



PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 PO Box 333
 Town Hall
 LONDON N1 2UD

PLANNING COMMITTEE		AGENDA ITEM NO:
Date:	5th March 2019	

Application number	P2018/2269/FUL
Application type	Full Planning Application
Ward	Hillrise
Listed building	N/A
Conservation area	Within 50m of Whitehall Park Conservation Area
Development Plan Context	Archway Special Policy Area Local Cycle Routes Zoffany Park Open Space St John's Way Verge Open Space Within 50m of Whitehall Park Conservation Area
Licensing Implications	None
Site Address	Elthorne Estate: Sunken Play Pitch in-between St John's Way and Duncombe Road (site 1); St Johns Community Centre, Holland Walk and adjacent caretakers lodge, Nicholay Road (site 2); Zoffany Park (site 3) Holland Walk, LONDON, N19.
Proposal	The demolition of the sunken play pitch (site1), community centre and adj caretaker's lodge (site 2) and the construction of a new community centre [282.42 sqm GIA] (site 2) and 46 new dwellings (private and affordable) in four blocks (sites 1 and 2) ranging in height from two to six storeys with associated amenity space, bicycle parking spaces and improvements to the public realm (including to Zoffany Park, site 3). Additionally, stopping up of an area of existing highway to the north and west of Duncombe Road and land immediately west of 158-178 St Johns Way under Section 247 of the Planning Act 1990 to enable redevelopment of Site 1.

Case Officer	Stefan Sanctuary
Applicant	Eleni Tsoskounoglou - New Build and Regeneration

	Team, London Borough of Islington.
Agent	Sarah Eley - HTA Design LLP

1. RECOMMENDATION

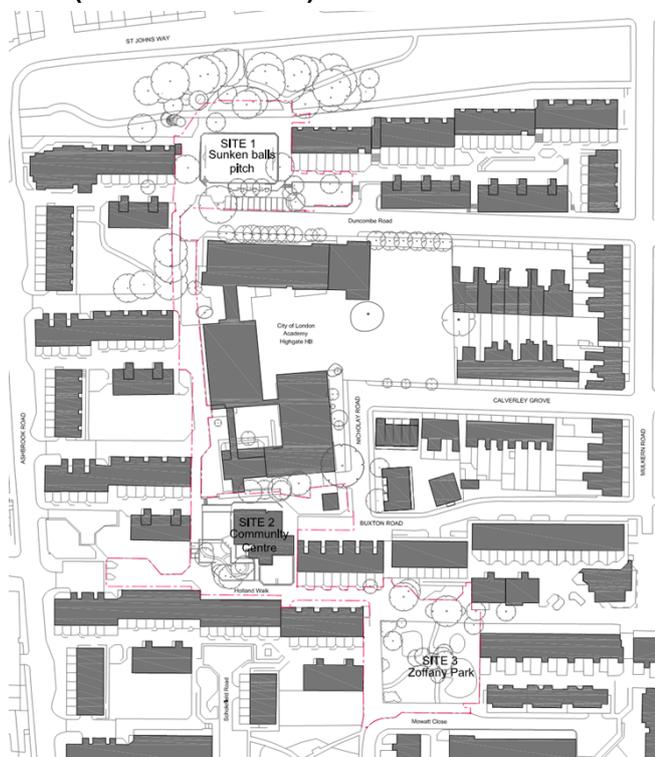
A. The Committee is asked to resolve to **GRANT** planning permission:

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

B. The Committee is asked to resolve to APPROVE the stopping up, subject to the applicant first entering into an indemnity agreement to pay all the council's costs in respect of the stopping up, on the following basis:

- The council makes a Stopping Up Order under Section 247 of the Town and Country Planning Act 1990 ("the Act") in accordance with the procedure in Section 252 of the Act in respect of the area of highway shown on Plan No. ET/SUO/01.
- If no objections are received (or any received are withdrawn), or the Mayor of London decides a local inquiry is unnecessary, then the Stopping Up Order will be confirmed by officers under delegated powers.
- If objections are received from a local authority, statutory undertaker or gas transporter (and are not withdrawn), or other objections are received (and not withdrawn) and the Mayor of London decides that an inquiry is necessary, the Council shall cause a local inquiry to be held.

2. SITE PLAN (SITE OUTLINED)



3. PHOTOS OF SITE/STREET

Photograph 1: Aerial View of Site looking North



Photograph 2: View of Site 1 looking North



Photograph 3: View of Sunken Ball court (Site 1)



Photograph 4: View from St Johns Way and Site 1 beyond

Photograph 4: View through St John's Way towards Site 1



Photograph 5: View of community centre (Site 2)



Photograph 6: View down Holland Walk with Site 2 on the right



Photograph 7: View of Zoffany Park



Photograph 8: Looking down Holland Walk with Zoffany Park on the right



Photograph 9: Looking South-East into estate from Duncombe / Holland Walk



4. SUMMARY

- 4.1. The application proposes the removal of the sunken play pitch (site1), community centre and adj caretaker's lodge (site 2) and the construction of a new community centre [282.42 sqm GIA] (site 2) and 46 new dwellings (private and affordable) in four blocks (sites 1 and 2) ranging in height from 2-6 storeys with associated amenity space, bicycle parking spaces and improvements to the public realm (including to Zoffany Park, site 3). In addition, the proposal involves the stopping up of an area of existing highway to the north and west of Duncombe Road and land immediately west of 158-178 St Johns Way under Section 247 of the Planning Act 1990 to enable redevelopment of Site 1.
- 4.2. The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of development on underused spaces. The application proposes a total of 46No new homes of which 24No would be affordable housing (social rent and shared ownership). The development delivers a significant increase in affordable homes in accordance with London Plan (Policy 3.3) and Islington Planning Policies (CS12), which seek to ensure a supply of affordable housing for residents.
- 4.3. Overall, the proposal delivers well-designed buildings that reflect their individual context and are sympathetic to their surroundings. The architecture of the proposal is considered to make a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. Moreover, the proposal is considered to incorporate high quality materials and design appropriate to its context.
- 4.4. Though the application includes building on the existing sunken ball court, the proposal also includes improvements to the landscaping around Site 1 including a new landscaped area on Duncombe Road, a new public square and landscaping around the community centre (Site 2) as well as an extension to Zoffany Park (site 3) including provision of a replacement ball court. The application also proposes significant improvements to the pedestrian routes that connect the sites, including new lighting, the removal of clutter, improved sightlines and new paving. The tree replacement strategy is well considered and would replace canopy cover within a 10-year period.
- 4.5. The proposal is not considered to have an unacceptable impact on neighbouring residential amenity in terms of loss of daylight, sunlight, outlook, privacy, noise and disturbance or an increased sense of enclosure. The application is considered to be a sustainable form of development in terms of energy efficiency, renewable energy and the provision of sustainable forms of transport. For the reasons given above and explained in more detail in the subsequent sections of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is thus recommended for approval subject to conditions and the completion of a Directors' Agreement to secure the necessary mitigation measures.

5. SITE AND SURROUNDINGS

- 5.1. The application site is comprised of part of the Elthorne Estate, a Council housing estate within Hillrise Ward, located east of Archway. The estate was originally built in the 1970s and is characterised by three and four storey red-brick housing blocks with 1-, 2-, and 3-bed flats and 4-bed maisonettes. The estate also has a community centre, a ball court, a park and playground and is characterised by a number of mature trees and a myriad of pedestrian routes running through it.
- 5.2. The Elthorne Estate is bordered by St John's Way to the north-west, while to the south-west the estate is bordered by Ashbrook Road. The estate extends towards Fairbridge Road to the south-east and Hazelville Road to the north-east, though there is also an

area of non-estate land in the middle comprised of Victorian housing on Duncombe Road and Mulkern Road and the Highgate Hill London Academy.

- 5.3. The application site or red line boundary is made up of three sites within the estate, as well as connecting pedestrian routes. The total development site area, including the connecting routes, measures 0.88ha. The first site (Site 1) is made up of the sunken ball court in the north-west corner of the estate and includes a strip of amenity space on either side, part of Holland Walk and part of the estate parking on Duncombe Road. The site is bordered by St John's Way (Open Space) to the north-west, four-storey red-brick estate buildings on both sides and Duncombe Road to the south-east. The pitch itself, which is currently disused, is at a lower level than the surrounding estate land and is surrounded by a high brick wall.
- 5.4. The application site then includes the pedestrian link which runs south-east into the estate alongside the Secondary School until it meets Site 2, which is comprised of the single-storey community centre (St John's Community Centre) as well as an area of parking and the two-storey caretaker's lodge. The site lies to the south of Highgate Hill Academy (Secondary School), which ranges in height from 2 to 6 storeys. Buxton Road, which runs on a south-west / north-east axis, terminates at the north-east corner of the site while the south-eastern boundary of the site is Holland Walk, a pedestrian walkway. To the south of this site are the existing three and four storey residential buildings of the estate. The application site then stretches along Holland Walk to the east and includes Zoffany Park (Site 3). This final site is located between existing housing blocks and is bordered by Mowatt Close to the south. The site also includes a grassed area and children's playground and a number of mature and semi-mature trees.
- 5.5. The surrounding area is mainly residential in character. The Elthorne Estate includes 817 dwellings (though the actual application site does not include any residential properties apart from the caretaker's lodge) and is one of four adjoining housing estates which include Grovedale Estate, Fairbridge Estate and Bowerman Court. The application site is not within a Conservation Area; however, the Whitehall Park Conservation Area lies to the north on the other side of St John's Way. Most of the site has a Public Transport Accessibility Level (PTAL) rating of 6a and thus has excellent public transport connections. The site is in close proximity to Archway which has Overground and London Underground services as well as bus connections.

6. PROPOSAL (IN DETAIL)

- 6.1. The application proposes the construction of 46 new dwelling, across Site 1 and Site 2. Two connected blocks comprising 28 new homes would be provided on the sunken ball court (Site 1) at the northern end of the application site. A further 18 new homes would be provided on Site 2, currently occupied by the community centre and the caretaker's lodge. A new community centre of 282sqm will also be provided on the site of the existing community centre. Site 3 of Zoffany Park would be remodelled and extended to provide a replacement ball court and new play equipment.
- 6.2. The application has been revised during the lifeline of the planning application. The original application involved the creation of 42No. new dwellings. However, through a reconfiguration of the building's layout at Site 1, this has now been increased by four additional units. In addition, the proposal involves the stopping up of an area of existing highway to the north and west of Duncombe Road and land immediately west of 158-178 St Johns Way under Section 247 of the Planning Act 1990 to enable redevelopment of Site 1. Finally, the connecting pedestrian routes would be improved and landscaped to provide amenity and biodiversity benefits.
- 6.3. The residential accommodation at Site 1 would comprise of the following: 6x1-bed units, 19x2-bed units, 2x3-bed units and a 4-bed dwelling. Over a third (9) of new dwellings on

this site would be affordable housing, while the rest would be for private sale. Site 2 is mainly affordable housing and comprises of 3x1-bed dwellings, 12x2-bed dwellings, and 3x3-bed dwellings. The total dwellings by tenure mix across the application site is shown below:

Bed Types	Social Rent	Shared Ownership	Open Sale	Market	Total
1 Bed	2	2	5		9
2 Bed	11	6	14		31
3 Bed	3	0	2		5
4 Bed	0	0	1		1
	16	8	22		46

6.4. The proposal for Site 1 is a part 4-, part 5-storey L-shaped residential building. The building includes 6No. new dwellings on the ground floor with associated amenity space and lift / stair access to the lower ground floor and floors above. The lower ground floor provides cycle and refuse storage space as well as 3No. new dwellings. The existing car parking area between the new building and Duncombe Road would be converted to new landscaped amenity space. The three upper floors would each provide 6No. new dwellings with two 4th floor additions providing additional floorspace for three of the top floor dwellings. At roof level it is proposed to provide private amenity space, green roofs and solar PVs.



Proposed Site 1 (ground floor)

6.5. Site 2 proposes the new community centre as well as a wheelchair accessible dwelling at ground floor level with landscaped garden space around it with a further 12No. dwellings proposed on the upper floors. The community centre will be provided with a large multi-purpose room, a smaller committee room, a kitchen, toilet and storage rooms. Along the

northern perimeter of this site a further 2No two-storey dwellings are proposed with associated amenity space, bicycle storage and refuse storage. On the site of the caretaker's lodge, the application proposes a three-storey building to provide 3No further dwellings.



Proposed Site 2 (ground floor)

6.6. The proposal for Zoffany Park (Site 3) involves re-providing a ball court and extending the space by narrowing Holland Walk and providing additional play equipment and landscaping. The proposal involves new tree planting along Mowatt Close



Proposed Site 3

6.7 The public realm strategy includes the provision of a new public space at the junction of the two sections of Holland Walk alongside the community centre site as well as improvements around the entrance to the community centre and a new link to Buxton

Road. A new 'pocket park' is also proposed on Duncombe Road and the linked pedestrian routes would be upgraded with additional greening and lighting. The public realm strategy is discussed in more detail in subsequent sections of the report.



Proposed Public Realm

7. RELEVANT HISTORY:

PLANNING APPLICATIONS:

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

P2013/0584/FUL: An application for the refurbishment of the existing steps and surfacing; creation of new ramp with handrail at Ashbrook Road; the rationalisation of area outside shop, reducing steps, planters, dark corners, creating more open, welcoming and accessible space around Holland Walk; and the creation of new community garden, with planters, shed, paths and water connection; change of use from unused green space to community garden, as well as the refurbishment of the existing play area and creation of new play opportunities in the grass area, allowing for increased natural play was approved on the 14th May 2013.

PRE-APPLICATION ADVICE:

7.2. The proposal has been subject to ongoing pre-application discussions throughout the last 3 years. The points raised at pre-application stage have informed the design of the

scheme being considered here. The following are the most important improvements that have arisen as a result of pre-application discussions:

- The new community centre building has been reduced in height to four storeys and has been amended following comments made by the Design Review Panel and Design & Conservation officers (discussed in more detail below).
- The new ball court is now proposed on Zoffany Park rather than Scholefield Park and has been reduced in size.
- The proposal now includes more substantial landscape and public realm improvements, involving a reduction in hardstanding and an overall enhancement in biodiversity and green space on the estate.
- The design and heights of the proposed buildings are now more consistent with (and sensitive to) their surroundings.
- The quality of accommodation proposed in terms of size of units, natural lighting and access to amenity space has been improved.

ENFORCEMENT

7.3. None relevant

8. CONSULTATION

Public Consultation

First Round

- 8.1. Letters were sent to occupants of 859 adjoining and nearby properties on the Elthorne Estate as well as on Mulkern Road, Duncombe Road, Scholefield Road, Ashbrook Terrace, Colebeck Mews, Westacott Close, Beachcroft Way, St John's Way, Buxton Road, Mowatt Close, Holland Walk, Calverley Grove, Sanders Way, Nicholay Road, Sanders Way, Zoffany Street, Fairbridge Road, and the Secondary School on the 17th July 2018. A number of site notices and a press advert were also displayed on 17th August 2017.
- 8.2. A total of 12 letters of objection were received to the consultation. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets).

Objections:

- 8.3. The following is a list of the objections received in response to the proposal:
- The demolition of the caretaker's lodge should be resisted as this would render a family homeless; [*Officer comment: the applicants have confirmed that the caretaker's lodge is currently occupied as temporary accommodation and the occupants are on a list waiting to be rehoused – a clause is added to the legal agreement requiring the current occupants to be rehoused prior to demolition*];
 - The proposal would block out light to the school and surrounding residential properties [10.124 – 10.148];
 - The development would result in overpopulation and an unacceptable increase in density [10.72 – 10.76]
 - The impact of the construction works in terms of dust, noise and vibration would affect the quality of life of surrounding residents [10.161];
 - Concerns over an increase in crime and anti-social behaviour as a result of the development [10.155 - 10.158];

- The proposal would result in an unacceptable loss of open space [10.12 – 10.20]
- The impacts of locating the ball court in Zoffany Park in close proximity to residential occupiers should be considered [10.159 – 10.160];
- The proposed dwellings should all be free and genuinely affordable rather than for private sale [10.82 – 10.98];
- Concern over the loss of parking and resulting traffic disruption [10.176 – 10.189];
- The design of the Site 1, in particular its height, is inappropriate given its location in proximity to the Whitehall Park Conservation Area. The height and bulk of the proposal is inappropriate and insensitive [10.26 & 10.36];
- Objection to the loss of the sunken ball court and it would be a loss of playable space to local children [10.104 – 10.109];
- The application would result in an unacceptable loss of car parking [10.178 – 10.189]

Other comments:

- The proposal for development is supported as it would regenerate the area and provide much needed affordable housing.
- Concern about Islington's proposal to use Duncombe garages to store bins and thereby turn part of the estate into an industrial site; [*Officers note: this does not form part of the planning application*].
- Would like the proposed development to be built with nature conservation, the environment and biodiversity in mind.
- Swift boxes should be considered on all new buildings [condition 20].

Second Round

- 8.4. The application has since then been revised with 4No. additional units proposed at Site 1 through a reconfiguration of the building's layout. The revisions also include a small increase in the footprint of the roof-top additions, more extensive basement excavation, an additional lightwell serving the lower ground floor level and additional fenestration at lower ground floor level to the Duncombe Road elevation in order to facilitate the increase in proposed units. A further consultation exercise was carried out and all the neighbouring occupiers were sent a further consultation letter.
- 8.5. In response to the reconsultations, three further letters of objection were received with the following comments:
- The proposal should not involve any building on Zoffany Park [*Officer comment: indeed, the application does not propose building on Zoffany Park, in fact the park would be extended*];
 - New residents should be prevented from obtaining parking permits and parking in the area [*Officer comment: the Director's Agreement (S106) would include a clause preventing future residents from obtaining parking permits*];
 - A resident questioned why the proposals had now changed so significantly since the original proposal [*Officer comment: the proposal remains largely unchanged apart from some internal reconfiguration of Site 1*].

Applicant's consultation

- 8.6. Whilst there is no statutory requirement (although it is encouraged) for the applicant to carry out their own consultation, Islington Housing Strategy and Regeneration have carried out consultation with residents of the estate and have carried out a number of

drop-in sessions. Some of the residents' input at these meetings has informed the final design of the proposal.

External Consultees

- 8.7. A full re-consultation was carried out on the planning application with external consultees following the amendments received on the application. The summary of comments below is a response to the revised application. Where there is no change to the original comments, then the original comments are shown here:

Crime Prevention Design Officer – raised no objection to the proposal from a crime prevention point of view. The Crime Prevention Design Officer confirmed that there had been ongoing dialogue with the applicants and discussions had been positive. It was confirmed that the residential units should easily achieve Secured by Design status as all recommendations had been incorporated into the submitted D&A Statement.

UK Power Networks – raised no objection.

London Fire & Emergency Planning – the London Fire Brigade confirmed that the proposal accords with fire safety standards and regulations. Moreover, the proposal should accord with Approved Document B Part B5 and sprinkler systems should be installed.

