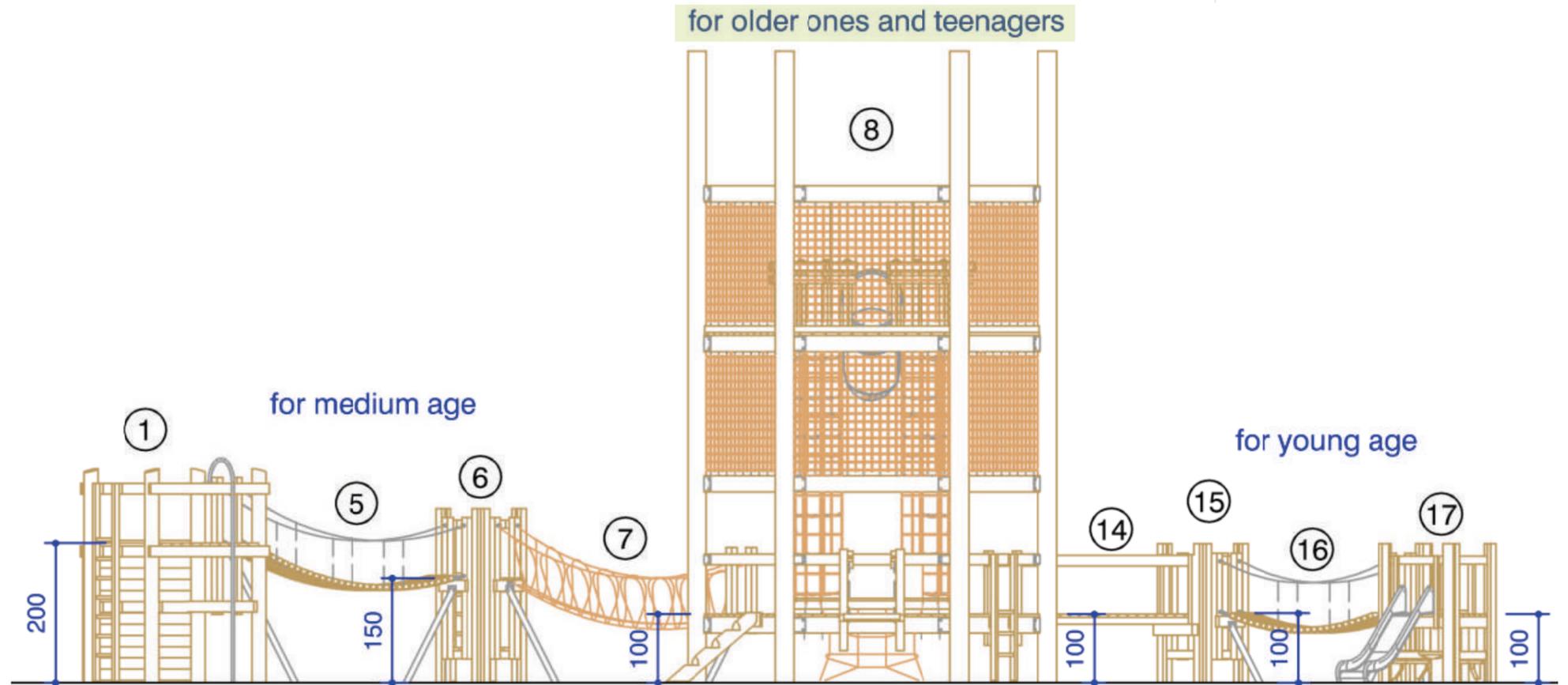
## 12+ Play Space: Destination Play Tower\_Indicative Design 1

Note: Play tower is illustrative only and subject to further detailed design

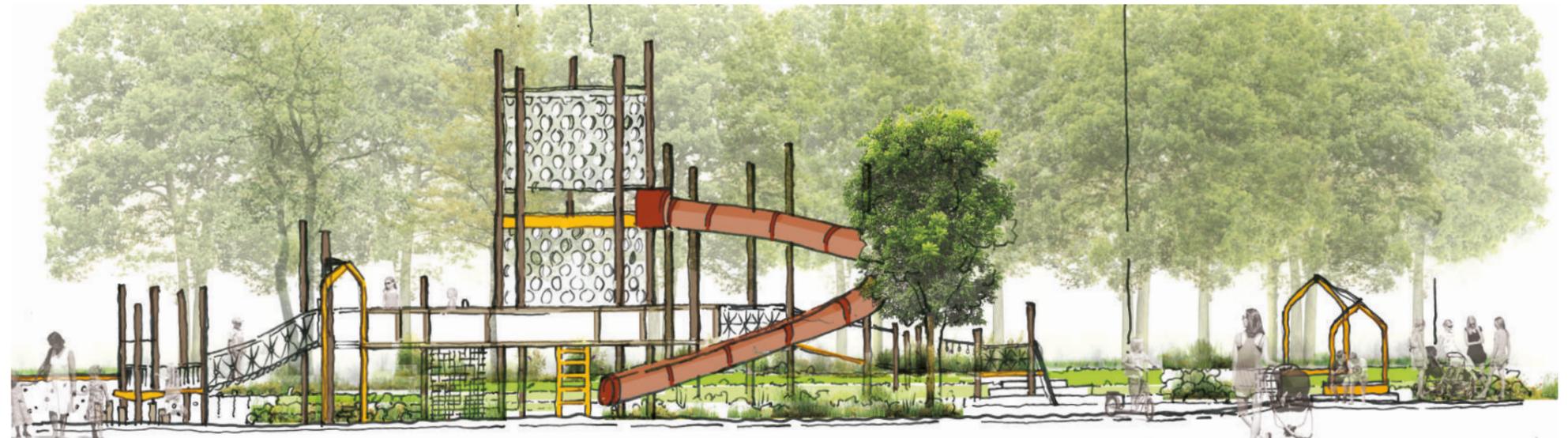
### Indicative Play Elements: Richter Spielgeräte

- ① L3.26505 Platform, h=2,00m, basis 2,00 x 1,60m; larch with steel feet
- ② 3.67390 Ladder for Platform h=2,00m, on long side
- ③ 3.67505 Climbing Wall for Platform h=2,00m, on short side
- ④ 3.69464 Firemen's Pole, stainless steel, bent for Platform h= 2,00m
- ⑤ 3.66100 Suspension Bridge, l=4,00m
- 3.66085 Support Frame for Platforms, h=2,00m
- 3.66055 Support Frame for Hut h=1,50m
- ⑥ 3.12300 Triangular Hut h=1,50 with ladder, platform heights 0,50/1,50m; larch with steel feet
- ⑦ 3.66561 Rope Bridge, l=4,00m, natural coloured ropes
- 3.66645 Support Frame for Hut
- S3.66623 Support Frame for Special Tower h=1,00m
- ⑧ 1.10010 Special Tower
  - hexagonal footprint, side length approx. 2,40m
  - floor heights 1,00m, 3,00m, 5,00m
  - floors h=1,00m and 5,00m made in timber
  - floor h=3,0m ard roof made with net
  - sides made with net
  - 2 internal net tunnel ladders
  - attachment frame for Runnel Slide incl. 1 big bull eye (Ø 37cm, plexi glass in red)
  - natural rope colour
  - solid round timber larch with steel feet
- ⑨ 3.69502 Climbing Trunk, h=1,00m, without handrail; larch with steel foot
- ⑩ 3.66283 Chain Path without safety board, l=5,00m
- S3.66250 Frame for connection to Special Tower
- 3.66231 Chain Path End Frame, round timber larch with steel feet
- ⑪ S3.67340 Ladder for Special Tower h=1,00m
- opt. ⑫ S3.69141 Inclined Climbing Net, natural rope colour, for Special Tower h=1,00m
- ⑬ 3.38000 Tunnel Slide, stainless steel, attachment height 5,00m, slide inclination 35°, left curve, extended run-out, 1 support post
- ⑭ 3.66310 Bridge with Wocden Handrail, l=3,00 m
- S3.66372 Connection for Special Tower
- 3.66364 Attachment Frame for Hut
- ⑮ 3.12100 Triangular Hut without ladder, platform height 1,00m; larch with steel feet
- ⑯ 3.66090 Suspension Bridge, l=3,00m
- 3.66057 Support Frame for Hut h=1,00m 2x
- ⑰ 3.14150 Small Platform Hut with ladder, 2 walls, 2 benches and table, platform height 1,00m; larch with steel feet
- ⑱ 3.19220 Stainless Steel Slide, h=1,00m, w=0,45m, inkl. connection for Platform Hut
- opt. ⑲ 3.66551 Rope Bridge, l=3,00m, natural rope colour
- 3.66647 Support Frame for Hut h=1,00m
- opt. ⑳ 4.03105 Podium 90° h=0,60m
- opt. ㉑ 4.03135 Inclined Wall h=0,60m with stainless steel incline
- alt. 4.03133 Inclined Wall h=0,60m with climbing grips
- alt. 4.03134 Inclined Wall h=0,60m with climbing aids
- opt. ㉒ 4.03121 Stepping Logs l=2,00m, with 2 Hand Ropes, natural rope colour
- opt. ㉓ 4.03100 Podium 45° h=0,40m
- opt. ㉔ 4.03136 Stairs h=0,40m
- opt. ㉕ 4.03125 Jaggy Bridge as ascent, with 2 Hand Ropes, natural rope colour