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

Internal Consultees

- 8.8. A full re-consultation was carried out on the planning application with internal consultees following the amendments received on the application. The summary of comments below is a response to the revised application. Where there is no change to the original comments, then the original comments are shown here:

Access Officer - The Access Officer raised the following concerns with the proposal:

- Shared surfaces are proposed which should be resisted as it is not in accordance with the Council's Streetbook SPD. [*Officer comment: the streetbook requires unambiguous routes for pedestrians. The landscape strategy has provided details of this though more information will be required by condition (12(j))*]
- There are significant level changes across the site that are stepped – a site plan showing levels and the gradients of alternative routes should be provided. [*Officer notes: this has been provided and shows the proposals are accessible*];
- The community centre elevations, it is proposed, will be fully glazed. The approach is likely to cause problems for visually impaired people navigating their way to or around the centre; in any event the surfaces should be highlighted with some form of surface manifestation that is visible in all light conditions [*condition 18*]; The applicants have confirmed that *the glazing in the community centre will be designed in a way that complies with sections 1 and 2 of part N of the Building Regulations. Further information will be provided at the detailed design stage.*
- Mention of gates across the site; gates should be avoided wherever possible, in the interests of greater permeability and social interaction. Where gates are absolutely essential their opening weights should be no greater than 30N and the ironmongery operable with a single closed fist. Likewise, the common entrances and fire doors within residential accommodation; where this is not possible, fire-doors should be

held open on electromagnetic catches [*Officer comments: in general, the number of gates has been reduced on the site*]

Looking at the plans of Site 1:

- At lower ground level the tricycle and mobility scooter store seems problematic [*Officer comment: this has now been addressed by altering the layout so access is not impeded*];
- In duplex A2 the entry level bathroom is not visitable because there is not the requisite 1100mm clear space ahead of the WC pan [*Officer comment: this has now been addressed by increasing clear space through an altered layout*];
- Also in B2 the wheelchair storage and charging facility is in the living room which is not ideal, it would be better located in the hall. [*Officer comment: this has been amended accordingly*];
- Where is the accessible parking for the WAUs? [*Officer comment: this has now been provided*];

Looking at plans of Site 2

- On the approach to the community centre from the north there is a flight of steps and from the south the approach is level. Clarification is requested re the gradient of the path between the north and south of the community centre site (Holland Walk) [*Officer comment: this has now been provided, gradients are acceptable*];
- The layout of the accessible WC is unhelpful; the width is reduced by an unnecessary structure beside the WC and an outside whb, effectively obstructing the necessary 1500x1500mm manoeuvring space. [*Officer comment: the layout has now been amended to address this issue*];
- There is a ramp to the back door; this should be provided with handrails on both sides and the landing at the head should be 1500mm deep, clear of the door swing. [*Officer comment: the landing at the community centre has been raised and the ramp is now over 1:20, therefore handrails are not required. The landing has been increased in order to provide 1500mm clear of the door swing*];
- The ground floor WAU appears to meet minimum standards.
- There are ramps to all the entrances to this block but the gradients are not shown - clarification is requested. [*Officer notes: information has now been provided on this*];
- The provision of accessible cycle storage and charging facilities for mobility scooters is welcome.
- In flat C2 the M4(3) standards have been met, although it is far from ideal having the wheelchair storage and charging facility within the living room - it would be better located within the hall. [*Officer notes: Building Control and the Fire Brigade have advised against having the wheelchair charging facilities within the lobby area, due to the fire risk they represent*];
- Above ground, the apartments meet M4(2) standards but in the north block the hoist routes cut across the entrance and so cannot be described as discreet. The situation is better in the apartments over the community centre. [*Officer notes: this has not been amended*]

[The applicants have generally addressed the points raised as detailed above and this is considered in more detail in the main body of this report].

Planning Policy – No objection to the proposal.

Design and Conservation Officer – have been involved in the proposal from the outset and support the design being proposed. From a design and conservation perspective,

the height, scale and massing of the proposal is now supported and the architecture is considered to achieve the right tone of high quality architecture that respects the integrity of its surroundings.

Energy Officer - The Energy Officer raised no objection following the submission of additional information.

Sustainability Officer – raised the following points:

- the aim for the development to achieve Level 4 is welcomed and will ensure the development complies with several of Islington's sustainability policies.
- The drainage scheme achieving significant reductions in surface water runoff and the provision of attenuation storage is welcomed. (*see condition 10*)
- The use of a rain garden on Site 2 is welcomed. The incorporation of rain gardens or bio-retention areas/planters should also be investigated on other parts of the site as part of the landscape plan. The use of areas of soft landscaping is also recommended in the private courtyard areas on Site 2. (*see condition 12*)
- There may be opportunities for tree pits to serve as bio-retention areas and provide further 'at source' attenuation of surface water runoff. (*see condition 12(i)*)
- The residential part of the development should incorporate rainwater and/or greywater recycling. It is stated in the Sustainable Design and Construction Statement that rainwater harvesting has been deemed to be unsuitable for this development, however the drainage report states that such systems are being used where practical. Details of proposed of rainwater and greywater recycling systems should be provided. (*see condition 10*)
- The installation of bio-solar roofs combined solar panels and green roofs is welcomed. Green roofs should cover all available roof space so should also be installed on the two roof areas adjacent to/above the terraced areas on Site 1, unless this is demonstrable not possible. Green roofs should also be installed on the roofs of the two house and the small block on Site 2. (*see condition 9*)
- The recommendations within the ecological appraisals for each site should be followed. Ecological enhancements should also include the installation of swift bricks at a height of five metres of the ground. (*see condition 20*)

[The points raised have now either been addressed or could be dealt with by condition (conditions 9-12 and 20)].

Transport Planning Officer – no issues were raised.

Highways – standard clauses and conditions apply.

Tree Preservation / Landscape Officer – raised no objection subject to conditions (*see conditions 12-14*)

Biodiversity and Nature Conservation – no objections subject to bird boxes being installed and landscaping to maximise biodiversity (*conditions 20*).

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

Public Protection – It is noted that this is a major development and, with all Islington being an AQMA, we would look for an air quality assessment for new receptor's exposure and an Air Quality Neutral assessment with inclusion of the impact of changes to the communal boiler house/CHP on Duncombe Road (*condition 17*).

The development proposes a new community centre space with residential directly above. This will need to be designed appropriately for the likely sound generated by potential uses, particularly any private hire functions. This should be conditioned (*condition 18*).

The hours of operation should be conditioned. It may also be appropriate for an operational management plan for the centre, presumably to form part of the S106 agreement?

The proposed hours of use for the MUGA/sports pitch should be conditioned. A lighting report is also recommended, with the final details of the floodlighting scheme, assessing the lighting impact for new and existing resi, to be conditioned (*condition 27*)

The submission includes a ground investigation report which highlights some areas of elevated lead and Poly Aromatic Hydrocarbons (PAHs) across the site. This is proposed to be remediated by removing soils appropriately and installing clean capping soils for gardens and landscaping areas but a full remediation strategy is required. I would advise a condition with details of the landscaping and a verification report to be submitted (*condition 28*).

With the size of the development and inevitable disruption for existing estate residents and others nearby, the construction and demolition will need to be considered and planned to minimise impacts. This should be conditioned (*condition 4*).

Any submission should follow the guidance of Islington's Code of Practice for Construction Sites. The applicant has filled out a draft CMP using the proforma with a final version to be submitted when a contractor is appointed.

Other Consultees

Design Review Panel – At pre-application stage the proposal was considered by the Design Review Panel on two separate occasions, the last time being on the 19th January 2018. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The proposal's description was largely as is it now and the two proposals presented to the respective DRP panels is shown below.



**October 2017
Design Review Panel I**



**January 2018
Design Review Panel II**

8.9 The Panel welcomed the opportunity to comment on the scheme for a second time and again commended the Design Team's aspiration to deliver improved community facilities and additional housing and to improve the legibility of what is clearly a challenging estate. The response to the Panel's previous comments and the way that this was articulated in the presentation was generally very well received. The panel's observations are attached at Appendix 3 but the main points raised in the most recent review are summarised below:

- The Panel welcomed the additional information regarding the proposed landscaping strategy but felt that additional consideration should be given to how the possible mismanagement or mistreatment of new features that were introduced to the main routes might be avoided [*Officer comment: the details of landscaping will be considered fully in the landscaping section of this report and through condition 16 in the event of permission being granted*].
- Some panel members considered the way Holland Walk narrows and deflects to the east at its northern end to be unsatisfactory, suggesting that it might carry on in a straight line until the junction with St John's Way. [*Officer comment: the suggested realignment would be difficult to achieve as there are several mature trees that would be lost as a consequence; moreover, this part of St John's Way does not form part of the application site*];
- The Panel generally welcomed the progress in relation to Site 1 and commended the Design Team for carrying out thorough studies and for their efforts to address concerns previously raised (*see paragraph 10.54*).
- The Panel felt that the community centre (Site 2) appeared too much like a commercial building with a single use. The desire to create a strong civic building was appreciated, but panel members suggested that it should also respond to what is a predominantly residential area and also express the fact that the majority of the building itself would be in residential use (*see paragraph 10.55*).
- The creation of a new public space or square in front of the community centre was welcomed, but it was suggested by some panel members that it needed to be better defined. To this end, a suggestion was made that the western-most unit along Buxton Road could be flipped with its garden, to give the square a more defined edge (*see paragraph 10.55*).
- Panel members remained supportive of the assertive approach to the design of new buildings proposed within the estate, but expressed some reservations about the choice of materials and detailing in respect of both future-proofing and the deliverability of the scheme. Panel members were wary of the reliance of concrete being very well detailed in order to achieve a suitable finish and the expense of handmade bricks, and were therefore concerned whether the design aspirations would be achieved as envisaged. [*Officer comment: in the event of permission being granted, a condition (3) would require details of materials to be submitted and approved in writing to ensure quality of finish*];
- The Panel generally questioned the predominance of large windows and glass balustrades to the residential block above the community centre, considering that excessive glazing would look out of place and could end up undermining the quality of the architecture once the residential units are occupied due to the inevitable clutter and privacy screening that would be visible. [*Officer comment: the balustrades have been amended and are now predominantly metal rather than glass*].

8.10 The proposal was altered and amended following the Design Review Panel in response to the panel's suggestions. The points raised have been addressed and this is summarised in the design section of this report.

9. RELEVANT POLICIES

- 9.1. Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:
- *To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);*
 - *To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)*
- 9.2. National Planning Policy Framework (NPPF): Paragraph 11 states that at the heart of the NPPF is a “presumption in favour of sustainable development” which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: “approving development proposals that accord with the development plan without delay...”
- 9.3. At paragraph 8 the NPPF states that sustainable development has an economic, social and environmental role; *“these objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”*
- 9.4. 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.
- 9.5. 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.
- 9.6. 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.

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

National Guidance

- 9.8. The National Planning Policy Framework 2018 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. It is worth noting that the NPPF was revised and adopted on 24 July 2018. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

- 9.9. Since March 2014 Planning Practice Guidance for England has been published online. Under the Ministerial Statement of 18/12/2014, the Government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that local planning authorities will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

Development Plan

- 9.10. The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 (ICS) and Development Management Policies 2013 (DM). The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

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

- Archway Special Policy Area
- Local Cycle Routes
- Zoffany Park Open Space
- St John's Way Verge Open Space
- Within 50m of Whitehall Park Conservation Area

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

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

- Land Use
- Design & Appearance
- Open Space / Landscaping
- Density
- Dwelling Mix
- Affordable Housing / Viability
- Quality of Accommodation

- Inclusive design
- Neighbouring Amenity
- Energy & Sustainability
- Transport

Land Use: Policy context

- 10.2. The application site is an existing Council Estate in Hillrise Ward, in walking distance to Archway. Given the proposal for new housing on the estate, the following planning policies are of particular relevance in assessing the planning application: London Plan Policy 2.9 (Inner London), Policy 3.3 (Increasing Housing Supply) and Policy 3.9 (Mixed and Balanced Communities); Policy CS1 (Archway), CS8 (Enhancing Islington's Character), and Policy CS12 (Meeting the housing challenge).
- 10.3. London Plan Policy 3.3 states that boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target and to identify and seek to enable development capacity to be brought forward to meet these targets having regard to the other policies of the London Plan and in particular the potential to realise brownfield housing capacity through sensitive renewal of existing residential areas.
- 10.4. In accordance with Policy 2.9, London boroughs and other stakeholders should work to realise the potential of inner London in ways that sustain and enhance its recent economic and demographic growth while also improving its distinct environment, neighbourhoods and public realm, supporting and sustaining existing and new communities, addressing its unique concentrations of deprivation and improving quality of life and health for those living, working, studying or visiting there. Boroughs should develop more detailed policies and proposals taking into account the above principles.
- 10.5. Policy 3.9 (Mixed and Balanced Communities) states that communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.
- 10.6. Draft London Plan Policy H10 and London Plan policy 3.14 states that the loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace. In this case 1 care taker unit would be lost, however this is more than offset by the construction of 46 dwellings (an uplift of 45 dwellings).
- 10.7. Policy CS12 of the Core Strategy seeks to meet the housing challenge by identifying sites which can significantly increase the supply of good quality residential accommodation across the borough. The Policy seeks to ensure that Islington has a continuous supply of land for housing, but crucially also that the housing supply is affordable for existing and future residents. Islington's Housing Needs Study, which informs the policy, demonstrates that affordability is, and will continue to be, a major issue in the borough. In addition to the existing backlog of unmet need, which has led to overcrowding, there will be future need made up of newly formed households unable to buy or rent in the borough.
- 10.8. At the same time, ICS Policy CS8 seeks to maintain the successful urban fabric of streets while improving on poorer quality of public realm and enhancing open space and the pedestrian environment around them. Policy CS15 protects all existing local open spaces and seeks to improve access to open space while maximising opportunities for

further provision across the borough. In addition, the policy looks to make better use of housing amenity spaces so that they can provide an open space function.

- 10.9. DM Policy DM6.3 supports CS15 and states that development is not permitted on any public open space or on semi-private amenity spaces, including open space within housing estates, unless the loss of amenity space is compensated for and the development has over-riding planning benefits. Finally, ICS Policy CS1 (Archway) encourages the redevelopment of underused land in Archway to meet the borough housing target, contributing between 800 and 1400 residential units over the lifetime of the plan.

Proposed Development

- 10.10. The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of infill housing and development on underused spaces in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The application proposes a total of 46No. new homes, of which 24No. would be affordable homes (16No for social rent and 8No shared ownership units). The development delivers a significant increase in affordable homes in accordance with London Plan (Policy 3.3) and Islington Planning Policies (CS12), which seek to ensure a supply of housing, in particular affordable housing, for residents.
- 10.11. Whilst the Elthorne Estate contains both private housing (leaseholders) as well as social housing (Council tenants), the majority of the existing housing is occupied by Council tenants. In accordance with Policy 3.9 of the London Plan, there is a logic to introducing some private housing into the estate in order to provide more mixed and balanced communities. Notwithstanding the policy support for mixed and balanced communities, it is also a policy requirement to achieve the maximum reasonable amount of affordable housing on a site. The overall proportion of affordable housing is subject to a financial viability assessment which is considered in more detail in subsequent sections of this report.
- 10.12. The application site includes some designated open space in the form of St John's Way verge and Zoffany Park, though these would not be built upon in accordance with ICS Policy CS15 and DM policies DM6.3 and DM6.5. The application does however propose new buildings on semi-private estate open space. The application site is not in an area of open space deficiency; it is nonetheless crucial that any loss of open space is suitably justified as well as adequately compensated with overriding planning benefits to support the proposal. The total site area is 8,798.2sqm, of which 411.2sqm is currently built upon. The majority of open space within the application site is hardstanding in the form of pedestrian routes. The applicant has categorised the sunken ball court (Site 1) which measures 697.7sqm as 'inaccessible space', though for the purposes of the planning assessment this space could be included as amenity/open space. The rest of the site is private communal garden space, private gardens, vehicular routes and car parking.
- 10.13. In essence, the proposal involves building on the existing sunken ball court as well as some of the existing hardstanding while at the same time providing new housing, green and open spaces by converting existing hardstanding, private gardens, car parking and estate roads.
- 10.14. The table below shows that the built form resulting from the proposed new housing is enabled by building on the sunken ball court and through the loss of some of the private / communal garden space. However, the application attempts to compensate the loss of open space by extending existing child playspace (mainly in Zoffany Park), converting car parking and roadways to shared surfaces and amenity/open space. The loss of open

space overall (including the sunken ball court) thus measures 392.9 sqm although the built form has increased by 1,069.7sqm.

- 10.15. The resulting change in open space, including green spaces and hardstanding, private and communal, as well as building footprint is as follows

Description	Existing	Proposed	Change
Private / Communal Garden	874.9sqm	466.5sqm	- 408.4sqm
Semi-public amenity area (incl. planting & ped. paving)	5,806.1sqm	5,885.1sqm	+ 79sqm
Formal children's play	243.1sqm	734sqm	+ 490.9sqm
Shared Surface	0	143.4sqm	+ 143.4sqm
Sunken Ball Court	697.7sqm	0sqm	- 697.7sqm
Total Estate Open Space	7,621.8sqm	7,229sqm	- 392.9sqm
Vehicular roadways & car parking	765.2sqm	88.3sqm	- 676.8sqm
Built Footprint	411.2sqm	1,480.9sqm	+ 1,069.7sqm
Total Estate Area	8,798.2sqm	8,798.2sqm	

- 10.16. It is a Council priority to deliver affordable housing and to reduce car parking (and the reliance on the car), particularly in areas of high public transport accessibility. As such, the replacement of a disused ball court and existing car parking with high quality new affordable housing and new amenity space is considered to be a benefit in planning terms. Whether the quality of landscaping and design of new buildings fully justifies the proposed building on existing open space will be considered in subsequent sections of this report.
- 10.17. Finally, the application proposes to replace an existing community centre with a new community centre (albeit reduced in size from 381.8sqm to 287.3sqm). At 287.3sqm in size, the new community room would still be fit for purpose. At present a large amount of the space in the existing centre is underused circulation space. The creation of a new public square, which will adjoin the new centre, as well as the provision of high quality and useable internal space would compensate for the overall loss of space.
- 10.18. The new facility is considered to cater better than the existing centre for the needs of the population on the estate. New social infrastructure must meet the following criteria: (i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes; (ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the requirements of intended occupants; (iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and (iv) complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.
- 10.19. The use of the new community room would be for all estate residents and would be easily accessed by all residents on the estate. Its location at the centre of the estate next to a new public square provides a new focal point for the estate. The proposed entrance to the new centre is appropriately separated from the entrances to the residential flats (which would ensure that there is no conflict between users of the community space and residents).

- 10.20. The proposal is thus considered to be in accordance with Core Strategy Policy CS14 and Development Management Policy DM4.12, which seek to protect and enhance community and cultural uses in the borough. Overall, in land use terms, the proposal is considered to meet the objectives of adopted planning policy.

Design & Appearance

- 10.21. The National Planning Policy Framework states that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development. All proposals for development in Islington are expected to be of good quality design, respecting their urban context in accordance with planning policy and guidelines.
- 10.22. The London Plan (2016) Policy 7.6 expects architecture to make a positive contribution to a coherent public realm, streetscape and wider city-space. It should incorporate the highest quality materials and design appropriate to its context. Moreover, buildings and structures should be of the highest architectural quality, be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm and comprise details and materials that complement, not necessarily replicate, the local architecture.
- 10.23. Islington's Core Strategy Policy CS8 states that the scale of new development will reflect the character of a surrounding area. Policy CS9 states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. Moreover, where areas of Islington suffer from poor layout, opportunities will be taken to redesign them by integrating new buildings into surviving fragments of historic fabric and by reconfiguring spaces based on streets and perimeter blocks, particularly in housing estates. All development will need to be based on coherent street frontages and housing developments should not isolate themselves from surrounding areas.
- 10.24. Islington's Development Management Policy DM2.1 requires all forms of development to be of a high quality, incorporating inclusive design principles while making positive contributions to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. All new developments are required to improve the quality, clarity and sense of space around or between buildings, reinforce and complement local distinctiveness and create a positive sense of place. Finally, Islington's Urban Design Guide (2017) provides guidelines and principles for good urban design, e.g. how buildings look and fit into their setting, the layout and organisation of public spaces and the appearance of street frontages.

The Application Site

- 10.25. The Elthorne Estate is a post-war housing estate that was built in the 1970s. The estate is one of a number of low-rise post-war estates that adjoin each other; Bowerman, Fairbridge and Grovedale being the more immediate neighbouring estates. There are also two further relatively low-rise post-war housing estates in close proximity on the north-west side of St John's Way: Miranda and Hillside Estate. Together these make up a significant part of the surrounding residential character of the area.
- 10.26. While a more commercial character is evident further towards Archway and its town centre, the rest of the more immediate surroundings are made up of Victorian residential properties. Whilst none of those immediately adjacent to the site make up or form part of a Conservation Area, on the north side of St John's Way, sandwiched in between Miranda and Hillside Estates, is the Whitehall Park Conservation Area. Whitehall Park

CA is characterised by grand and well-kept Victorian and early 20th century terraced properties of significant architectural merit and its location is shown below.



- 10.27. The post-war architectural approach used in the Elthorne Estate is of relatively limited merit, with somewhat repetitive red-brick buildings with pitched roofs interwoven by pedestrian routes and walkways. A key exception to this urban character and form is the former Mount Carmel Secondary School (now Highgate Hill Academy), which is an attractive (but not listed) Victorian school building with a number of more modern extensions. Though this building does not form part of the estate, it is geographically located in the middle of the estate and sits in between Site 1 and 2 and thus should also be considered when evaluating the design proposed by the planning application.
- 10.28. Given the relative absence of heritage assets in the immediate surroundings and the rather plain character of the estate itself, the applicants have not been encouraged to match the design and architectural language of the estate and surrounding buildings. That being said, a successful proposal here will nonetheless need to involve well-designed new buildings which relate to their individual context and create a harmonious aesthetic within their surroundings.

Layout

- 10.29. The buildings on the estate are arranged around a complex network of relatively narrow pedestrian paths; and facing blocks are typically between 11 and 15 metres apart. The pedestrian paths are often bordered by high brick walls that limit natural surveillance of the public realm. The convoluted vehicular and pedestrian routes also contribute to a lack of spatial clarity. In the middle of the estate lies The Highgate Hill Academy, whose grounds and buildings occupy a large area.
- 10.30. The location and siting of new built form on the estate as proposed by this planning application is largely determined by the nature of the estate as described above and the relatively large amount of building coverage on the estate as a whole. The derelict ball court and the single storey community centre (essentially the only single-storey building on the estate) are arguably the most underutilised parts of the estate and two of the few areas where additional buildings and/or increased density would be possible. The two sites have also been chosen because of the role they play as strategic markers or gateways into the estate. Site 1 lies at one of the main gateways into the estate from the north, while Site 2 is positioned at the junction of the two main pedestrian routes through the estate.
- 10.31. The proposed building (Site 1) has been positioned alongside 158-178 St John's Way, a red-brick pitched roof building typical of the estate and would directly abut this building thereby closing off the existing pedestrian route. This maximises the potential of the site and it is noted that the existing route is poorly overlooked and therefore less safe. The

existing main route into the estate from Holland Walk would be enhanced as part of the application. The new building is largely in line with the coverage of the existing ball court with an area reserved as garden / amenity space thereby creating an L-shaped building, which as a result also maintains daylight levels to neighbouring residential properties. The building's elevations look on to and activate a section of Holland Walk, Duncombe Road as well as the green space of St John's Way.



Proposed Site 1 Plan

10.32. In terms of Site 2, the siting and position of the new community centre building is largely informed by the existing community centre and buildings around it and the close proximity of other residential buildings in the surrounding area. The proposed new community centre building would sit alongside 38 Holland Walk which forms part of a red-brick pitched roof building typical of the estate. The proposed building steps back from Holland Walk and as a result sits slightly behind this neighbouring building and thereby follows the angle of the existing pedestrian route and gives more space to the buildings opposite.



Proposed Site 2 Plan

- 10.33. Following the recommendations of the second DRP in January 2018, the community centre's main entrance has been shifted from the southern to the western elevation, and the community centre's secure garden would be relocated to the southern elevation. This presents an opportunity to create a new public square at the entrance to the community centre, that can be used by the wider community as well as serving as an entrance space to the community centre. The new public square will be located at the junction of two of the main pedestrian routes of the estate, thereby creating a civic building and new public open space at an ideal and strategically important location on the estate.
- 10.34. The repositioning and narrowing of the community centre building provides an opportunity for a new pedestrian route from Buxton Road as well as new buildings along the perimeter with the Secondary School. Whilst there is currently a pedestrian route which runs from Buxton Road into the estate, it is poorly overlooked and convoluted and is not considered to be particularly safe or well-used. The realignment of the community centre creates additional space for new dwellings, which would overlook a realigned and improved pedestrian route from Buxton Road. A new building is also proposed on the site of the existing caretaker's lodge, which would overlook Buxton Road and Nicholay Road.



Site 3: Zoffany Park

- 10.35. The location and positioning of Site 3 is essentially determined by the layout of the existing Zoffany Park, with its north-eastern boundary the residential block of 93-96 Holland Walk and two further residential blocks beyond an existing pedestrian route marking its south-western boundary. However, given the width of the existing Holland Walk along the north-western boundary of Zoffany Park, the opportunity to extend the park has been taken to create a more generous amenity space. A further landscape intervention on the park's south-eastern boundary involves the planting of five new trees to create a softer more attractive edge.

Heights



Proposed Site 2 – Holland Walk elevation

10.36. The proposal for Site 1 is essentially a 5-storey building. While this is noticeably taller than the predominant heights on the estate which range from 3- to 4-storeys in height, the site's location on the northern perimeter of the estate alongside the green space of St John's Way provides an opportunity for additional height. The building's height is roughly in line with the height of the main Highgate Hill Academy building and has generous spaces on either side to the north and south. Because of the topography of the area, the site lies below the nearby Whitehall Park Conservation Area and because of relative distances involved is thus not considered to compete with its character or appearance.



Site 2 – South-western elevation

10.37. The proposal for Site 2 has been reduced in height from five storeys to four storeys following advice by the Council's Design & Conservation officers and the Design Review Panel. The building is still a storey higher than predominant building heights on the estate and immediate surroundings but this is considered appropriate for a civic building such as a community centre on an important junction within the estate. The lower-rise mews houses to the rear of the community centre building rise up from two storeys to three storeys in height on the junction of Buxton Road and Nicholay Road where the slightly larger site plan and corner location allow for some additional height.

Architecture (Site 1)

10.38. The proposal for Site 1 reads as one building split into three sections by two glazed stair and lift cores. A simple palette of materials involving mainly brick and glass is proposed. Representing a shift away from the existing red-brick pitched-roof buildings on the estate, a light grey brick has been chosen. The variation in colour is considered to help identify the new buildings as marking the entrance to the estate. The brick facades are articulated with angled planes around deep window reveals and perforated brick panels around balconies. Large glazed openings signal the top of each section of the building and the glazed entrance articulates the overall massing of the block, mediating between the main brick volumes. The building's roof-form is defined by two raised sections creating a castellated form which is atypical of the area.



Site 1: St John's Way

10.39. The architects have listed a palette of materials which include pre-cast concrete panels, handmade brick (Flemish bond), perforated brick panels, composite window with bronze aluminium frames. The choice of materials is generally supported. Nonetheless, in the event that the application is approved, permission would be subject to a condition (3) requiring details of materials to be submitted and approved in writing by the Local Planning Authority prior to commencement of works.



View of Site 1 from Duncombe Road

10.40. The proposed façade facing Duncombe Road features deep south-facing balconies, which would be partially clad with perforated brick screens to prevent the interior spaces from overheating. At the same time, glass balustrades would allow views from inside the dwellings. Bicycle, refuse and recycling storage is provided at ground floor level, along with secondary entrances to the building cores. This area of the façade is covered by bronze coloured vertical louvres. The recessed glazed cores enclose the stairwells and allow glimpses towards St. John's Way. The space between the new building and Duncombe Road becomes a new landscaped area, with seating, improved lighting and soft landscaping.

Architecture (Site 2)

10.41. As previously described, the design for Site 2 comprises of two new developments: a new community centre with residential units above and a new terrace south of Highgate Hill Academy that will contain two courtyard houses and a three-storey block of flats. The proposals also include the creation of a new public square in front of the community centre entrance and the redesign of Buxton Road at the rear of the new community centre. All of the dwellings in the proposed buildings are at least dual aspect.



Site 2 from Holland Walk

10.42. The existing St. John's Community Centre will be demolished and replaced with a new mixed-use four storey building. The proposed new building will house a new community centre on the ground floor and 12 residential units above. The flats on the upper storeys will be accessed via a communal staircase and lift entered from Buxton Road. The tenure will be predominantly social rented, with the exception of the infill flat on the ground floor that will be open market sale and two flats on the top floor that will be shared ownership. As shown on the image below, an infill fully wheelchair accessible unit has been proposed on the eastern side of the community centre; this will act as a transitional element between the new building and the adjacent properties on Buxton Road / Holland Walk. The ground floor unit has been designed so that its facade aligns with the neighbouring block.



New Proposed Frontage Building

10.43. The design for the community centre proposes a glazed facade at ground floor. On the upper floors a double skin system will be applied consistently to all facades; a primary skin formed by reconstituted Portland stone panels and a secondary skin of brick panels and glazing, recessed from the front facade. On the upper floors the secondary skin is more deeply recessed, which allows enough space for a wrap-around balcony. The introduction of reconstituted Portland stone in the design gives the building a civic appearance, in recognition of the community centre function. Stone cladding is used sparingly, however, and is mainly confined to the western elevation, where it announces the community centre entrance (as shown below). The other facades are predominantly clad in red brick, which refers to the architecture of the surrounding blocks.



South-western elevation

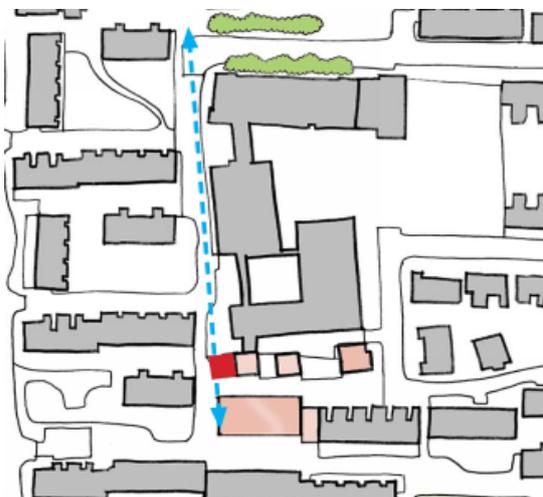
- 10.44. The two courtyard houses have living spaces at ground floor, and bedrooms on the first floor. The main rooms of each house will open onto a private courtyard facing south. The elevation facing the community centre building and the continuation of Buxton Road will be mainly brickwork and an oriel window with views facing away from the new community centre building. This will ensure that there are no overlooking issues between the houses and the flats in the community centre block. A service area between the courtyard houses and the 3-storey block serves all the dwellings in site 2, and provides the necessary space for refuse and recycling provision as well as storage for bikes, tricycles, and mobility scooters.



Principal elevation of houses on Buxton Road

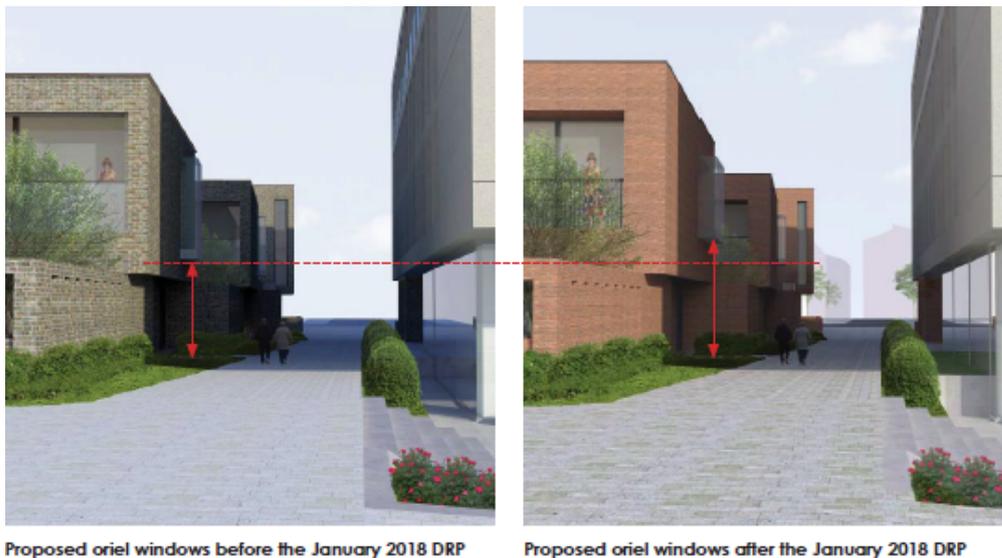
Response to DRP comments

- 10.45. Whilst the design of Site 1 was commended at the second DRP review in January 2018, a number of points and suggestions were made about Site 2 which would improve the design of the built form here. Firstly, the panel felt that the building felt too much like a commercial building with a single use rather than a building whose predominant use was residential and suggested that reconstituted stone panels could be confined to the ground floor.
- 10.46. The applicants have addressed this point by stating that the existing community centre mimics the surrounding residential blocks' architectural language and materials, preventing it from standing out from its context. In contrast, the design of the proposed building, in particular the introduction of reconstituted stone in the design, gives the building a civic appearance. This device is used sparingly however and is confined mainly on the western facade, where the emphasis is required. For the rest of the building, the facades are now largely composed of red brick, which links with the surrounding blocks.



Site Plan showing North-South route

- 10.47. Further the creation of a new public space or square in front of the community centre was welcomed by the DRP, but it was suggested by some panel members that it needed to be better defined. To this end, a suggestion was made that the western-most unit along Buxton Road could be flipped with its garden, to give the square a more defined edge. The applicants and architects have explored this suggestion in more detail, however it has become clear that the proposed change would have consequences that would be detrimental to the design. As shown on plan below, improving sightlines on pedestrian routes is a critical project objective. This is particularly important on the Holland Walk path that links the school with the community centre as it slopes to the south.
- 10.48. Panel members also pointed out that the projecting oriel windows proposed for the news-type accommodation along Buxton Road could be vulnerable to vandalism and other anti-social behaviour and suggested that it therefore may make sense to give the lower portion of these windows more solidity. The Design Team has taken account of this comment and has modified the height of these windows so they start at a higher point.



- 10.49. At the DRP in January 2018 some panel members expressed reservations regarding the use of glass balustrades and suggested that alternatives be considered. After subsequent further design development, it was agreed with Planning officers that metal balustrades matching the colour of the window frames would be a more sympathetic alternative. The image below shows the proposed facade and its materiality in more detail.



Summary of the Overall Development

- 10.50. Overall, the proposal delivers well-designed buildings that reflect their individual context and are sympathetic to their surroundings. The building(s) for Site 1 are considered to successfully signal the entrance to the estate by providing bold and high quality design, whilst Site 2 provides a well-designed civic building with more understated mews buildings reflecting their respective contexts.
- 10.51. The architecture of the proposal is considered to make a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. The proposal is within a very tight urban grain and the distances between buildings, particularly on Site 2, reflects this reality, however the development is considered to be sympathetic in scale and appearance to the local aesthetic and identity. Moreover, the proposal is considered to incorporate high quality materials and design appropriate to its context.
- 10.52. Whilst the proposal will reduce the amenity space on the Elthorne Estate through the removal of the sunken ball court, it is considered that the proposed buildings introduce activity and engage better at ground level (additionally replacement facilities are proposed). Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be in accordance with Policy 7.6 of the London Plan, Policy CS8 and CS9 of Islington's Core Strategy and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

Open Space and Landscaping

Policy context

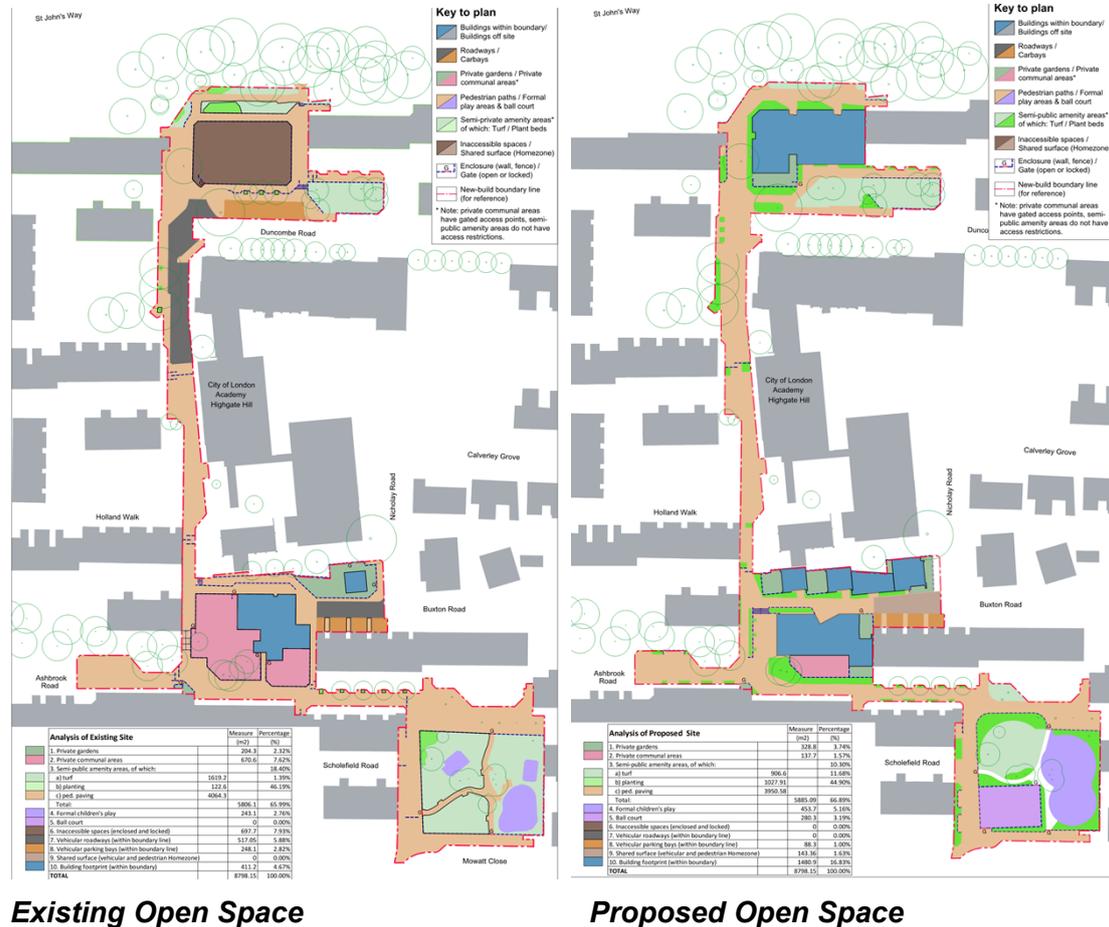
- 10.53. Islington's Core Strategy Policy CS15 on open space and green infrastructure states that the council will provide inclusive spaces for residents and visitors and create a greener borough by protecting all existing local spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens. Policy DM6.5 states that development should protect, contribute to and enhance the landscape, biodiversity and growing conditions of the development site and surrounding areas. Developments are required to maximise provision of soft landscaping, including trees, shrubs and other vegetation. Furthermore, developments are required to minimise any impacts on trees, shrubs and other significant vegetation. At the same time any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits.
- 10.54. Regarding open space, Development Management Policy DM6.3 states that development is not permitted on semi-private amenity spaces, including open space within housing estates and other similar spaces in the borough not designated as public open space, unless the loss of amenity space is compensated and the development has over-riding planning benefits. Moreover, both Development Management Policies DM2.1 and DM8.4 encourage improvements to movement through areas and seek an enhanced pedestrian environment.

Assessment

- 10.55. As existing, the public realm of Elthorne Estate is characterised by a myriad of pedestrian routes running through the estate, small incidental green spaces and semi-private amenity spaces. Three green spaces on the estate are classified as designated Open Space: St John's Way Verge, Zoffany Park and Scholefield Road Open Space while

other green and/or open spaces on the estate such as the sunken ball court and other non-designated semi-private amenity space would also be protected by Policy DM6.3.

10.56. The development proposed by the planning application would essentially result in a loss of private / communal garden space (408.4sqm) and the loss of the sunken ball court (697.7sqm). The application attempts to compensate this loss of open space through the creation of additional open space elsewhere by increasing the amount of formal children's play space (490.9sqm), converting existing estate road to a shared surface (143.4sqm) and creating new incidental green / amenity space (79.8sqm).



10.57. The table below shows a quantitative assessment of spaces lost and gained on the estate. However, the planning assessment also requires a qualitative analysis of existing and proposed open spaces as well as an understanding of overall planning benefits to determine whether this loss of open space can be justified. The most obvious point to start with would be the sunken ball court, which though considered to be estate open space, has actually been locked up and disused, providing little or no amenity, biodiversity or sustainability value at all for a number of years.

Description	Existing	Proposed	Change
Private / Communal Garden	874.9sqm	466.5sqm	- 408.4sqm
Semi-public amenity area (incl. planting & ped. paving)	5,806.1sqm	5,885.1sqm	+ 79sqm

Formal children's play	243.1sqm	734sqm	+ 490.9sqm
Shared Surface	0	143.4sqm	+ 143.4sqm
Sunken Ball Court	697.7sqm	0sqm	697.7sqm
Total Estate Open Space	7,621.8sqm	7,229sqm	- 392.9sqm
Vehicular roadways & car parking	765.2sqm	88.3sqm	- 676.2sqm
Built Footprint	411.2sqm	1,480.9sqm	+ 1,069.7sqm
Total Estate Area	8,798.2sqm	8,798.2sqm	

Quantitative assessment of existing and proposed spaces on site

10.58. The proposal also seeks to qualitatively improve open space for all residents of the estate to offset the increase in building footprint. This is achieved through pedestrianising or greening sections of vehicular roadway and parking, strategic provision of planting along routes, removal of visual and physical barriers and clutter, creation of opportunities for interaction and play, including a new semi-public plaza entrance to the new community centre, and an increase in Zoffany Park's active and passive recreational value for users of all ages. As a result, despite the removal of the pedestrian link between 157-178 St John's Way and the sunken ball court, there would still be an overall increase in semi-public amenity area.

10.59. The proposed informal kick-about sited here would be well-connected central location on the estate and improved visual surveillance is considered to better serve the community. All proposed ground floor properties would have private outdoor spaces, and the community centre would have a multi-functional semi-private courtyard space for its users, as well as the new semi-public plaza for informal interactions with neighbours.