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ExA Artist Impression



# Play Strategy Addendum

## 12+ Play Space: Destination Play Tower\_Indicative Design 2

Note: Play tower is illustrative only and subject to further detailed design

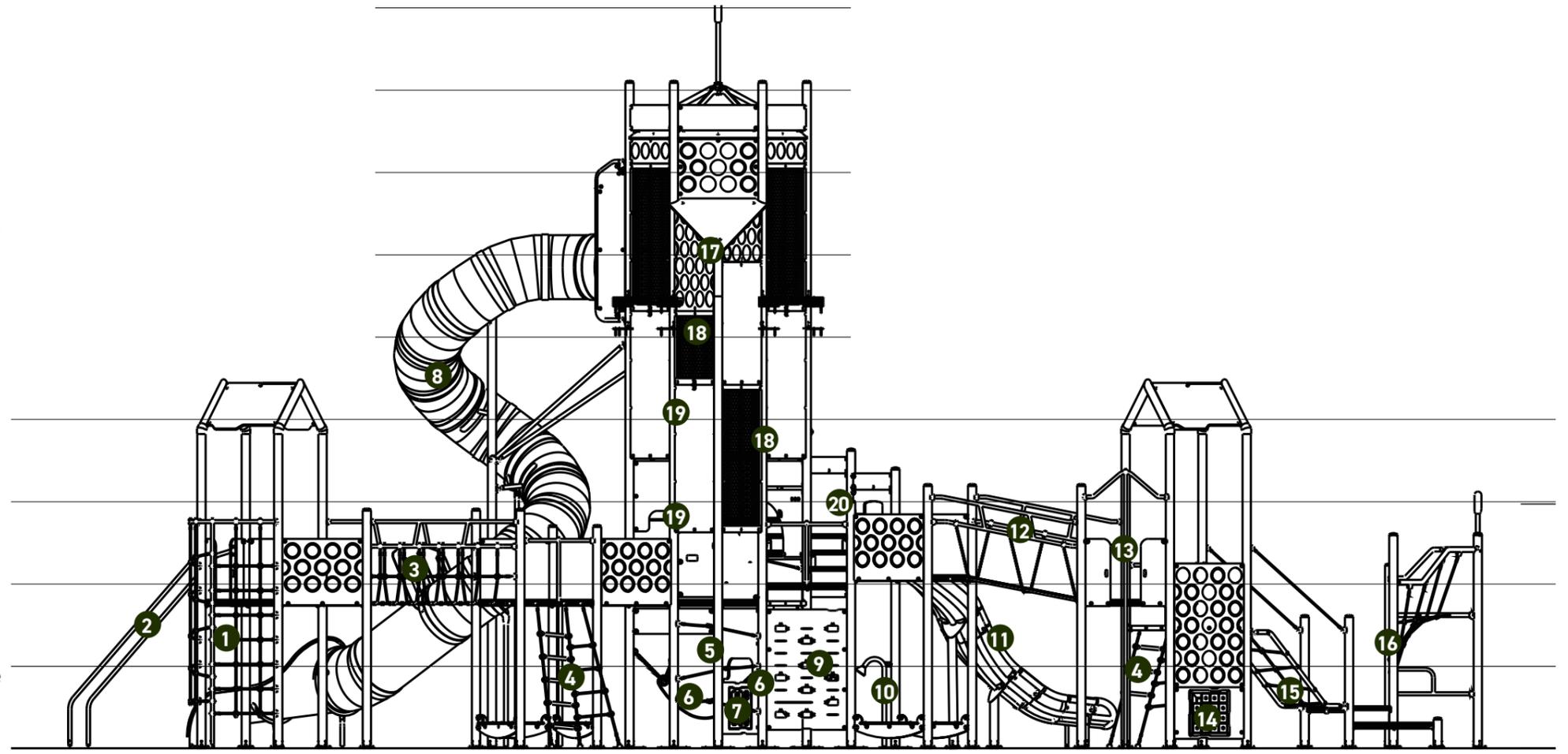
Indicative Play Elements: Kompan

Commentary from Kompan:

- 1.The large tower will be challenging for all to climb but in particular, the older children will enjoy the sense of being up high.
- 2.The tube slide comes off a 6m high platform and is very popular with older juniors and teens.
- 3.There are various challenging climbing options throughout the unit, eg climbing nets and climbing walls.
- 4.The banister bars and fireman's poles are also popular.
- 5.There are lots are social elements under and in around the unit that peers can use to interact with each other.

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- |                              |                                 |
|------------------------------|---------------------------------|
| <b>1</b> Tower Net           | <b>11</b> Segmented Slide       |
| <b>2</b> Bannister Bars      | <b>12</b> Plank Bridge          |
| <b>3</b> Net Bridge          | <b>13</b> Firemans Pole         |
| <b>4</b> Boarding Net        | <b>14</b> Slide Puzzle          |
| <b>5</b> Net Access          | <b>15</b> Rope Climber          |
| <b>6</b> Playshell           | <b>16</b> Twisted Climbing Net  |
| <b>7</b> Noughts and Crosses | <b>17</b> Observation Tower     |
| <b>8</b> Spiral Slide        | <b>18</b> Spiral Staircase      |
| <b>9</b> Climbing Wall       | <b>19</b> Net Access - Internal |
| <b>10</b> Binocular Post     | <b>20</b> Megaphone             |



# Play Strategy Addendum

## Make Space for Girls

Not all recreation needs to be active. Space for teenagers and young adults should be provided for passive recreation and socialising.

'Make Space for Girls' is an initiative that has been set up to campaign for parks and public spaces to be designed for girls and young women, not just boys and young men. The group raises awareness of the issue, as well as uses research and campaigning to ensure that the voices of girls and young women are heard in the planning process. The initiative has been a key consideration in the design of the play space within the landscape for Holloway.

The examples below illustrate some of the features that have been included within the current proposals, alongside the more active recreational opportunities, to provide a balanced and inclusive play environment.