Landscape Proposal Site 1

- 10.60. Looking at the landscape strategy in more detail, a new generous paved frontage to proposed blocks of Site 1 is proposed with new planting and the retention of trees on St John's Way Verge. As you move down into the estate from St John's Way onto Holland Walk, the application proposes to replace the existing ramped access with an unobstructed level path with clear sightlines that would be well overlooked by the new proposed dwellings on Site 1. While the pedestrian link between 157-178 St John's Way and the sunken ball court would be removed as a result of the proposal, this is considered to be suitably mitigated and compensated for by the improvements in public realm and surrounding pedestrian routes. Furthermore, on Duncombe Road a new landscaped area is proposed with new seating, a lawn and play equipment which would replace existing car parking spaces and inaccessible open space. Finally, the access to Highgate Hill Academy is upgraded, with a new flush paved shared surface replacing the tarmac roadway and Duncombe Road turning head and additional planting to replace cycle barriers.
- 10.61. There are further improvements along the main axial route running from Site 1 to Site 2 including upgrading the paving and lighting, the removal of clutter, clear sightlines as well as rain gardens to green the route and absorb storm water. In terms of Site 2, a number of landscape interventions are proposed that would enhance the public realm. Firstly, the route from Buxton Road into the estate would be converted to a safe and step-free route with clear sightlines, upgraded paving and lighting as well as new planters and rain gardens. Secondly, the application proposes a new public square linked to the community centre with new street furniture, paving, trees and additional planting. Finally, it is proposed to provide additional private / communal amenity space for the new houses and the new community centre.



Proposed Site 2 landscaping

- 10.62. One of the principal changes to Zoffany Park involves the creation of a new ball court, which would be lockable, overlooked and with semi-native hedges and planting around the perimeter. The proposal also creates separate play areas for younger and older children, defined and separated by benches and planting. The paths running through the park would also be realigned and upgraded with new lighting. Moreover, the park would be extended into the existing path of Holland Walk with an avenue of trees, shrub

planting, and woodland ground-cover to green the space while maintaining sightlines. Finally, the proposal includes a new open meadow and additional buffer planting and new tree planting along the edge of Mowatt Close.



Proposed Site 3 (Zoffany Park)

- 10.63. Through additional incidental green spaces, the removal of clutter and improved sightlines, new paving and lighting, a number of landscape interventions, the extension to Zoffany Park and additional child play-space, it is considered that the loss of the disused ball court is justified. In addition to the reprovided green space and landscape strategy described above, the planning application also involves over-riding planning benefits. New high quality residential accommodation would be created, 52% of which would be affordable homes. Moreover, the proposal has been well-designed with a consideration and respect for the surrounding context.
- 10.64. Given the aspiration to deliver genuinely affordable housing, the building of affordable housing on existing underutilised spaces and the creation of an improved public realm is considered to suitably compensate the loss of the ball court. The quality of the landscape strategy together with the overall planning benefits derived from the proposal are considered to fully mitigate against the loss of existing open spaces, in accordance with Core Strategy Policy CS15 and Development Management Policy DM6.3. While the landscape strategy is supported in principle, further details would be required by condition (12) in the event of permission being granted to ensure that the final design of the landscaping is of the highest quality and properly implemented.

Trees:

- 10.65. Development Management Policy DM6.5 requires developments to minimise any impacts on trees, shrubs and other significant vegetation. Developments within proximity of existing trees are required to provide protection against damage during construction. Moreover, development proposals must protect, contribute to and enhance the landscape, biodiversity value and growing conditions of a development site and maximise the provision of soft landscaping, including trees, shrubs and other vegetation.

- 10.66. There are currently 13 trees on Site 1, 12 trees on Site 2 and 14 trees on Site 3. Although a number of trees would be removed as a result of the development, none of the trees would be Category A trees and the majority of trees would be retained. Moreover, the replacement strategy would result in a net gain of 36 trees. The trees lost and gained is shown in the table below:

Site	Loss	Retained	Gain	Net gain
Site 1	3 trees (2 C and 1 B category)	10 trees	22 new trees planted	19 trees
Site 2	6 trees (all C category)	6 trees	16 new trees	10 trees
Site 3	5 trees (2 B and 3 C Category)	9 trees	12 new trees	7 trees
TOTAL	14 trees	25 trees	50 trees	36 trees

- 10.67. All remaining trees will be retained and protected. The submitted Arboricultural Impact Assessment has been considered and assessed by the Council's tree preservation officers who have raised no objections to it. All existing retained trees would be protected during the construction process to ensure their health and future growth and details of all works to trees will be required by condition to ensure they meet required standards (*conditions 13 and 14*).
- 10.68. Though trees would be removed across all sites, the tree replacement strategy would both qualitatively and quantitatively improve the amenity value and biodiversity of all sites. Proposed trees include liquid amber, prunus and acers and are predicted to replace the existing canopy cover within a 10-year period. New trees will be planted in tree pits with bio-retention properties to contribute towards sustainable urban drainage.
- 10.69. It should be emphasised that care has been taken to minimise the loss of trees with the majority of trees now retained. The new planting would provide a greater species variety and visual interest and will be planted at a size that would provide some immediate visual interest.

Overall Strategy

- 10.70. Whilst the existing sunken ball court is to be removed and built on as part of the proposal, it is considered that it currently offers no amenity, biodiversity or sustainability benefits and the application proposes landscaping improvements that suitably compensate for its loss.
- 10.71. The proposal includes improvements to the landscaping around Site 1 including a new landscaped area on Duncombe Road, a new public square and landscaping around the community centre (Site 2) as well as an extension to Zoffany Park (site 3). The application also proposes significant improvements to the pedestrian routes that connect the sites, including new lighting, the removal of clutter, improved sightlines and new

paving. The tree replacement strategy is well considered and would replace canopy cover within a 10-year period.

- 10.72. Subject to appropriately worded conditions, the proposal is considered to be in accordance with the Core Strategy Policy CS15 and Development Management Policy DM6.5. To ensure the protection of the trees to be retained at the site and secure a high quality landscape scheme, conditions are recommended which require the submission of and compliance with an agreed Landscape Management Plan (12), an Arboricultural Method Statement (13) and a Scheme of Site Supervision (14).

Density

- 10.73. The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The existing Elthorne Estate comprises a total of 877 residential units across a site of some 9.47 hectares. The development scheme proposes a net increase of 46 residential dwellings, resulting in a total of 922 dwellings on the estate (when you factor in the loss of the caretaker's lodge). As such, the proposed development would result in a residential density on the estate of some 97 dwellings per hectare.
- 10.74. In assessing the appropriate housing density for the application site and the wider estate it is also necessary to consider the London Plan in more detail, which notes that it would not be appropriate to apply these limits mechanistically. In particular, the local context as well as design considerations should be taken into account when considering the acceptability of a specific proposal.
- 10.75. The estate's public transport accessibility level (PTAL) ranges from 2 to 6A because some of the estate is considered to be in close proximity to Archway station while some of it is considered to be too remote to be in walking distance. The sites to be built on are however generally in PTAL 6a. For urban areas with a PTAL of 6A, the London Plan Policy 3.4 (Table 3.2) suggests that a density level of between 55-225 dwellings per hectare would be most appropriate.
- 10.76. The application would introduce new dwellings on sites that currently have no residential accommodation, apart from the caretaker's lodge. On a site of 0.88ha, the introduction of 46 new dwellings would result in a density of 52 dwellings per hectare. Considering the sites individually, Site 1 would result in a density of 99 dwellings per hectare, while Site 2 would result in a density of 78 dwellings per hectare (sitting comfortably within the range suggested as being appropriate by the London Plan).
- 10.77. In any case, this level of housing density, is considered be an appropriate housing density in this particular urban context.

Dwelling Mix

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

10.79. The scheme proposes a total of 46 residential units with an overall mix comprised of:

Bed Types	Social Rent	Shared Ownership	Open Market Sale	Total
1 Bed	2	2	5	9
2 Bed	11	6	14	31
3 Bed	3	0	2	5
4 Bed	0	0	1	1
	16	8	22	46

10.80. Development Management Policies require a large amount of family-sized social rented dwellings to be provided. The dwelling mix proposed for the social rented units is not in accordance with dwelling mix required by policy. However, the applicant Islington Housing New Build has based the social rented mix on actual current demand taken from the Council housing waiting list rather than long-term Council aspirations.

10.81. The supporting text of policy DM3.1 relates to this objective stating ‘There may be proposals for affordable housing schemes that are being developed to address short term changes in need/demand as a result of specific interventions (for example, efforts to reduce under-occupation). In these situations, deviation from the required policy housing size mix may be acceptable. In such cases registered providers will need to satisfy the council that the proposed housing size mix will address a specific affordable housing need/demand and result in an overall improvement in the utilisation of affordable housing units in Islington’.

10.82. Changes in housing legislation to address the under-occupation of social housing have created a greater demand for smaller social housing units, as reflected by the high proportion 2-bedroom units proposed. The applicant, LBI Housing proposes this dwelling mix to allow mobility within the social housing sector to accommodate these national changes to the welfare system. Furthermore, the provision of smaller units will allow for mobility within the estate and could address under-occupation. Given this, a deviation from the policy is considered reasonable and the housing mix is acceptable.

Affordable Housing and Financial Viability

10.83. The London Plan, under Policy 3.11, identifies that boroughs should set an overall target for the amount of affordable housing provision needed over the plan period in their area with separate targets for social rented and intermediate housing that reflect the strategic priority afforded to the provision of affordable family housing. Point f) of this policy identifies that in setting affordable housing targets, the borough should take account of “*the viability of future development taking into account future resources as far as possible.*”

10.84. Policy CS12 of the Islington Core Strategy sets out the policy approach to affordable housing. Policy CS12G establishes that “*50% of additional housing to be built in the borough over the plan period should be affordable*” and that provision of affordable housing will be sought through *sources such as 100% affordable housing schemes by Registered Social Landlords and building affordable housing on Council-own land*”. With an understanding of the financial matters that in part underpin development, the policy states that the Council will seek the “*maximum reasonable amount of affordable housing, especially social rented housing, taking into account the overall borough wide strategic target. It is expected that many sites will deliver at least 50% of units as affordable*”

subject to a financial viability assessment, the availability of public subsidy and individual circumstances of the site. “

- 10.85. The Affordable Housing Offer: The proposed development would provide a total of 46 residential units (both for private sale and affordable housing). Of the 46 units (136 habitable rooms, hr), 24 of these units (71 hr) would comprise affordable housing. Affordable housing provision is typically calculated with reference to the number of habitable rooms provided and in this instance the scheme would provide 52% affordable housing.
- 10.86. Within the affordable housing policy there is a tenure aim for 70% of the provision to be social rent and 30% as intermediate/shared ownership. Of the 22 affordable housing units (71 hr), a total of 8 units (23 hr) would be shared ownership. This is a mix of 70% social rented and 30% shared ownership within the affordable housing tenure, which is in accordance with planning policy.
- 10.87. The proposal does not meet the aspiration for 100% of units to be affordable housing (as sought by policy CS12 for developments on Council's own land). In such situations the policy requires that a justification be provided to demonstrate why a lesser amount should be accepted. The Applicant provided a financial assessment with the application to justify the proportion of affordable housing offered, on the basis that a larger proportion of housing would render the scheme unviable and therefore undeliverable. In order to properly and thoroughly assess the Financial Viability Assessment, the documents were passed to an independent financial consultant to scrutinise and review.
- 10.88. The independent financial consultant considered the information submitted and has agreed that the scheme would be unviable with a greater level of affordable housing. The independent financial consultant's viability report is attached as Appendix 5. After the scheme was revised and the number of units increased to 46No. dwellings, the viability appraisal was revised by the applicant and the documents sent once more to the independent financial consultant.
- 10.89. Looking at the BPS report in detail, they note that the values for the private sales units are reasonable and have not been understated. Further, it is accepted that the viability appraisal makes no deduction for benchmark land value and does not factor in a developer's return, which as a result increases the amount of affordable housing on the scheme despite the additional costs incurred by public realm works. Finally, the cost consultants have concluded that while their costs calculation is marginally below that of the applicant's viability appraisal, the base construction costs are reasonable.
- 10.90. Looking at the costs in more detail, the consultant's revised viability report (Appendix 4) notes that the build costs are slightly higher than the build costs considered to be standard by the RICS guidance, but that this can be justified by the additional costs incurred by re-providing a new community centre (£947,000), new ball court and improvements to Zoffany Park (£539,000) and overall public realm improvements across the estate (£393,000). Further reasons for the increased costs are the higher preliminaries incurred which are justified by the nature of the fragmented sites and complexities of the scheme such as access arrangements (3 sites separated by a school), high staffing costs providing high standards of customer care and health & safety as well as a number of other factors discussed in the viability report (Appendix 4). The independent viability report concludes that the costs are justified, stating that:

“In view of the above valid reasons for higher preliminaries, we can conclude that the overall cost estimate is reasonable and fully justified.”

- 10.91. The independent financial consultant's advised that in a typical commercial sense, the proposed scheme and level of affordable housing proposed is unviable. However, the applicant LBI Housing is not a commercial developer and in line with Council corporate objectives, is primarily seeking to deliver housing and public realm improvements to meet identified needs. The applicant has not factored in a profit in their viability calculations as their objective is to deliver affordable housing rather than maximising profit margins. It should also be noted that in a standard commercial viability appraisal an existing use value of the site and its buildings is included to calculate a scheme's viability. In this instance, no existing use value for the land has been factored in. This enables the amount of affordable housing to be further maximised. Clear evidence exists to show that the proposed level of affordable housing is the maximum reasonable, and no objection is raised in this regard.
- 10.92. Although Core Strategy Policy CS12 seeks 100% affordable housing schemes from development on Council land, it is not considered that a failure to provide 100% affordable housing on Council owned land is contrary to that policy where it is shown that public subsidy is required to support the lower provision as detailed above.

Housing New-Build Programme

- 10.93. The proposal forms part of a wider Islington Housing New Build programme to provide affordable housing to meet identified needs within the borough. The current programme has a new target of 550 new affordable social rented units by 2022; this is an increase in the target of 500 new homes to deliver by 2019. The schemes that are included within the programme are at various stages of progress, including on-site development, pre-contract, pre-planning and feasibility / design.
- 10.94. As well as delivering housing, these schemes deliver additional benefits to the existing and new residents, which include community centres, libraries, landscaping and improvements to amenity and play spaces, and the public realm. Designs address anti-social behaviour and inclusive design, and other measures to create a scheme with high quality amenity for all residents. As a part of the process of delivering these new schemes, extensive consultation is undertaken by the Housing New Building team and appointed consultants with existing residents and LB Islington officers, to ensure a high quality design that responds well to its context, and that will bring benefits to the residents of Islington in years to come.
- 10.95. On this scheme the proposal brings added value as part of the offer to residents and on top of the affordable housing being provided, this includes:
- Public realm improvements: £393,420
 - Improvements to existing play areas: £539,647
 - New community centre: £947,561
- 10.96. Planning policy aspires to provide 100% affordable housing on Council owned land; however, the introduction (as part of the Welfare Reform & Work Bill) of the 1% rent reduction over the 4 years 2016-17 to 2019-20 has severely restricted the capacity within the Council's Housing Revenue Account (HRA) to subsidise the Council's new-build programme.
- 10.97. In order to fund the programme, Right-to-Buy receipts, S106, and GLA grant are factored in. There is also a need to include private sale build units to fund the programme, due to the restriction on the capacity of the HRA. It is therefore not considered that a provision of less than 100% affordable housing is contrary to policy.

- 10.98. The overriding priority of the council's new build programme is to maximise the number of social rented properties delivered as part of each scheme whilst at the same time ensuring that the subsidy called upon from the HRA and grant funding to balance the funding of the overall new build programme remains affordable in the context of the financial viability of the wider HRA. The HRA must continue to provide and resource the functions relating to Islington's existing stock; housing management, repairs and long-term investment.
- 10.99. Should the opportunity arise to access more funds for the council new build programme, the affordable housing offer will be increased as has been done in the past on a number of other housing sites over the last few years.
- 10.100. Overall, the proposal provides good quality affordable housing, estate-wide public realm improvements, a new community centre and a new ball court is considered to meet policy objectives and to contribute towards delivering mixed and balanced communities. In this context, the offer of 52% affordable housing with an element of shared ownership is considered to deliver a good mix of tenures and is considered acceptable and in accordance with London Plan Policies 3.9 and 3.11 as well as Islington Core Strategy Policy CS12. This provision is to be secured through a Directors Level Agreement.

Quality of Resulting Residential Accommodation

- 10.101. Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life for Islington residents, residential space and design standards will be significantly increased and enhanced from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards. In accordance with this policy, all new housing is required to provide functional and useable spaces with good quality amenity space, sufficient space for storage and flexible internal living arrangements.
- 10.102. Unit Sizes: All of the proposed residential units comply with the minimum unit sizes as expressed within this policy. Part C of Policy 3.4 requires for floor-to-ceiling heights to be a minimum of 2.6 metres. All proposed units would meet this standard.
- 10.103. Aspect/Daylight Provision: Policy DM3.4 (part D) sets out that 'new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated'.
- 10.104. As originally proposed, all new dwellings proposed would have been dual aspect accommodation. However, given the reconfiguration of the internal layout of Site 1, three of the proposed units now have at least one of their two aspects into a lightwell with restricted outlook.
- 10.105. All but four of the habitable rooms within the proposed development would achieve good levels of natural daylight. Three open plan living/kitchen/dining rooms on Site 1 do not quite achieve the default 2% target for a kitchen but do achieve the 1.5% target for a living room which will be the principle use of the areas. There are is one bedroom at lower-ground level of the same building which are almost compliant with ADF's of 0.9%. These are very close the BRE target of 1% for a bedroom and can be accepted in this instance given the quality of accommodation provided in general. In the case of these proposed dwellings where ADF figures are not met, the units are generously proportioned, have high floor-to-ceiling heights, access to storage as well as outdoor amenity space.
- 10.106. Amenity Space: Policy DM3.5 of the Development Management Policies Document 2013 within part A identifies that 'all new residential development will be required to provide

good quality private outdoor space in the form of gardens, balconies, roof terraces and/or glazed ventilated winter gardens'. The policy in part C then goes on to state that the minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on the ground floor for 1-2 person dwellings. For each additional occupant, an extra 1 square metre is required on upper floors and 5 square metres on ground floor level with a minimum of 30 square metres for family housing (defined as 3 bed units and above).

- 10.107. The private amenity space proposed for all of the proposed units would exceed minimum space requirements. However, one of the courtyard gardens of the proposed houses along Buxton Road fails to meet minimum requirements for direct sunlight. This needs to be weighed against compliance with other residential standards (the dwelling meets all space standards, is dual aspect and has access to amenity space) as well as the overall planning benefits of the proposal as a whole.
- 10.108. Playspace: Policy DM3.6 requires all housing development of more than 10 dwellings to make provision of play based on anticipated child yield. The London Plan sets a benchmark standard of a minimum of 10sqm of suitable child playspace per child for new developments, with Islington's DM Policy 3.6 setting a minimum of 5sqm. With an estimated child yield of 30 as a result of the new development, there would be a requirement to provide 150sqm of child play space as a minimum.
- 10.109. It is estimated that the existing play area within the application site measures some 243sqm all of which is located in Zoffany Park. This does not include the sunken ball court. It is proposed to increase the playspace by 210sqm providing a total of over 450sqm of play space within the application site. Two separate areas would be provided, one for 2-6 year olds and one for 6-12 year olds. There would also be opportunities for informal play on Site 1 along Duncombe Road where a new area of amenity space would be provided.
- 10.110. While the proposed playspace exceeds the minimum requirement for the children in the proposed units, this does not factor in the requirement for existing children on the estate, nor the requirement for older children on the estate who may have previously used the sunken ball court before it became disused many years ago. Development Management Policy DM6.4 (Part C) states that:
- "Developments that would result in the loss of existing sport and public recreation facilities will be refused planning permission unless: (i) The same type of facility is provided; (ii) New facilities meet identified need; (iii) Replacement facilities are appropriately and accessibly located; (iv) the quality of provision is enhanced; (v) the quantity of provision is maintained with local population increase provided for."*
- 10.111. The supporting text to the policy goes on to state that where replacement sport and recreation facilities are proposed priority will be given to those types of facilities for which there is a recognised need in line with the borough's Open Space, Sport and Recreation Assessment (2009). The Assessment referred to refers to the sunken ball court as a youth facility and that these facilities should exhibit the following characteristics: be over 200sqm in area, suitable for 12+ year olds, serve the wider neighbourhood, include facilities for recreational activities, seating areas and associated landscaping and not include formal supervision.
- 10.112. The proposed facility on Zoffany Park would be some 280sqm in area, providing football goals and basketball nets, would be accessible to the local community and children under and over 12 years old with no formal supervision necessary. The space would meet the requirements of re-provision as identified in the policy and assessment referred to above. Moreover, the surrounding area is not an area of open space deficiency and

children over the age of 12 years old could also make use of numerous similar facilities within walking distance including in Archway Park and Elthorne Park.

- 10.113. Therefore, it is considered that, together with the centrally located play area and the playspace located off-site, there is sufficient child playspace provision for existing and future residents. Further details of any playspace provided within the development would be required by condition (12).
- 10.114. Noise: There are a number of potential noise and disturbance sources which need to be considered in the context of this planning application. The application proposes a community centre with residential floorspace above it. This will need to be designed appropriately for the likely sound generated by particular uses (*condition 16*). A plan for the management of the community space will also need to be submitted and approved, as well as opening hours, to ensure residential amenity is protected (*condition 18*).
- 10.115. The application also includes a new ball court in Zoffany Park. The park currently does not include a ball court and this application would introduce a ball court with associated noise and disturbance in close proximity to residential amenity. It is therefore considered that any permission should be subject to a condition requiring a management plan including opening hours to be submitted and approved in writing prior to occupation of the residential units and the use of the ball court (*conditions 27*).
- 10.116. Air Quality: with all Islington being an air quality management area (AQMA), it is recommended that an air quality assessment for new receptors exposure and an Air Quality Neutral assessment is required by condition (17). The assessment should include the impact of changes to the communal boiler house/CHP on Duncombe Road.
- 10.117. Refuse: Dedicated refuse and recycling facilities/chambers are provided for the residential uses. The location and capacity, and management of these facilities have been developed in consultation with the Council Street Environment Department and are considered acceptable (*condition 22*).

Accessibility and Inclusive Design

- 10.118. As a result of the changes introduced in the Deregulation Bill (Royal Assent 26th March 2015), Islington is no longer able to insist that developers meet its standards for accessible housing, therefore the Council can no longer apply its flexible housing standards nor local wheelchair housing standards. The new National Standard is broken down into 3 categories; Category 2 is similar but not the same as the Lifetime Homes standard and Category 3 is similar to Islington's present wheelchair accessible housing standard. Planning is required to check compliance with these standards and condition the requirements.
- 10.119. Planners are only permitted to require (by Condition) that housing be built to Category 2 and or 3 if they can evidence a local need for such housing i.e. housing that is accessible and adaptable. The need for such housing has been evidenced and London Plan 2016 Policy 3.8 Housing Choice requires that 90% of new housing be built to Category 2 and 10% to Category 3.
- 10.120. Development Management Policy DM3.4 'Housing Standards' provides various standards in housing including for accessibility and inclusive design. The policy states that the overall approach to all entrances should be logical, legible and level or gently sloping; and common entrances should be visible from the public realm, clearly identified and illuminated and have level access over the threshold. Moreover, the number of dwellings accessed from a single core should not be more than eight and communal circulation corridors should be a minimum of 1200mm wide. Finally, in terms of

circulation within new homes, space for turning a wheelchair should be provided in living rooms, dining rooms and in at least one bedroom.

- 10.121. It can be confirmed that all new dwellings would meet Category 2. In order to achieve Category 2, new dwellings should provide usable living spaces and easy, step-free access between a living area, a WC and the principal private entrance. Two dwellings within Site 1 that have a living / kitchen area at top floor level which is accessible only by stairs have also provided a second living area on the floor below which is accessed by lift as well as staircase. This is considered to meet the standards of Category 2 Housing.
- 10.122. Moreover, 5No. of the new dwellings would be wheelchair accessible dwellings. As such, over 10% of the units would be built to Category 3 standard and will be conditioned as such (*condition 6*). The wheelchair accessible dwellings are provided as follows: a 1B2P unit referred to as D1; a 2B3P unit referred to as C2; a 2B3P dwelling referred to as B1; a 3B5P dwelling referred to as B2; and finally a 2B3P referred to as A1.
- 10.123. The applicant has submitted a Design and Access Statement and has outlined how inclusive design principles have been considered and addressed. The plans have also been amended since the original permission in order to ensure that the proposal meets inclusive design principles. It can be confirmed that level access is provided on all new dwellings, as described above. Moreover, there are no steps externally anywhere on the estate and all path gradients are less than 1:21. The external landscaping, which is considered in more detail in other sections of this report, has been designed to allow mobility or visually impaired residents to move easily around the site and access all facilities readily.
- 10.124. All shared and private entrances are covered and clearly marked with signage and well-lit. Communal stairs have been designed to meet accessibility requirements and there is adequate space in front of lifts, stairwells and entrances to manoeuvre wheelchairs. All new dwellings have been designed to incorporate appropriately sized internal corridors, doors and accommodate wheelchair turning circles and all bathrooms have been designed to allow for future adaptation.
- 10.125. In the event of planning permission being granted, the above measures would be secured by planning condition (*conditions 6 and 12*) to ensure that the proposed development is accessible and meets inclusive design standards.

Neighbouring Amenity

- 10.126. All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality. Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.
- 10.127. Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.

- 10.128. BRE Guidelines paragraph 1.1 states: *“People expect good natural lighting in their homes and in a wide range of non-habitable buildings. Daylight makes an interior look more attractive and interesting as well as providing light to work or read by”*. Paragraph 1.6 states: *“The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design...In special circumstances the developer or local planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings”*.
- 10.129. Daylight: the BRE Guidelines stipulate that... *“the diffuse daylighting of the existing building may be adversely affected if either:*
- *the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value;*
 - *the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value.” (No Sky Line / Daylight Distribution).*
- 10.130. At paragraph 2.2.7 of the BRE Guidelines it states: *“If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.”*
- 10.131. The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.
- 10.132. At paragraph 2.2.8 the BRE Guidelines state: *“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside”*.
- 10.133. Paragraph 2.2.11 states: *“Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.”* The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.
- 10.134. The BRE Guidelines at its Appendix F gives provisions to set alternative target values for access to skylight and sunlight. It sets out that the numerical targets widely given are purely advisory and different targets may be used based on the special requirements of the proposed development or its location. An example given is *“in a mews development within a historic city centre where a typical obstruction angle from ground floor window level might be close to 40 degree. This would correspond to a VSC of 18% which could be used as a target value for development in that street if new development is to match the existing layout”*
- 10.135. Paragraph 1.3.45-46 of the Mayor of London’s Housing SPD states that:

Policy 7.6Bd requires new development to avoid causing 'unacceptable harm' to the amenity of surrounding land and buildings, particularly in relation to privacy and overshadowing and where tall buildings are proposed. An appropriate degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.

The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm."

10.136. Sunlight: The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:

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

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

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

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

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

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

Assessment

- 10.141. The VSC has been assessed for all existing surrounding residential and non-residential (in particular the Secondary School) properties. The vast majority of windows serving existing properties retain good levels of daylight following the development and would not lose more than 20% of their former value. For example, windows in all nearby residential properties on Buxton Road, 64-72 Duncombe Road, the Secondary School (northern block) and the majority of properties on Ashbrook Road, St John's Way and Holland Walk, i.e. on the estate itself would retain 80% of their former VSC value. As such, loss of daylight to these properties would not be noticeable.
- 10.142. Nonetheless, some of the windows in lower-level dwellings on St John's Way, Ashbrook Road and Holland Walk would be more noticeably affected by the proposed development. Some ground floor and first floor windows to habitable rooms would retain less than 80% of their former VSC value. However, most of these windows serve rooms whose overall daylight distribution will not be affected. The windows most affected in terms of loss of daylight by development on Site 1 are shown below.

Flat No.	Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
			Existing (%) Target 27% or more	Proposed (%)	Percentage reduction in VSC. Target less than 20%	Existing (%)	Proposed (%)	Percentage reduction in Daylight Distribution. Target less than 20%
St John's Way								
124	Gnd Floor R1 / W1/50	Living Room	34.4	16	54	178.4	178.4	0
	Gnd Floor R1 / W2/50	Living Room	28.9	28.7	n/a	178.4	178.4	0
140	2nd Floor R2 / W3/52	Stairs	23.6	21.2	10	98.1	95.7	0
	2nd Floor R2 / W4/52	Stairs	20.6	18.6	10	98.1	95.7	0
	2nd Floor R1 / W5/52	Living Room	36.5	24.2	34	178.5	178.5	0
	2nd Floor R1 / W5/52	Living Room	36.1	36	n/a	178.5	178.5	0
	3rd Floor R2 / W7/53	Stairs	22.5	21.1	6	95.7	95.7	0
	3rd Floor R2 / W8/53	Stairs	26.8	25.2	6	95.7	95.7	0
142	Gnd Floor R1 / W1/60	Kitchen / Diner	33.1	25	25	130.7	129.5	1
	1 ^s Floor R1 / W1/61	Living Room	35	27.5	n/a	129	128.4	0
	2nd Floor R1 / W1/62	Bedroom	36.4	29.1	n/a	128.3	127.6	1

- 10.143. While there are losses of daylight to windows as measured by the VSC which go beyond the standards set by the BRE, none of these losses would result in a consequent noticeable loss of daylight to the windows as measured by the no skyline contour or daylight distribution. In terms of Site 2, the most affected windows are within the terrace located opposite the community centre, 57-64 Holland Walk.

House / Flat No.	Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
			Existing (%) Target 27% or more	Proposed (%)	Percentage reduction in VSC. Target less than 20%	Existing (%)	Proposed (%)	Percentage reduction in Daylight Distribution. Target less than 20%
Holland Walk								
57	Gnd Floor R1 / W1/140	Bedroom / Living Room	22.7	16.6	26	55.7	51.1	8
	1st Floor R1 / W1/141	Bedroom	23.5	18.2	22	36.9	36.9	0
	2nd Floor R1 / W1/142	Bedroom	26.4	22.1	16	120.6	119.1	1
	3rd Floor R11 / W11/143	Bedroom / Study	22.2	20.2	9	57.9	57.9	0
	3rd Floor R11 / W12/143	Bedroom / Study	25.5	23.4	8	57.9	57.9	0
	3rd Floor R11 / W13/143	Bedroom / Study	28.3	26.1	8	57.9	57.9	0
	3rd Floor R11 / W14/143	Bedroom / Study	30.5	28.3	n/a	57.9	57.9	0
58	Gnd Floor R2 / W5/140	Bedroom / Living Room	30.5	22.7	26	58.6	55.1	13
	1st Floor R1 / W2/141	Bedroom	32.1	28.3	n/a	57	57	0
	2nd Floor R1 / W2/142	Bedroom	33.7	28.3	n/a	129.6	117.2	10
	3rd Floor R1 / W15/143	Bedroom / Study	32.8	30.4	n/a	60.3	60.3	0
	3rd Floor R1 / W16/143	Bedroom / Study	33.9	33.4	n/a	60.3	60.3	0
	3rd Floor R1 / W17/143	Bedroom / Study	34.8	32.2	n/a	60.3	60.3	0
	3rd Floor R1 / W18/143	Bedroom / Study	35.4	32.7	n/a	60.3	60.3	0
59	Gnd Floor R5 / W6/140	Bedroom / Living Room	32.3	22.7	30	60.1	41.4	31
	1st Floor R3 / W3/141	Bedroom	33.9	25.5	25	56.9	56.9	0
	2nd Floor R3 / W3/142	Bedroom	35.7	28.7	n/a	135.5	110.7	18
	3rd Floor R13 / W19/143	Bedroom / Study	36.1	33.1	n/a	60.3	60.3	0
	3rd Floor R13 / W20/143	Bedroom / Study	36.4	33.3	n/a	60.3	60.3	0
	3rd Floor R13 / W21/143	Bedroom / Study	36.7	33.5	n/a	60.3	60.3	0
	3rd Floor R13 / W22/143	Bedroom / Study	36.4	33.5	n/a	60.3	60.3	0
60	Gnd Floor R8 / W11/140	Bedroom / Living Room	33.3	21.6	35	59.3	34.2	42
	1st Floor R4 / W4/141	Bedroom	34.9	24.7	29	58.7	58.7	0

	2nd Floor R4 / W4/142	Bedroom	36.3	28.2	n/a	131.4	94.6	28
	3rd Floor R14 / W23/143	Bedroom / Study	37.1	33.6	n/a	60.3	60.3	0
	3rd Floor R14 / W24/143	Bedroom / Study	37.3	33.7	n/a	60.3	60.3	0
	3rd Floor R14 / W25/143	Bedroom / Study	37.4	33.7	n/a	60.3	60.3	0
	3rd Floor R14 / W26/143	Bedroom / Study	37.4	33.7	n/a	60.3	60.3	0
61	Gnd Floor R9 / W12/140	Bedroom / Living Room	33.5	21	37	60.4	28.3	53
	1st Floor R5 / W5/141	Bedroom	35.1	24.1	31	57.9	57.9	0
	2nd Floor R5 / W5/142	Bedroom	36.5	27.6	n/a	132	81.7	38
	3rd Floor R15 / W27/143	Bedroom / Study	37.5	33.7	n/a	60.3	60.3	0
	3rd Floor R15 / W28/143	Bedroom / Study	37.6	33.7	n/a	60.3	60.3	0
	3rd Floor R15 / W29/143	Bedroom / Study	37.6	33.7	n/a	60.3	60.3	0
	3rd Floor R15 / W30/143	Bedroom / Study	37.7	33.7	n/a	60.3	60.3	0
62	Gnd Floor R12 / W15/140	Bedroom / Living Room	33.5	20.5	39	61.7	28.7	53
	1st Floor R6 / W6/141	Bedroom	35.1	23.7	32	57.8	57.8	0
	2nd Floor R6 / W6/142	Bedroom	36.5	27.4	n/a	133.1	76.3	43
	3rd Floor R16 / W31/143	Bedroom / Study	37.7	33.7	n/a	60.3	60.3	0
	3rd Floor R16 / W32/143	Bedroom / Study	37.8	33.7	n/a	60.3	60.3	0
	3rd Floor R16 / W33/143	Bedroom / Study	37.8	33.7	n/a	60.3	60.3	0
	3rd Floor R16 / W34/143	Bedroom / Study	37.8	33.7	n/a	60.3	60.3	0
63	Gnd Floor R13 / W16/140	Bedroom / Living Room	33.3	20.4	39	60.3	28.4	53
	1st Floor R7 / W7/141	Bedroom	35	23.7	32	58.9	58.9	0
	2nd Floor R7 / W7/142	Bedroom	36.5	27.4	n/a	133.8	80.3	40
	3rd Floor R17 / W35/143	Bedroom / Study	37.8	33.8	n/a	60.3	60.3	0
	3rd Floor R17 / W36/143	Bedroom / Study	37.8	33.8	n/a	60.3	60.3	0
	3rd Floor R17 / W37/143	Bedroom / Study	37.8	33.8	n/a	60.3	60.3	0
	3rd Floor R17 / W38/143	Bedroom / Study	37.9	33.9	n/a	60.3	60.3	0

10.144. The last three remaining houses in the terrace have almost identical impacts in terms of loss of daylight as a result of the development so these have not been added to the table here. In summary however, a total of five ground floor windows and five 2nd floor windows serving habitable rooms would lose daylight beyond the level generally accepted by the BRE. These would also result in the habitable rooms which they serve losing significant amounts of daylight distribution as shown in the table. It should be noted that the retained level of VSC following the development is relatively high for an urban location such as this. The only other residential windows with noticeable losses of daylight as a result of building on Site 2 are within 74-94 Ashbrook Road, which reads as a continuation of Holland Walk. The affected windows are all secondary windows however and thus would not result in a noticeable loss of daylight to the rooms which they serve.

- 10.145. Of the windows tested adjacent to the proposed development, the vast majority of windows and rooms would not result in significant losses of daylight and would retain good levels of daylight. Only a small number of habitable rooms opposite Site 2 and either side of Site 1 would experience any noticeable losses of daylight.
- 10.146. In terms of sunlight, only those windows that face within 90 degrees of due south to the development have been tested, in accordance with the BRE. The most affected windows in terms of loss of sunlight as a result of Site are within 142 St Johns Way. These are shown in the table below.

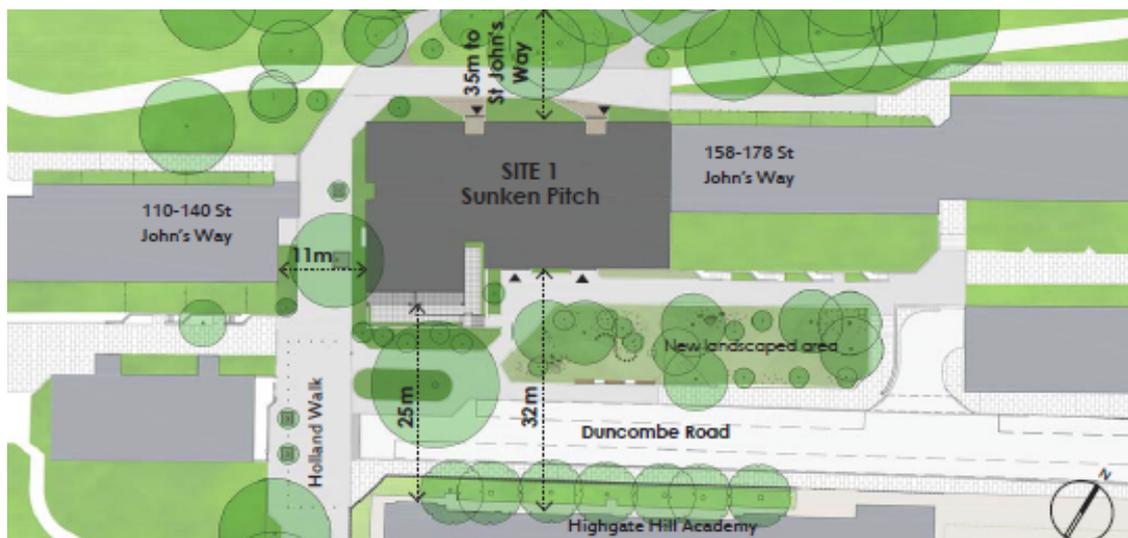
142 St John's Way		Annual APSH			Winter APSH		
Room / Window	Room Use	Existing	Proposed	% reduction	Existing	Proposed	% Reduction
Ground/W1/60	Liv Room	70	39	44	21	7	67
First/W1/61	Bedroom	75	46	39	25	11	54
Second/W1/62	Bedroom	75	47	37	25	11	54

- 10.147. From the figures shown above, it is clear that the loss of sunlight to 142 St John Way as a result of the development would be noticeable. However, sunlight levels would be retained above the BRE compliant minimum in all cases. Fortunately, these windows would also still be afforded relatively high levels of natural daylight. As the closest and potentially most affected residential properties to Site 2 lie south of the site and have windows that generally face north onto the development site, none of them would suffer any noticeable losses of sunlight and all would be BRE-compliant.
- 10.148. In terms of the neighbouring Secondary School, the impact to the northern block which faces Site 1 (Sunken Pitch Site) will be minimal and fully compliant with the BRE guidelines. However, there are some material impacts to the south-facing windows serving the southernmost block of Mount Carmel College. The majority of the windows are located next to protruding structural pillars or recessed under large overhangs which cause lower VSC values in the existing and the proposed situation. In any case, in the few cases where are noticeable reductions in daylight to windows, they serve rooms with multiple windows and thus the rooms themselves are not noticeably affected. As such, all rooms will continue to receive good levels of daylight and sunlight.



Overshadowing: areas in yellow receive > 2 hours sunlight on 21st March

- 10.149. The application also includes an assessment of overshadowing of amenity spaces. A plan showing the impacts is shown below. While some of the proposed private gardens would be considerably overshadowed (these will be considered in more detail in subsequent sections of the report), none of the existing amenity spaces would be unacceptably overshadowed as a result of the development.
- 10.150. In summary, the vast majority of neighbouring residential properties would not suffer noticeable losses of VSC and daylight distribution and would retain good levels of daylight and sunlight. There are a number of windows to properties on St John's Way and Holland Walk that would experience reductions in VSC, however only in the case of 10No. habitable rooms would the effect on the rooms that they serve be noticeable. Moreover, out of all of the surrounding properties only a total of 3No. habitable rooms would experience noticeable losses of sunlight, though all of these would meet BRE standards. The overall impact on sunlight and daylight is considered acceptable in planning terms.
- 10.151. Overlooking / Privacy: Development Management Policy 2.1 identifies that 'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy'. In the application of this policy, consideration has to be given also to the nature of views between habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.