'Make Space for Girls' will continue to be considered as part of the final landscape proposals, which will be determined through resident and stakeholder engagement.

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1 Lawn hangout space



2 Hammocks / Nets



3 Game tables (Marbles shown)



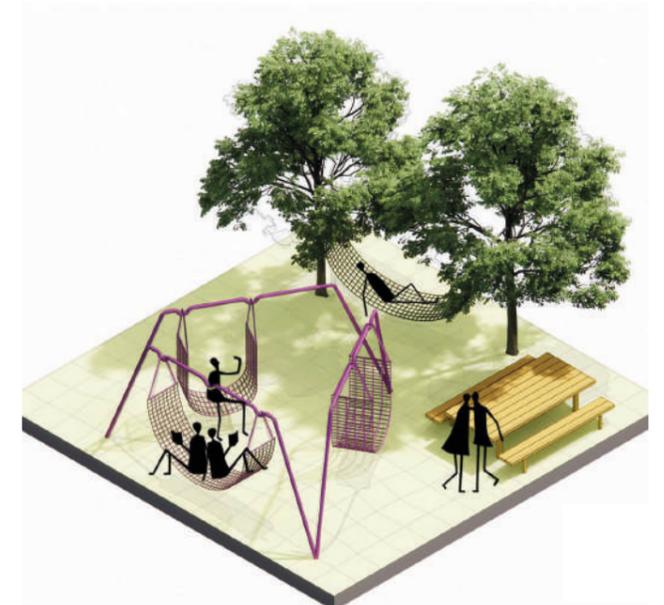
4 Swings



5 Low impact workout space



6 Social seating areas



Exemplar passive recreation opportunities courtesy of 'Make Space for Girls'.



# Play Strategy Addendum

## Health & Wellbeing: Fitness Opportunities

Spaces identified that could be designed with outdoor gym and fitness features in the Public Garden: an **active hub**



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Fitness opportunities include:

- > Gym equipment
- > Informal exercise
- > Safety surface for group workouts





No dimensions are to be scaled from this drawing.  
 All dimensions are to be checked on site.  
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Client  
**PEABODY**

**LEGEND**

-  PLANNING APPLICATION BOUNDARY
-  LAND RESERVED FOR OUTDOOR GYM AND FITNESS ELEMENTS

|      |                       |            |
|------|-----------------------|------------|
| ---- | ----                  | ----       |
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| P01  | Issue for information | 17.02.2022 |
| Rev  | Description           | Date       |

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Project title  
**PROJECT HOLLOWAY**

Drawing title  
**Space For An Outdoor Gym  
 And Fitness Elements**

|                |                        |                  |
|----------------|------------------------|------------------|
| Issued By      | London                 | T: 020 7978 2101 |
| Scale          | 1:1,000 @ A3           | Drawn EXA        |
| Status         | PLANNING               | Checked TOD      |
| Date           | 17.02.2022             | Approved LP      |
| Drawing number | 1947-EXA-ZZ-DR-L-00820 | Revision         |
|                |                        | P01              |