Plan of Site 1 showing distances

- 10.152. There are some instances where the proposed development would result in a less than 18m window-to-window distance. The proposed buildings on Site 1 would have windows in the flank elevation facing south-west which would be 11m away from the windows in the flank elevation of 124/140 St John's Way. The distances involved are shown in the diagram below:
- 10.153. Whilst the windows in this flank elevation of the proposed building are generally angled away from the nearest neighbouring property and look down Holland Walk, overlooking and the potential loss of privacy is still a potential issue without further details of glazing and screening. As such, in the event that permission is granted, a condition (5) would require details of obscured glazing or privacy screens to be submitted and approved in writing and implemented prior to the occupation of the development.

- 10.154. In terms of Site 2, the situation requires more detailed consideration given distances involved between proposed and existing windows. On this building, all the principal living room windows face east or west, i.e. not towards the closest residential properties to the south, 57-67 Holland Walk. The distances involved are shown in the diagram below.



Plan of Site 2 showing distances

- 10.155. The distance between Block D and 57-67 Holland Walk is 15.6m, i.e. below the 18m minimum distance. Whilst this is typical of the estate and many of the existing narrow pedestrian routes result in window-to-window distances of between 11m and 15m, the potential overlooking and loss of privacy still needs to be considered. The proposed windows which face this neighbouring property on the other side of Holland Walk all serve bedrooms and have been set back from the front façade so as to minimise overlooking. Nonetheless, it remains to be seen to what extent this design feature can in fact protect privacy. As such, further details would be required by condition in the event that planning permission is granted (*condition 5*).
- 10.156. To the north of Block D, the distances from the proposed houses (known as Block C) are as small as 7m. However, the only windows in these proposed 'courtyard' houses would be oriel windows with obscured glazing in the front and the only non-obscured glazing facing to the sides and down Buxton Road. Finally, the new dwellings proposed in the building which replaces the existing caretakers lodge would have windows facing properties on Buxton Road, specifically 29-38 Buxton Road. While this does not necessarily introduce a new scenario as there are existing windows in the existing building and the proposed windows have all been set back from the front façade, further details will still be required by condition (5).
- 10.157. Safety / Security: Development Management Policy DM2.1 requires for developments to be safe and inclusive, enhance legibility with a clear distinction between public and private space and to include safety in design, such as access, materials and site management strategies. One of the key objectives of this proposal is to create a safe and secure environment for residents of the estate.
- 10.158. The proposed buildings, both Site 1 and 2, would result in passive surveillance over parts of the estate that are currently poorly overlooked. The sunken ball court has a high retaining wall around it and that does not allow views into it or around it. For this reason, the ball court has been an attraction for crime and anti-social behaviour in the past. The introduction of well-designed residential accommodation in its place is considered to enhance safety and security in the area. The well-articulated facades of the proposed building with windows in all elevations onto existing pedestrian routes would further enhance safety and security by increasing overlooking and passive surveillance onto

currently poorly-overlooked spaces. The overall strategy is to ensure social (passive) surveillance is possible throughout the estate through active building frontage and windows overlooking common spaces.

- 10.159. For Site 2, the improved legibility and visibility of the pedestrian route from Buxton Road is a particular benefit. This route, which is currently bordered by dead frontage and brick walls, would as a result be well-overlooked with additional foot-fall and activity. Similarly, the removal of the existing brick wall which surrounds the community centre and the introduction of active frontages to the community centre and a public square would contribute towards a safer environment on the estate.
- 10.160. A number of other measures are also proposed such as the removal of clutter, the improvements to sightlines as well as a lighting strategy which would also create a safer environment. The proposed lighting strategy will address the issues with the estate's existing lighting with regard to inconsistent levels of illumination and existing areas of darkness. It is considered that these measures would contribute significantly towards creating a safer and more secure environment for residents on the estate. Lighting details will be suitably conditioned to ensure a safer environment (*condition 19*). The Crime Prevention Design Advisor (Police) has been consulted on the proposal; in response, they have confirmed that they welcome the measures proposed by the applicant and support the proposal.
- 10.161. Noise and Disturbance: adequate sound insulation would be provided to all new units to protect the amenities of existing and future residents and this is covered by Building Regulations. Moreover, the opening hours of the new community room would be controlled by condition (18) in order to protect the living environment of residents. The community facility is not insignificant in size, however is marginally smaller than the previous community centre. Nonetheless, the introduction of additional residential accommodation above it and the potential for new uses and operational changes will necessitate further measures in terms of sound insulation and a management plan. As such, further details would be required by condition in the event of permission being granted (*16 and 18*).
- 10.162. The ball court would be relocated to the centre of the estate and thus would be in close proximity to existing residential accommodation. To protect residential amenity, a condition would require further details of opening times and management arrangements of the ball court to be submitted and approved in writing prior to its use (*condition 27*).
- 10.163. Construction: A number of objections have been received from neighbouring occupiers concerned with the construction impacts on the living environment and amenities of local residents in terms of noise and disturbance, dust, noise, vibration and construction traffic. In the event that permission is granted, approval would be on condition (*condition 4*) that construction impacts are suitably mitigated through the submission of and adherence to a Construction Environmental Management Plan.
- 10.164. In summary, the proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure and is considered to result in an improvement in terms of safety and security.

Sustainability, Energy Efficiency and Renewable Energy

- 10.165. The London Plan (2016) Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through energy efficient design, the use of less energy and the incorporation

of renewable energy. London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.

- 10.166. All development is required to demonstrate that it has minimised onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation (CS10). The London Plan sets out a CO2 reduction target, for regulated emissions only, of 35% against Building Regulations 2013. In accordance with Islington Planning Policy, developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock (CS10).
- 10.167. The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, SUDS, sustainable transport, sustainable construction and the enhancement of biodiversity. Development Management Policy DM7.1 requires for development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details and specifics are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG. Development Management Policy DM7.4 requires the achievement of BREEAM 'Excellent' on all non-residential major developments. Major developments are also required to comply with Islington's Code of Practice for Construction Sites and to achieve relevant water efficiency targets as set out in the BREEAM standards.

Carbon Emissions

- 10.168. The applicant proposes a reduction in regulated emissions of 52.9%, compared to a 2013 Building Regulations baseline. In terms of overall emissions (both regulated and unregulated) the development is predicted to achieve a reduction of 28%. Both targets have been exceeded in terms of carbon reduction. The Council's energy services team have accepted that this is the maximum achievable and are satisfied with the assumptions and recommendations made. In order to mitigate against the remaining carbon emissions generated by the development a financial contribution of £88,596 will be sought by way of Director's Letter (pursuant to section 106).

Energy Reduction (Be Lean)

- 10.169. The proposed U-values for the development are as follows: external walls = 0.15, roof = 0.13, floors = 0.13, and windows = 1.2. These are generally better than the values recommended in the Environmental Design SPD. The Energy Strategy also lays out low energy lighting, lighting controls, heating controls. Mechanical Ventilation is specified but not active cooling for all of the residential units, however the Community Centre will require active cooling to prevent overheating. The Overheating Assessment includes details of a wide range of passive heating measures.

Low Carbon Energy Supply

- 10.170. London Plan Policy 5.6B states that Major development proposals should select energy systems in accordance with the following hierarchy:
- Connection to existing heating or cooling networks;
 - Site wide CHP network

- Communal heating and cooling

10.171. The applicant proposes to connect to the existing District Heating System on the Elthorne Estate. Suitable wording would be included in the application's section 106 agreement (Director's Letter) to ensure future connection.

10.172. The proposed development will also have a communal heating network. The existing plant room at Duncombe Road will be accommodating both CHP and additional boilers for the new-build development. This plant room should be future-proofed to allow connection to a future DEN as laid out in Appendix 1 of the Council's Environmental Design SPD.

Renewables

10.173. The Mayor's SD&C SPD states that major developments should make a further reduction in their carbon dioxide emissions through the incorporation of renewable energy technologies to minimise overall carbon dioxide emissions, where feasible. The Council's Environmental Design SPD (page 12) states "use of renewable energy should be maximised to enable achievement of relevant CO2 reduction targets.

10.174. The Energy Strategy considers the inclusion of wind turbines, solar thermal, heat pumps and biomass which are all excluded for valid reasons. The applicant proposes a 25.9 kWp Solar PV array across flat roofs in the development saving 30.7 tonnes of CO2 per year.

Sustainable Design Standards

10.175. The council's Environmental Design Guide states "Schemes are required to demonstrate that they will achieve the required level of the CSH/BREEAM via a pre-assessment as part of any application and subsequently via certification.

10.176. The residential element of the development has been assessed against the Code for Sustainable Homes, although this has been withdrawn. The submission demonstrates that the development would achieve a score of 69.6% which exceeds the threshold of 68% required to achieve a rating of Level 4 when the Code was previously in force. It is recommended that all reasonable measures throughout the design and construction process are taken to exceed the 68% target.

10.177. The Mayor's Sustainable Design & Construction SPD also details a number of sustainability requirements that the proposed development meets, such as building on brownfield land, carbon reduction, passive design measures, water saving measures and the protection of biodiversity.

Sustainable Urban Drainage System

10.178. The application site is Flood Risk Zone 1 and therefore has a low probability of flooding from tidal or fluvial sources. In terms of SUDS, attenuation will be provided within below ground storage tanks to control the surface water discharge from the new development areas. These have been sized based on the proposed discharge rates for the 1 in 100-year rainfall event plus 30% for climate change.

10.179. For Site 1 at Duncombe Road, it is proposed to drain the entire site via an attenuation tank, and outfall into the existing private surface water network via a vortex flow control device to limit the discharge rate. For site 2 at Holland Walk, given the topography of the site, the drainage measures have been split into two parts given: an upper level and a lower level separated by the proposed building and a retaining wall. Surface water

management for the lower level has been designed to utilise the proposed hard landscaping directly outside the proposed community centre building, storing water in the sub-base. It is proposed to drain the upper level's proposed residential buildings via an attenuation tank with flow controls. Site 3 at Zoffany Park comprises open play areas which would be finished with permeable paving infiltrating rainfall directly to the ground. The landscape proposal also includes bio-retention tree pits and all new buildings will also be furnished with green / brown roofs, which will contribute towards water attenuation. The drainage and SUDS strategy including green roofs will be secured by condition (9 and 10) and the responsibility of maintenance placed on the applicant, in this case Islington Housing.

Green Performance Plan

- 10.180. A draft Green Performance Plan has been submitted as an acceptable draft. A final version would be required through the Director's Letter (section 106).
- 10.181. In summary, the energy and sustainability measures proposed are in accordance with policy and would ensure a sustainable and green development that would minimise carbon emissions in the future.

Highways and Transportation

- 10.182. The majority of the application site has a PTAL of 6a given its close proximity to Archway Roundabout and associated tube, train and bus connections. However, Zoffany Park (Site 3) has a PTAL of just 2 because it is considered to be too remote from Archway. However, the sites where residential development is proposed (Site 1 and 2) are both within PTAL 6a. For the purposes of the planning application, the site is considered to have an excellent level of public transport accessibility. The site also has local cycle routes running alongside it as well as pedestrian routes providing access to a number of bus routes from Holloway Road. The site is in walking distance to London Underground and Overground connections at Archway and Upper Holloway stations.

Pedestrian / Cycle Improvements

- 10.183. Islington Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. Policy CS1 (Archway) states that improving the environment for pedestrians and cyclists at Archway is a priority in particular the east/west movement (Junction Road to the island and beyond). Pursuing the implementation of the gyratory improvements is an important part of the wider regeneration aspirations for Archway. Any redevelopment should contribute to this and should maintain provision of infrastructure for buses that is reasonably required to support Archway's role as a transport hub.
- 10.184. While the application site is too remote from Archway to directly affect or contribute towards the transport infrastructure at Archway, the planning application does seek to contribute towards improving the environment for pedestrians and cyclists on the estate and the surrounding area by improving links and routes on the estate. The application proposes the removal of clutter and barriers on existing pedestrian routes, the improvement of sightlines, the introduction of active frontages on previously poorly overlooked routes as well as new paving and new lighting. The improvements will be most noticeable on the route from Buxton Road into the estate along the community centre building (Site 2), where the realignment of the pedestrian route and removal of barriers and clutter would create a significantly improved environment.
- 10.185. In terms of cycle parking, a total of 92 cycle spaces will be provided across the estate for the new residents (*condition 23*). Cycle parking requirements apply for any new residential / commercial units, and extensions of 100 square metres or more.

Development Management Policy DM8.4 (Walking and cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. For residential land use, Appendix 6 of the Development Management Policies requires cycle parking to be provided at a rate of one (1) space per bedroom.

- 10.186. The cycle parking will be provided in the basement of Site 1 as well as the ground floor of the new building on the former caretaker's lodge site (Site 2). A further four spaces would be provided in front of the community centre for use by visitors and/or staff of the community centre. The provision exceeds the amount required by policy and is in accordance with policy.

Servicing, deliveries and refuse collection

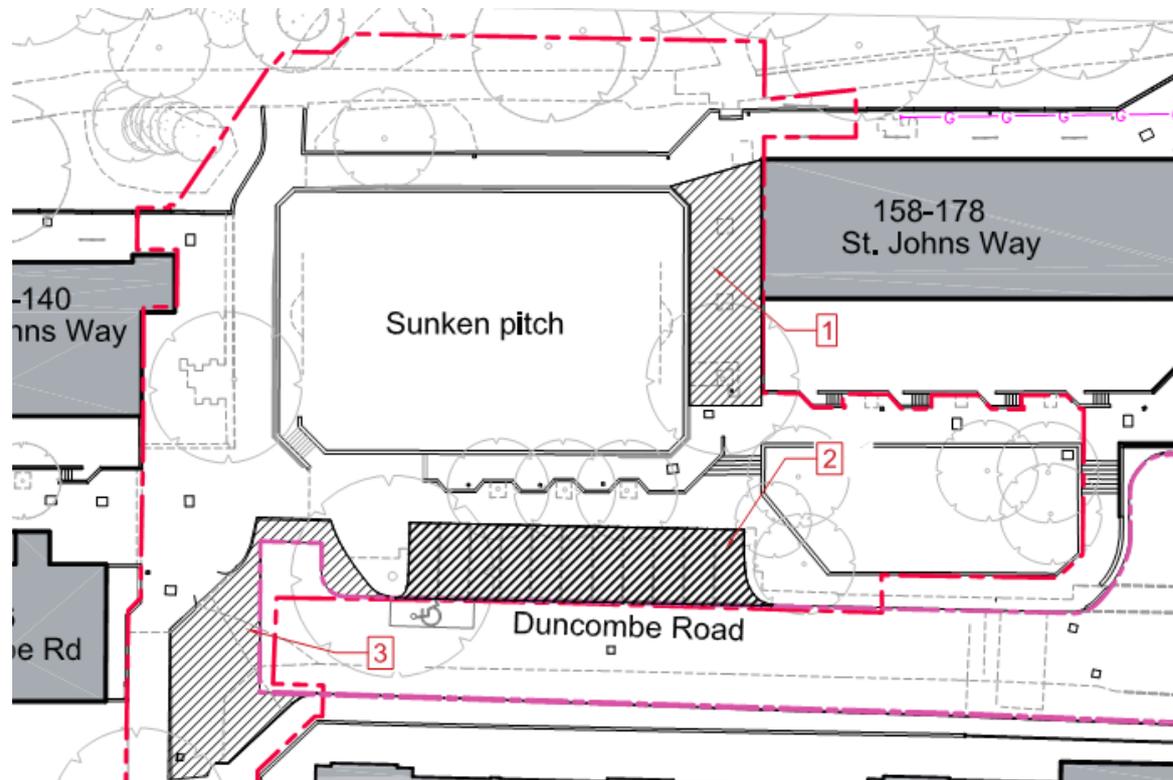
- 10.187. Refuse and recycling facilities would be provided for new residents in line with Islington's refuse and recycling storage requirements. Site 2 would be served by a separate refuse and recycling storage structure connected to the cycle store referred to above. The bin store for Site 1 would be provided in the basement of this building (*condition 22*).
- 10.188. Refuse pick-up for Site 2 would occur from Buxton Road. Refuse vehicles would access Site 1 from Duncombe Road with a turning head provided at the end of this road so that service and delivery vehicles can enter and exit in forward gear in accordance with Policy DM8.6. Finally servicing and delivery details for the community centre will be required by condition (18).

Vehicle parking

- 10.189. Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. Development Management Policy DM8.5 (Vehicle parking), Part A (Residential parking) requires new homes to be car free, including the removal of rights for residents to apply for on-street car parking permits. Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking).
- 10.190. As part of the proposed landscaping improvements associated with the re-development of the Sunken Pitch Site (Site 1) the existing row of 11 perpendicular car parking bays in front of the site and along the northern side of Duncombe Road would be converted to parallel parking bays - resulting in the net loss of 6 parking bays on this section of the northern side of Duncombe Road.
- 10.191. An existing on-street parking bay on the south side of Duncombe Road would also need to be removed to accommodate refuse and emergency vehicle turning manoeuvres. In addition, it is proposed that three of the bays on the northern section of Duncombe Road would be converted to wheelchair accessible parking bays to ensure that appropriate parking is available adjacent to the wheelchair accessible flats. As the development is car-free itself, there would effectively be a net loss of 9 standard parking bays on this section of Duncombe Road as a result of the proposed re-development of the Sunken Pitch site.
- 10.192. Objections have been received from neighbouring residents about the impact of the loss of existing parking and the increase in residents will have on parking stress and the surrounding transport infrastructure. However, on-street car parking capacity analysis has been undertaken to demonstrate that Duncombe Road will continue to have sufficient capacity to accommodate peak levels of parking demand following the proposed re-development of the Sunken Pitch site and the associated loss of some existing on-street parking bays. Moreover, it remains a policy objective of the Council to

reduce the reliance of the car in favour of more sustainable modes of transport (Policies DM8.2, DM8.4 and DM8.5).

Stopping Up



- 10.193. In order to enable the development, three separate areas of existing highways land would need to be stopped up. The areas are shown hatched on the plan above and involve an area of footway/carrage way at the end of Duncombe Road, an area currently occupied by car parking and a pedestrian walkway between 158-178 St. John's Way and the existing sunken ball court.
- 10.194. Section 247(2A) of the Act provides that the council of a London borough may by order authorise the stopping up or diversion of any highway within the borough if it is satisfied that it is necessary to do so in order to enable development to be carried out in accordance with planning permission granted under Part III of the Act.
- 10.195. In *K C Holdings Ltd v Secretary of State for Wales* [1990] JPL 353 the Deputy Judge held that "may" implies a discretion to consider the demerits and merits of the particular closure in relation to the particular facts of the case. In *Vasiliou v Secretary of State for Transport* [1991] 2 All ER 77, the Court of Appeal held that when exercising his discretion, the Secretary of State was not only entitled, but required to take into account any directly adverse effect the order would have on all those entitled to the rights which would be extinguished by it, especially as the section contains no provision for compensating those so affected.
- 10.196. The layout of the Elthorne Estate is such that the main north-south pedestrian route is on the western side of the existing sunken ball court. This route would be retained and upgraded resulting in an overall improvement to pedestrian routes and public realm on the development site. Officers therefore consider that there would be no disadvantages suffered by the public or by those with properties near or adjoining the existing highway. In contrast, there are advantages of stopping up the highways rights to enable the development to be carried out.

Construction Traffic

- 10.197. Objections have also been received from neighbouring residents about the impact of construction on neighbouring amenity. In the event that planning permission is granted, the permission would be subject to a condition requiring a Construction Environmental Management Plan to be submitted and approved in writing to the local planning authority in the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development (*condition 4*).

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.198. The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.
- 10.199. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014. As the development would be phased and the affordable housing is exempt from CIL payments, the payments would be chargeable on implementation of the private housing.
- 10.200. This is an application by the Council and the Council is the determining local planning authority on the application. It is not possible legally to bind the applicant via a S106 legal agreement. It has been agreed that as an alternative to this a letter and memorandum of understanding between the proper officer representing the applicant LBI Housing and the proper officer as the Local Planning Authority will be agreed subject to any approval.
- 10.201. A number of site-specific contributions will be sought, which are not covered by CIL. None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.
- 10.202. The letter and memorandum of understanding (pursuant to section 106) will include the contributions listed in Appendix 1 of this report.

11. SUMMARY AND CONCLUSION

Summary

- 11.1. The application proposes the removal of the sunken ball court (Site 1), demolition of the community centre and adjacent caretaker's lodge (Site 2) and the construction of a new community centre [282.42 sqm GIA] (Site 2) as well as 46 new dwellings (private and affordable), in four blocks across Sites 1 and 2, ranging in height from two to six storeys with associated amenity space, bicycle parking spaces and improvements to the public realm (including to Zoffany Park, Site 3).

- 11.2. The development proposes a mix of high quality residential accommodation, including family-sized homes, in the form of development on underused spaces in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies. The application proposes a total of 46No new homes of which 24No would be affordable housing (social rent and shared ownership). The development delivers a significant increase in affordable homes in accordance with London Plan (Policy 3.3) and Islington Planning Policies (CS12), which require a supply of affordable housing for residents.
- 11.3. Overall, the proposal delivers well-designed buildings that reflect their individual context and are sympathetic to their surroundings. The architecture of the proposal is considered to make a positive contribution to a coherent streetscape and the buildings and structures are of a proportion, scale and orientation that enhance and appropriately define the public realm. Moreover, the proposal is considered to incorporate high quality materials and design appropriate to its context.
- 11.4. Though the application includes building on the existing sunken ball court, the proposal also includes improvements to the landscaping around Site 1 including a new landscaped area on Duncombe Road, a new public square and landscaping around the community centre (Site 2) as well as an extension to Zoffany Park (site 3). The application also proposes significant improvements to the pedestrian routes that connect the sites, including new lighting, the removal of clutter, improved sightlines and new paving. The tree replacement strategy is well considered and would replace canopy cover within a 10-year period.
- 11.5. The proposal is not considered to have an unacceptable impact on neighbouring residential amenity in terms of loss of daylight, sunlight, outlook, privacy, noise and disturbance or an increased sense of enclosure. The application is considered to be a sustainable form of development in terms of energy efficiency, renewable energy and the provision of sustainable forms of transport.
- 11.6. For the reasons given above and explained in more detail in the subsequent sections of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is thus recommended for approval subject to conditions and the completion of a Directors' Agreement to secure the necessary mitigation measures.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

- On-site provision of affordable housing in line with submission documents including a provision of 52% affordable housing. All measured by habitable rooms.
- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training;
- Compliance with Code of Local Procurement;
- Facilitation, during the construction phase of the development, of 2 work placements with each placement lasting a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer/ contractor to pay wages (must meet London Living Wage).
- Compliance with the Code of Construction Practice, including a monitoring fee (£4,600) and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). The figure is £88,596.
- Connection to a local energy network, as per approved Energy Strategy.
- Submission of a Green Performance Plan.
- The provision of 5 accessible parking bays.
- Removal of eligibility for residents' on-street parking permits for future residents.
- Submission of a draft framework Travel Plan with the planning application, of a draft Travel Plan for Council approval prior to occupation, and of a Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- That the occupants of the caretaker's lodge will be rehoused prior to demolition.
- Council's legal fees in preparing the Directors Agreement and officer's fees for the preparation, monitoring and implementation of the Directors Agreement.

That, should the Director Level Agreement not be completed prior to the expiry of the planning performance agreement the Service Director, Planning and Development / Head of Service –

Development Management may refuse the application on the grounds that the proposed development, in the absence of a Directors' Level Agreement is not acceptable in planning terms.

RECOMMENDATION B

That the Committee resolves to APPROVE the stopping up, subject to the applicant first entering into an indemnity agreement to pay all the council's costs in respect of the stopping up, on the following basis:

- The council makes a Stopping Up Order under Section 247 of the Town and Country Planning Act 1990 ("the Act") in accordance with the procedure in Section 252 of the Act in respect of the area of highway shown on Plan No. ET/SUO/01.
- If no objections are received (or any received are withdrawn), or the Mayor of London decides a local inquiry is unnecessary, then the Stopping Up Order will be confirmed by officers under delegated powers.
- If objections are received from a local authority, statutory undertaker or gas transporter (and are not withdrawn), or other objections are received (and not withdrawn) and the Mayor of London decides that an inquiry is necessary, the Council shall cause a local inquiry to be held.

RECOMMENDATION C

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

List of Conditions:

1	<p>Commencement (Compliance)</p> <p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<p>Approved plans list (Compliance)</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Drawing Numbers: Existing plans EE_001; EE_001; ET_001; 13917/JW/2; 14506/SW/1A Proposed Plans ET_SP_109 Rev 4; ET_SP_110 Rev 5; ET_SP_111 Rev 3; ET_SP_112 Rev 2; ET_SP_113 Rev 2; ET_SP_114 Rev 2; ET_SP_115 Rev 1; ET_SP_120; ET_SP_121 Rev 1; ET_SP_122 Rev 1; ET_SP_123 Rev 1; ET_SP_130 Rev 1; ET_SP_131 Rev 1; ET_SP_132 Rev 1; ET_SP_140 Rev 0; ET_SP_141 Rev 1; ET_CC_210 Rev 1; ET_CC_211 Rev 1; ET_CC_212 Rev 1; ET_CC_213 Rev 1; ET_CC_214 Rev 1; ET_CC_220 Rev 1; ET_CC_221 Rev 1; ET_CC_222 Rev 1; ET_CC_223 Rev 1; ET_CC_230 Rev 1; ET_CC_231 Rev 1; ET_CC_240 Rev 1; ET_CC_241 Rev 1; ET_CC_242 Rev 1; ET_CC_243 Rev 1; ET/L01P Rev 3; ET/L02P Rev 1; ET/L03P Rev 1; ET/L04P Rev 2; ET/L05P; ET/L06P; ET/L07P; ET/L08P; ET/L101P Rev 0; ET/L102P Rev 0; Design & Access Statement dated January 2019; Planning Statement (incl. Affordable Housing Statement & HIA) Rev 2 by HTA;</p>

	<p>Statement of Community Involvement by HTA dated July 2018; Daylight & Sunlight Report dated Jan 2019 by Waterslade; Preliminary Ecological Appraisal & CfSH Ecology Report dated June 2018; Energy Strategy by Calford Seaden Rev 4; Sustainable Design & Construction Statement Rev 3 by Calford Seaden; Code for Sustainable Homes Pre-Assessment; Site Survey Plans, Services Plans & External Lighting Plans; Transport Statement & Interim Residential Travel Plan by MLM Group; Arboricultural Impact Assessment Report Rev SHA 120 Rev A Dated May 2018; Drainage Statement by MLM Group Revision 4 dated February 2019; Overheating Assessment Rev 01 by Calford Seaden dated August 2017; Lighting Calculation Report dated June 2018; Draft Green Performance Plan Revision 3 dated June 2018 by Calford Seaden; Geo-Environmental Assessment Report (Phase 2) by MLM Group; Draft Construction Management Plan; Flood Risk Assessment by MLM Group Revision 5;</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p>Materials and Samples (Details)</p>
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work of the relevant phase commencing on site. The details and samples shall include:</p> <p>a) Facing Brickwork(s); Sample panels of proposed brickwork to be used showing the colour, texture, pointing and diapered / decorative brickwork and boundary walls shall be provided; b) Window details; c) Roof materials; d) Precast concrete panels; e) Balcony detail and glass/steel balustrades; f) Doors and access points; g) Stone panels; h) Canopies, and j) Any other materials to be used.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard</p>
4	<p>Construction Environmental Management Plan (Details)</p>
	<p>CONDITION: Notwithstanding the details submitted with the application, a Construction and Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.</p> <p>The CEMP shall include details and arrangements regarding:</p> <p>a) The notification of neighbours with regard to specific works; b) Advance notification of any access way, pavement, or road closures; c) Details regarding parking, deliveries and storage including details of the routing,</p>

	<p>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;</p> <ul style="list-style-type: none"> d) Details regarding the planned demolition and construction vehicle routes and access to the site; e) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance; f) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works; g) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.) h) Details of any proposed external illumination and/or floodlighting during construction, including positions and hours of lighting; i) Details of measures taken to prevent noise disturbance to surrounding residents; j) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site; k) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception) l) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure; and m) 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. n) Details of measures taken to minimise the impacts of the construction process on air quality, including NRMM registration. <p>The report shall assess the impacts during the preparation/demolition, excavation and construction phases of the development on the surrounding roads, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads.</p> <p>The demolition and development shall thereafter be carried out in accordance with the approved details and measures. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
5	<p>Obscure Glazing and Privacy Screens</p> <p>CONDITION: Notwithstanding the plans hereby approved, further details of obscured glazing and privacy screens to prevent overlooking from the proposed buildings on Site 1 and 2 to neighbouring properties on Holland Walk and St John's Way and within the estate itself shall be submitted and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The obscure glazing and privacy screens shall be installed prior to the occupation of the relevant units and retained as such permanently thereafter.</p>

	<p>REASON: In the interest of preventing undue overlooking between habitable rooms within the development itself, to protect the future amenity and privacy of residents.</p>
6	<p>Accessible Homes (Compliance)</p> <p>ACCESSIBLE HOUSING – MAJOR SCHEMES (DETAILS): Notwithstanding the Design and Access Statement and plans hereby approved, 38 of the new residential units shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 ‘Accessible and adaptable dwellings’ M4 (2) and 5 units shall be constructed to meet the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 ‘Wheelchair user dwellings’ M4 (3).</p> <p>A total of 1 x 1B2P; 3 x 2B3P and 1 x 3B5P units shall be provided to Category 3 standards.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON – To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs.</p>
7	<p>Solar Photovoltaic Panels (Details)</p> <p>CONDITION: Prior to the commencement of above ground works, details of the proposed Solar Photovoltaic Panels on proposed buildings at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - Location; - Output of panels; - Area of panels; and - Design (including section & plans). <p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
8	<p>Water Use (Compliance)</p> <p>CONDITION: The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.</p> <p>REASON: To ensure the sustainable use of water.</p>
9	<p>Green/Brown Biodiversity Roofs (Compliance)</p> <p>CONDITION: Biodiversity (green/brown) roofs shall be provided atop the approved buildings, and the green/brown roofs shall:</p> <ol style="list-style-type: none"> a) Be biodiversity based with extensive substrate base (depth 80 -150mm); b) Contribute towards a 50% reduction in surface water run-off; and c) Be planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).

	<p>The biodiversity (green/brown) roofs should be maximised across the site and shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats, valuable areas for biodiversity and minimise run-off.</p>
10	<p>Drainage and SUDS (Compliance)</p>
	<p>CONDITION: The SUDS measures as outlined in the approved Drainage Statement (by MLM dated 18th October 2018) shall be installed and operational prior to the occupation of the development hereby approved.</p> <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed/completed strictly in accordance with the approved details.</p> <p>The scheme shall thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
11	<p>Energy Efficiency – CO2 Reduction (Compliance/Details)</p>
	<p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy Revision 4 (by Calford Seaden) which shall provide for no less than a 28% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following should be submitted and approved:</p> <p>A revised Energy Strategy, which shall provide for no less than a 28% onsite total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013.</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the relevant phase. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
12	<p>Landscaping (Details)</p>
	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved a landscaping scheme for each relevant phase shall be submitted to and approved in writing by the Local Planning Authority prior to the completion of the relevant phase. The scheme shall include the following details:</p> <p>a) existing and proposed underground services and their relationship to both hard and soft landscaping;</p>

	<ul style="list-style-type: none"> b) proposed trees: their location, species, size and section showing rooting area; c) soft plantings: including grass and turf areas, shrub and herbaceous areas; d) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; e) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; f) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; g) inclusive design principles adopted in the landscaped features; h) phasing of landscaping and planting; i) details of additional bio-retention areas / planters; j) information of how the proposed shared surface meets the requirements of the Council's Streetbook SPD; k) all playspace equipment and structures; and l) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, playspace and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
13	<p>Arboricultural Method Statement (Details)</p>
	<p>CONDITION: Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>Specific issues to be dealt with in the TPP and AMS:</p> <ul style="list-style-type: none"> a) Location and installation of services & utilities. b) Location and installation of drainage. c) Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees. d) Details of construction within the RPA or that may impact on the retained trees. e) 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

	<p>specification. Details shall include relevant sections through them.</p> <ul style="list-style-type: none"> f) Arboricultural input into the location, size and shape of the turning area for waste collection vehicles. 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, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses. 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. i) A specification for scaffolding and ground protection within tree protection zones. j) Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area. 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. l) Boundary treatments within the RPA m) Methodology and detailed assessment of root pruning n) Arboricultural supervision and inspection by a suitably qualified tree specialist o) Reporting of inspection and supervision p) Methods to improve the rooting environment for retained and proposed trees and landscaping <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 (Insert relevant policies here) and pursuant to section 197 of the Town and Country Planning Act 1990.</p>
14	<p>Site Supervision (Details)</p>
	<p>CONDITION: Prior to the commencement of the development hereby approved (including any ground clearance, tree works, demolition or construction), details of all tree protection monitoring and site supervision by a suitably qualified tree specialist (where arboricultural expertise is required) shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to the commencement of development in order that the Local Planning Authority may be satisfied that the trees to be retained will not be damaged during development works and to ensure that, as far as is possible, the work is carried out in accordance with the approved details pursuant to section 197 of the</p>

	Town and Country Planning Act 1990 in accordance with (Insert relevant policies here).
15	Noise of Fixed Plant (Compliance)
	<p>CONDITION: Prior to the first occupation of the residential flats hereby approved sound insulation shall be installed to the plant room sufficient to ensure that the noise level within those residential flats does not exceed NR25(L_{eq}) 23:00 – 07:00 (bedrooms) and NR30 (L_{eq}) 07:00 - 2300 (living rooms and bedrooms).”</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
16	Sound Insulation (Details)
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the proposed community centre use and residential use of the “Site 2” building shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
17	Air Quality (Details)
	<p>CONDITION: Prior to the installation of any communal boiler house/CHP on Duncombe Road, an air quality assessment with inclusion of the impact of changes to the communal boiler house/CHP on Duncombe Road, shall be submitted to and approved by the Local Planning Authority. The assessment shall demonstrate that the impact of the development will be neutral from an air quality point of view.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
18	Community Centre (Details)
	<p>CONDITION: Full details of the operation of the community centre shall be submitted to and approved in writing by the Local Planning Authority prior to occupation of the Community Centre. The details include:</p> <p>(i) Opening times; (ii) Inclusive design measures; (iii) Details of delivery & servicing.</p> <p>The inclusive design measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>

19	Lighting Plan (Details)
	<p>CONDITION: No external lighting shall be installed until a scheme and predicted light levels at neighbouring residential properties has been submitted to and been approved in writing by the Local Planning Authority. Artificial lighting to the development must conform to requirements to meet the Obtrusive Light Limitations for Exterior Lighting Installations for Environmental Zone - E2 contained within Table 1 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
20	Nesting Boxes (Compliance)
	<p>CONDITIONS: A total of 6No. bird and bat boxes shall be installed prior to the first occupation of the building to which they form a part, or the first use of the space in which they are contained, and shall be maintained as such thereafter. The bird / bat boxes shall be equally distributed between Sites 1 and 2.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
21	No Plumbing or Pipes (Compliance/Details)
	<p>CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.</p> <p>REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p>
22	Refuse/Recycling Provided (Compliance)
	<p>CONDITION: The dedicated refuse / recycling enclosure(s) hereby approved shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
23	Cycle Parking (Compliance)
	<p>CONDITION: The bicycle storage hereby approved shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site, to promote sustainable modes of transport and to secure the high quality design of the structures proposed.</p>
24	Lifts (Compliance)
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p>

	<p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site.</p>
25	<p>Roof-Level Structures (Details)</p> <p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts and plant room) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding streetscene or the character and appearance of the area in accordance with policies 3.5, 7.4, 7.6 and 7.8 of the London Plan 2016, policies CS8 and CS9 of Islington's Core Strategy 2011, and policies DM2.1 and DM2.3 of Islington's Development Management Policies 2013.</p>
26	<p>Roof Terrace Screens (Details)</p> <p>CONDITION: Details of screens around proposed roof terraces shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</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: To minimise noise and disturbance as well as overlooking.</p>
27	<p>Ball Court (Details)</p> <p>CONDITION: Full details of the operation and management of the ball court, including opening times, shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The ball court shall be managed in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
28	<p>Land Contamination (Details)</p> <p>CONDITION: Prior to the commencement of development the following assessment in response to the NPPF and in accordance with CLR11 and BS10175:2011 shall be submitted to and approved in writing by the Local Planning Authority</p> <p>a) A programme of any necessary remedial land contamination remediation works arising from the land contamination investigation.</p> <p>The development shall be carried out strictly in accordance with the investigation</p>

and any scheme of remedial works so approved and no change therefrom shall take place without the prior written approval of the Local Planning Authority.

- b) Following completion of measures identified in the approved remediation scheme a verification report, that demonstrates the effectiveness of the remediation carried out, must be produced which is subject to the approval in writing of the Local Planning Authority in accordance with part a).

REASON: To protect residential amenity.

List of Informatives:

1	<p>Planning Obligations Agreement</p>
	<p>You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.</p>
2	<p>Superstructure</p>
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p>
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
4	<p>Car-Free Development</p>
	<p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	<p>Groundwater</p>
	<p>A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer.</p> <p>Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwqriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.</p>
6	<p>Water Pressure</p>
	<p>INFORMATIVE: Thames Water will aim to provide customers with a minimum pressure of 10m head (approximately 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p>

7	<p>Surface Water Drainage</p> <p>INFORMATIVE: In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required.</p>
8	<p>Working in a Positive and Proactive Way</p> <p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged. The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>
9	<p>Materials</p> <p>INFORMATIVE: In addition to compliance with condition 3 materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.</p>
10	<p>Construction Management</p> <p>INFORMATIVE: You are advised that condition 4 covers transport and environmental health issues and should include the following information:</p> <ol style="list-style-type: none"> 1. identification of construction vehicle routes; 2. how construction related traffic would turn into and exit the site; 3. details of banksmen to be used during construction works; 4. the method of demolition and removal of material from the site; 5. the parking of vehicles of site operatives and visitors; 6. loading and unloading of plant and materials; 7. storage of plant and materials used in constructing the development; 8. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; 9. wheel washing facilities; 10. measures to control the emission of dust and dirt during construction; 11. a scheme for recycling/disposing of waste resulting from demolition and construction works; 12. noise; 12. air quality including dust, smoke and odour; 13. vibration; and 14. TV reception.
11	<p>Sprinkler Systems</p> <p>INFORMATIVE: Though fire safety and floor layout will be further considered though the building control process, you are strongly advised by the London Fire and Emergency Planning Authority to install sprinkler systems as these significantly reduce the damage caused by fire and the consequential cost to business and housing providers, and can reduce the risk to life.</p>

APPENDIX 2: RELEVANT POLICIES

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

National Guidance

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

Development Plan

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

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

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.11 Inner London

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.7 Renewable energy

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS1 (Archway)
Policy CS8 (Enhancing Islington's Character)

Strategic Policies

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

Policy CS12 (Meeting the Housing Challenge)
Policy CS15 (Open Space and Green Infrastructure)
Policy CS16 (Play Space)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)
Policy CS19 (Health Impact Assessments)

Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design

Housing

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

Health and open space

DM6.1 Healthy development
DM6.3 Protecting open space
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

Energy and Environmental Standards

DM7.1 Sustainable design & construction
DM7.2 Energy efficiency and carbon reduction in minor schemes
DM7.4 Sustainable design standards
DM7.5 Heating and cooling

Transport

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

Infrastructure

DM9.1 Infrastructure
DM9.2 Planning obligations

Designations

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

Archway Special Policy Area
Local Cycle Routes
Zoffany Park Open Space
St John's Way Verge Open Space
Within 50m of Whitehall Park CA

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

Environmental Design
Accessible Housing in Islington
Inclusive Landscape Design
Planning Obligations and S106
Urban Design Guide 2017

London Plan

Affordable Housing & Viability
Housing
Sustainable Design & Construction
Providing for Children and Young Peoples
Play and Informal Recreation
Planning for Equality & Diversity

APPENDIX 3: Design Review Panel

ISLINGTON DESIGN REVIEW PANEL

RE: Elthorne Estate, Holland Walk (pre-application ref. Q2015/0879/MJR)

Thank you for attending Islington's Design Review Panel meeting on 19 January 2018 for a second review of the above scheme. The proposed scheme under consideration is for the erection of new part 4-, part 5-storey building on the existing sunken ball court containing 25 flats; the demolition of existing community centre and erection of a new part 4-, part 5-storey building providing a new community space at ground floor level and 12 new dwellings above and 1 new dwelling at ground floor; erection of 2 x 2-storey houses and a 4-storey block of flats containing 3 new dwellings and; new single-storey block containing cycle/bin storage and plant room; the provision of new ball court on Zoffany Park and upgrade of existing play facilities (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Simon Foxell, George Saumarez Smith, Paul Reynolds and Charles Thomson on 19 January 2018, including a presentation from the design team followed by a Q&A session and deliberations in the afternoon at the offices of the London Borough of Islington. As this was a second review, no site visit was made. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

The Panel welcomed the opportunity to comment on the scheme for a second time and again commended the Design Team's aspiration to deliver improved community facilities and additional housing and to improve the legibility of what is clearly a challenging estate. The response to the Panel's previous comments and the way that this was articulated in the presentation was generally very well received. Comments were made on the following aspects of the scheme:

Public realm

The Panel welcomed the additional information regarding the proposed landscaping strategy and whilst panel members expressed differing views on the quantity and nature of the various elements that would be introduced, such as rain gardens for example, they agreed that the Design Team needed to think carefully about what would work best in the long term. In particular, how the possible mismanagement or mistreatment of new features that were introduced to the main routes

might be avoided. In this regard, it was suggested that whatever new landscaping is introduced could be kept in good condition with a realistic and not onerous maintenance strategy and budget, to ensure that it makes a lasting contribution. Consequently, the Panel felt that overall, the proposed improvements to the public realm could be further refined.