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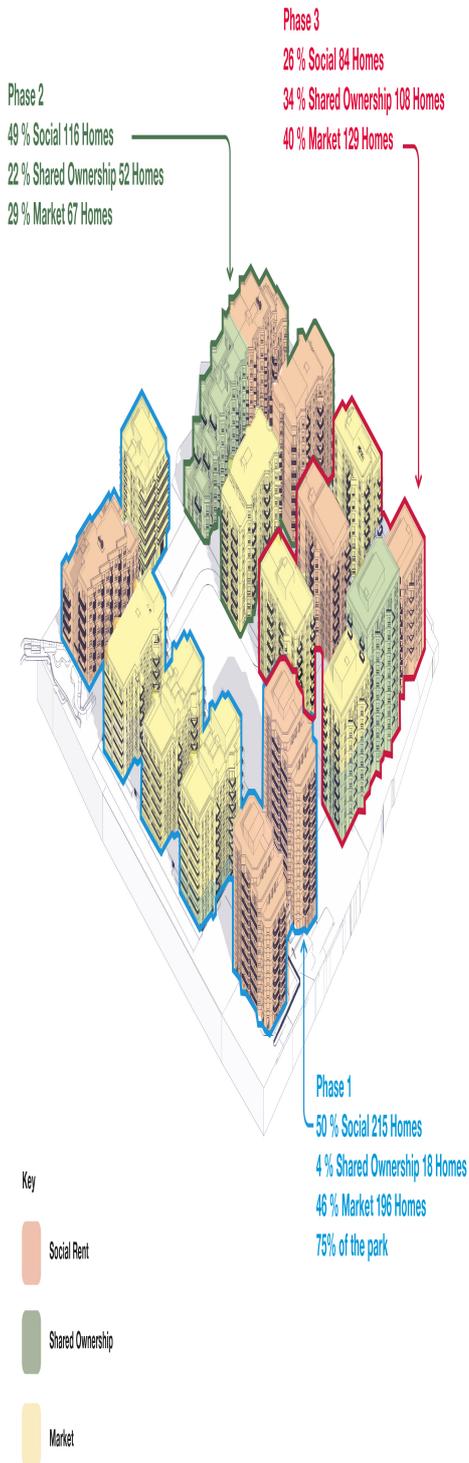
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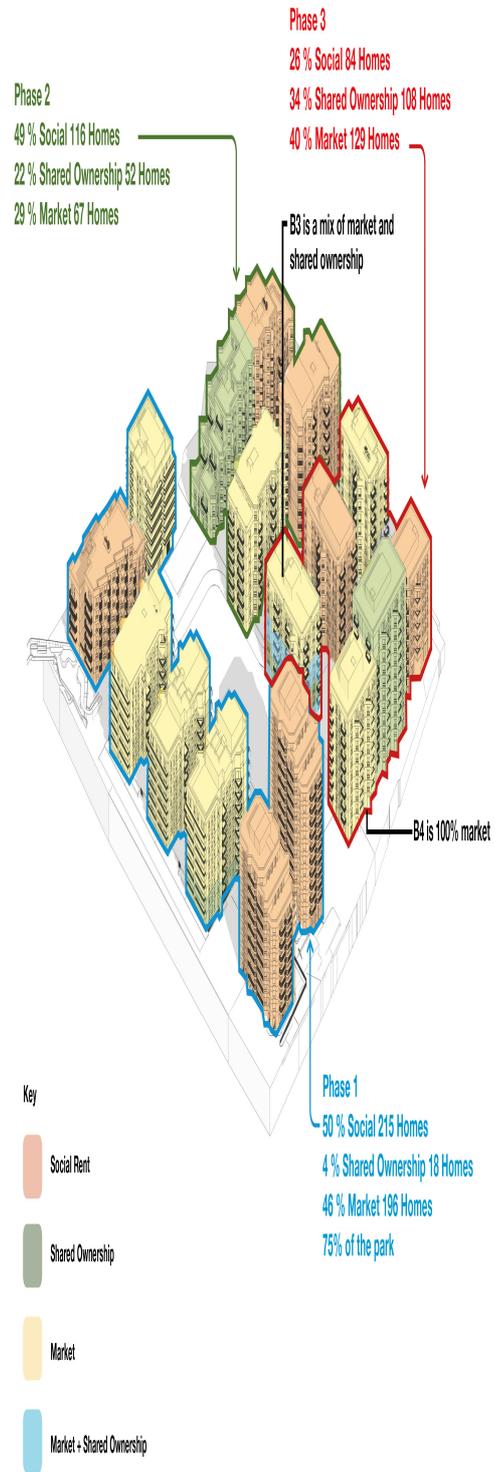
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## Tenure distribution as per planning application



## Updated tenure distribution



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