Some panel members considered the way Holland Walk narrows and deflects to the east at its northern end to be unsatisfactory, suggesting that it might carry on in a straight line until the junction with St John's Way, at the same width. As it marks the northern end of an important axial route, it was felt that it ought to be better defined or perhaps celebrated in some way.

Similarly, the width of the level access foot path at the front of the community centre was considered to be too narrow proportionally with the space in front of the community centre considering the importance of the north-south route. It was therefore suggested that the planting strip alongside the footpath should be re-considered.

Site 1

The Panel generally welcomed the progress in relation to this site. They commended the Design Team for carrying out thorough studies and for their efforts to address concerns previously raised. Although not all of the Panel's suggestions had been adopted, it was accepted that the scheme had progressed positively. The Panel focussed their further discussions on those aspects they felt needed further work (i.e. landscaping and site 2).

Site 2

The Panel's more specific comments were largely concentrated on this site. Significant improvements were welcomed and panel members suggested other areas which could be further refined.

The Panel felt that the community centre appears too much like a commercial building with a single use. The desire to create a strong civic building was appreciated, but panel members suggested that it should also respond to what is a predominantly residential area and also express the fact that the majority of the building itself would be in residential use. Some panel members suggested that the reconstituted stone panels could be confined to the ground floor and brick to the upper floors, to demarcate the two separate uses.

Some panel members were concerned that the entrance to the community centre may not be obvious enough and that the large areas of glazing at this level may be diminished in quality with the ad hoc addition of other graphics and posters.

The creation of a new public space or square in front of the community centre was welcomed, but it was suggested by some panel members that it needed to be better defined. To this end, a suggestion was made that the western-most unit along Buxton Road could be flipped with its garden, to give the square a more defined edge.

Finally, panel members pointed out that the projecting oriel windows proposed for the mews-type accommodation along Buxton Road could be vulnerable to vandalism and other anti-social behaviour and suggested that it therefore may make sense to give the lower portion of these windows more solidity.

Materials and detailing generally

Panel members remained supportive of the assertive approach to the design of new buildings proposed within the estate, but expressed some reservations about the choice of materials and detailing in respect of both future-proofing and the deliverability of the scheme. Panel members were wary of the reliance of concrete being very well detailed in order to achieve a suitable finish

and the expense of handmade bricks, and were therefore concerned whether the design aspirations would be achieved as envisaged. The Panel also highlighted the importance of new insertions into the estate to respond to the existing architectural context and individuality in some way, so that they do not look out of place.

The Panel generally questioned the predominance of large windows and glass balustrades to the residential block above the community centre, considering that excessive glazing would look out of place and could end up undermining the quality of the architecture once the residential units are occupied due to the inevitable clutter and privacy screening that would be visible. They were also concerned about the practical and regulatory requirements which may alter the proportions of the glazing and compromise the conceptual aspirations of the design. Some panel members suggested that a more robust and forgiving framework would be appropriate, so that inhabitants may not feel like they're in the view of the public quite so much.

Summary

The Panel considered that, overall, the refinements made to the proposals following the first review were very positive and that comments should be seen as a continuation of this process. Whilst the Panel identified further areas where improvements could be made, they were comfortable with the way the Design Team were moving things forward. Much like the first review, the Panel identified opportunities to further improve the proposed landscaping strategy and quality of accommodation provided. It was again stressed that the success of the proposed architecture and landscaping was particularly dependent on being well-detailed and well-built with good robust materials. Panel members reiterated previous concerns about the deliverability of the project and recommended that this be carefully considered to ensure the quality of the implemented scheme would not diminish.

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

Confidentiality

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

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lucy', is enclosed within a rectangular box. The signature is written in a cursive style.

Luciana Grave

Design Review Panel Coordinator
Design & Conservation Team Manager

APPENDIX 4: Independent Viability Appraisal

Elthorne Estate

**Independent Viability Review -
ADDENDUM**

Prepared on behalf of London Borough of Islington

19th February 2019

Planning application reference: P2018/2269/FUL



82 South Street, Dorking, RH4 2HD
www.bps-surveyors.co.uk
Tel: 01483 565 433

1.0 INTRODUCTION

- 1.1 We have been instructed by the Local Planning Authority of the London Borough of Islington to undertake a viability review in respect of a proposed redevelopment of the Elthorne Estate. The applicant is London Borough of Islington itself. The Site is comprised of three smaller sites:

Elthorne Estate: Sunken Play Pitch in-between St John's Way and Duncombe Road (site 1); St Johns Community Centre, Holland Walk and adj caretakers lodge, Nicholay Road (site 2); Zoffany Park (site 3) Holland Walk.

- 1.2 The three individual sites which make up the application site are not next to each other but are in different parts of the Elthorne Estate. The sites are, however, linked together by Holland Walk.

- 1.3 We provided a Viability Review in November 2018, which considered the application scheme (P2018/2269/FUL) which at the time proposed the following works:

The demolition of the sunken play pitch (site 1), community centre and adj caretaker's lodge (site 2) and the construction of a new community centre [282. 42 sqm GIA] (site 2) and 42 new dwellings (private and affordable) in four blocks (sites 1 and 2) ranging in height from two to six storeys and associated amenity space, bicycle parking spaces and improvements to the public realm (including to Zoffany Park, site 3).

- 1.4 Subsequently some changes have been made to the above scheme, including an increase in the number of residential units from 42 to 46. And the following additional works will be undertaken:

Additionally, stopping up of an area of existing highway to the north and west of Duncombe Road and land immediately west of 158-178 St Johns Way under Section 247 of the Planning Act 1990 to enable redevelopment of Site 1 Re-consultation following changes to site 1 to introduce 4 additional residential units.

- 1.5 Islington Planning Policy requires 50% affordable housing delivery. The proposed scheme will provide 46 residential units, comprised of 22 private market units and 24 affordable units.

- 1.6 We have been provided with an Excel-based appraisal of the proposed scheme, together with a breakdown of the build costs. Our Viability Review has scrutinised the cost and value assumptions that have been adopted in the viability assessment, in order to determine whether the current affordable housing offer is the maximum that can reasonably be delivered.

- 1.7 The Valuation Date for this Viability Review is the date of this report, as stated on the title page. This Viability Review has been undertaken in accordance with the Terms & Conditions provided to the Local Planning Authority and with any associated Letters of Engagement, and should only be viewed by those parties that have been authorised to do so by the Local Planning Authority.

2.0 BPS CONCLUSIONS - FEBRUARY 2019

Viability results

- 2.1 This Addendum should be read in conjunction with our November 2018 Viability Review, which deals with the previous version of the applicant's development appraisal.
- 2.2 The current (February 2019) appraisal shows a deficit of -£2.70m, after all costs are deducted from the total revenues generated. This is a worsening of viability since the previous appraisal which had a -£0.92m deficit. This is due to revisions to the scheme and also to the addition/increase of costs due to advancement of scheme design and as a result of cost inflation. As detailed below, we are satisfied with the changes that have been made to the appraisal, and are broadly in agreement with the cost and value inputs into this appraisal; thus we can conclude that the scheme maximises affordable housing delivery and cannot afford to increase further the level of affordable housing being offered.

Scheme revenues

- 2.3 In the current appraisal (of the latest version of the scheme, with 46 units), the gross development value is £18.63m. This is only marginally higher than the £18.43m in the previous appraisal. These GDV totals are inclusive of private housing, affordable housing and commercial space capital values. The change in GDV is the result of the changes made to the unit number, up from 42 to 46 units. The number of private units has increased from 20 to 22, and the floor areas of some of the units have been reduced. Regarding the largest units, we previously stated:

Taking into account the location of the open market units, within a large housing estate, we would not expect it to compete with some of the other new-build developments nearby. In addition, it includes a number of exceptionally large units, which acts to constrain overall prices per sq ft. For example, the 1,500 sq ft unit has a £580 per sq ft price, which pushes down the overall average for the scheme. Removing all the 'large' units (over 1,250 sq ft) then pushes the overall price per sq ft of the remainder to £753 per sq ft.

- 2.4 Following the reduction in the size of those largest units, this has had the effect of boosting the overall gross development value. The open market units now have an average value of £732 per sq ft (£7,940 per sq m) which is marginally higher than the £712 per sq ft in the applicant's previous (September 2018) appraisal. Since their September appraisal, the House Price Index for Islington has fallen by just over 7% which does tend to suggest that the pricing is reasonable.
- 2.5 The private units in the current scheme are comprised of 5 one-beds, 14 two-beds, 2 three-beds and 1 four-bed. We have also consulted recent comparable sales evidence and lettings evidence in the local area, which tends to support the pricing adopted. The prices adopted for the apartments is £465,500-£596,500 which is considerably higher than the achieved sales in Table 2 below which have taken place in the last six months:

Address	Last sale price	Last sale date	Property type	Year built	Bedrooms
51 St. John's Villas N19 3EE	£355,000	11 Dec 2018	Flat		0
12 Duncombe Road N19 3DP	£361,460	19 Oct 2018	Flat	1970	1
47 Holland Walk N19 3XT	£301,000	14 Dec 2018	Flat	1970	1
214 St. John's Way N19 3RL	£315,000	17 Dec 2018	Flat	1977	1
Flat 55 Kinver House N19 4AS	£438,000	30 Nov 2018	Flat	2008	2
96 Levison Way N19 3XF	£405,000	28 Sep 2018	Flat		2
Flat 61 Kinver House 42 Elthorne Road N19 4AS	£468,000	08-Nov-18	Flat	2009	3

- 2.6 Current availabilities include a 2 bed at St Johns Way, Archway, which has an asking price of £450,000. This is an ex-Social Housing property of excellent quality, with a large balcony/terrace. The proposed scheme's two-bed flats are considerably higher, at £572,500 to £596,000, which reflects the level of new-build premium achievable. A more comparable unit is an available 2-bed at Ruskin Court at £580,000, which is in a block constructed in 2016. It is in very close proximity to the subject site. After allowing for a discount from asking to actual prices, but also for a new-build premium for the proposed units, this comparable suggests the adopted pricing is realistic. And a 2-bed flat in a converted Victorian house is available at £565,000 but we would expect the proposed two-beds to achieve higher marginally higher than this - as is the case in the applicant's appraisal.
- 2.7 With respect to the one-beds, these are £465,500 to £485,000. Comparables include a one-bed at Highgate Hill available at £525,000, which is in a superior location (close to Archway tube station) and has a large terrace. Thus as high prices as this are not expected for the proposed one-beds. And a one-bed at £420,000 on Landseer Road is 42 sqm (smaller than the proposed) within a house conversion - which we consider to be marginally inferior to the proposed.
- 2.8 As stated, whilst higher values can be achieved locally for private housing, this is highly dependent on 'micro-location' (i.e. the immediate surrounding of the property), and the proposed units' location within a social housing estate will somewhat constrain achievable prices. Based on the very recent comparable sales and availability evidence that we have viewed, our conclusion remains unchanged that the adopted pricing is reasonable and not understated. And the fall in the House Price Index does indeed make the pricing adopted now appear more optimistic than it did at the time of the original appraisal (September 2018).
- 2.9 The valuation of the commercial units remains unchanged at £650,000, and we remain of the view that this is a reasonable figure.

Scheme development costs

- 2.10 As with the previous appraisal, the February 2019 appraisal makes no deduction for benchmark land value and no deduction for developer's return. And the appraisal methodology remains unchanged.
- 2.11 As with the previous appraisal, there is a "development & administrative allowance" which totals £432,000. This is higher than the £389,000 in the previous appraisal, and this increase is a function of the growth in total development costs - thus is a legitimate change. As stated previously, it is common in appraisals of

Council schemes for some level of return to be allowed for to compensate for the exposure to risk. This “development & administrative allowance” and the contingency fulfil this role, and can be considered legitimate allowances, which are considerably lower than the level of profit/return required by private developers.

- 2.12 As stated above, a nil benchmark land value is included in the appraisal. This is because the proposed scheme will be a not-for-profit development and the freehold of the site will remain in the Council’s ownership. The Council’s key objective is to ensure that the scheme is partly self-funding by using capital receipts from the sale of the private flats to fund development of the affordable housing. This objective is clearly different to the primary objective of conventional private developers which is to maximise profit. We accordingly accept that in this case it is appropriate not to assess viability on the same basis as for a private development
- 2.13 Our Cost Consultant, Geoffrey Barnett Associates (GBA), undertook a review in September 2018 of the cost information provided by the applicant. Their comparison, using BCIS average tender prices adjusted for location and scheme specific factors, suggested that the costs are marginally higher than expected. Their own estimate was £1,135,145 or 7.29% lower. We noted in our initial report that this difference may be reconciled if more detailed cost information were to be provided. Following further discussion regarding this scheme and another Council-led scheme (Hathersage & Besant), GBA came to understand the level of expenditure facing Council schemes is higher than typical private developments, and are in agreement with the level of costs included in the applicant’s appraisal.
- 2.14 Following changes made to the scheme, a revised cost plan (dated 5th February 2019) by Bailly Garner, GBA have revised their report on the proposed scheme’s costs. The overall development costs have increased from £19.4m to £21.32m. This is due to revisions to the scheme and also to the addition/increase of costs due to advancement of scheme design and as a result of cost inflation. It is also partially due to the increase in floorspace (GIA) from 4,845 sq m to 4,954 sqm. Much of the increase is down to the inflation which totals £1.39m.
- 2.15 There is an amended design for Block A and B to accommodate four extra units (Site 1). The Site 2 and Site 3 developments are updated for inflation. GBA have made the following concluding remarks about the latest Cost Plan (and their full report is in **appendix one**):
- As can be seen above, our calculation of costs is 5.35% lower than costs in the cost plan. We consider that base construction costs in the cost plan are reasonable. The difference in the figures lies in high preliminaries in the cost plan. The high preliminaries are presumably a factor of the framework agreement adopted by the council. As such, we would conclude that construction costs are reasonable.*
- 2.16 The applicant has responded following GBA’s above conclusions, to clarify how their cost estimate has been reached; the applicant has informed us that, “The main reason for this 5.35% difference is due to the higher preliminaries (and other fees) in the Bailly Garner Cost Plan...The rates included in the cost plan are based on the actual percentage rates for prelims, OHP and Profit etc in the Stage 1

winning tender received October 2018 following a mini-competition calling off our LBI 2014/18 Contractors Framework...)." The reasons for the relatively high preliminaries were due to the scheme specifics taken into account by the contractor Mulalley Construction, which has won the tender:

- *The fragmented sites and complexity of the scheme /access arrangements over three sites (with a school in the middle), including measures to avoid site traffic hindering the community flow and use of these large pedestrian areas, adjacent to a large secondary school ; and*
- *The high quality of the Contractor's (Mulalley Construction) submitted proposals re. site management worked up in detail, including high staffing costs/levels of resourcing offering high standards of care re. H&S and customer care as per the Council's Employer's Requirements, which were considered valid and justifiable (and led Bailey Garner to adjust /revise their own estimate for the prelims to a rate of c. 20%).*
- *the complexity of the scheme which goes beyond the scope of the original framework parameters and the market forces that have driven inflation and some margin of workforce uncertainty.*

2.17 In view of the above valid reasons for higher preliminaries, we can conclude that the overall cost estimate is reasonable and fully justified.

2.18 The contingency and development fees remain largely unchanged since our previous assessment, and we remain of the view that these are reasonable. There are still no allowances for Homeless Compensation and Leaseholder Buyback, and the applicant has confirmed that none of these are required as no housing is being demolished due to the proposed scheme.

BPS Chartered Surveyors

APPENDIX 5

Original Viability Report

1.0 INTRODUCTION

- 1.1 We have been instructed by the Planning & Development Division of the London Borough of Islington to undertake a viability review in respect of a proposed redevelopment of the Elthorne Estate. The applicant is Council itself. The Site is comprised of three smaller sites:

Elthorne Estate: Sunken Play Pitch in-between St John's Way and Duncombe Road (site 1); St Johns Community Centre, Holland Walk and adj caretakers lodge, Nicholay Road (site 2); Zoffany Park (site 3) Holland Walk.

- 1.2 The proposed scheme will involve the following works:

The demolition of the sunken play pitch (site 1), community centre and adj caretaker's lodge (site 2) and the construction of a new community centre [282. 42 sqm GIA] (site 2) and 42 new dwellings (private and affordable) in four blocks (sites 1 and 2) ranging in height from two to six storeys and associated amenity space, bicycle parking spaces and improvements to the public realm (including to Zoffany Park, site 3).

- 1.3 Islington Planning Policy requires 50% affordable housing delivery. The proposed scheme will provide 42 residential units, comprised of 20 private market units and 22 affordable units.
- 1.4 The three areas are not next to each other but are in different parts of the Elthorne Estate. The sites are, however, linked together by Holland Walk. Our Viability Review has scrutinised the cost and value assumptions that have been adopted in the viability assessment, in order to determine whether the current affordable housing offer is the maximum that can reasonably be delivered.
- 1.5 We have been provided with an Excel-based appraisal of the proposed scheme, together with a breakdown of the build costs. Our Viability Review has scrutinised the cost and value assumptions that have been adopted in the viability assessment, in order to determine whether the current affordable housing offer is the maximum that can reasonably be delivered.
- 1.6 The Valuation Date for this Viability Review is the date of this report, as stated on the title page. This Viability Review has been undertaken in accordance with the Terms & Conditions provided to the Council and with any associated Letters of Engagement, and should only be viewed by those parties that have been authorised to do so by the Council.

2.0 BPS CONCLUSIONS - SUMMARY

- 2.1 The gross development value of the scheme is £18.43m. After deducting the total costs of £19.35m this gives a deficit of £0.92m. This appraisal makes no deduction for a benchmark land value, and no deduction for a developer's return.
- 2.2 Our Cost Consultant, Geoffrey Barnett Associates (GBA), undertook a review in September 2018 of the cost information provided by the applicant. Their comparison, using BCIS average tender prices adjusted for location and scheme specific factors, suggested that the costs are marginally higher than expected. Their own estimate was £1,135,145 or 7.29% lower. We noted in our initial report that this difference may be reconciled if more detailed cost information were to be provided. Following further discussion regarding this scheme and another Council-led scheme (Hathersage & Besant), GBA now understand the level of expenditure facing Council schemes is higher than typical private developments, and are in agreement with the level of costs included in the applicant's appraisal.
- 2.3 The base build for the residential was shown as £12.34m in the July version of the applicant's appraisal; in the latest version, this has been reduced to £11.89m which is £2,605 per sqm. These figures are exclusive of fees and contingency, and of demolition costs, enabling works and public realm works. The latest total inclusive of all these additional items is £14.91m, which is close to GBA's estimated figure of £14.44m on a like-for-like basis, and this small difference has now been adequately explained as being due to the landscaping and other requirement that this scheme is required to meet. In conclusion, our cost consultant is in agreement with the applicant's build costs.
- 2.4 It is standard practice, endorsed by RICS Guidance, that when determining planning applications, the aim should be to reflect industry benchmarks. LPAs should therefore disregard who is the applicant, except in exceptional circumstances (such as personal planning permissions, as planning permissions run with the land). In formulating information and inputs into viability appraisals, these should accordingly disregard either benefits or disbenefits that are unique to the applicant, whether landowner, developer or both. This is the principle (stated in RICS Guidance) that viability assessments for planning purposes should consider the approach of a 'typical', rational landowner, rather than be specific to the applicant in question.
- 2.5 Unlike typical development appraisals for planning purposes, no formal profit allowance is included in the appraisal. However, there is a "development & administrative allowance" of £389,300 (only 2.1% as a proportion of the scheme's GDV) and the contingency referred to above. These former could be categorised as a developer's return. It is common in appraisals of Council schemes for some level of return to be allowed for the compensate for the exposure to risk. And the contingency in some way an allowance for risk. In our experience of Council-led schemes, it is common for some degree of Developer's Return to be included to compensate for exposure to risk, and whilst a profit as high as those required by private developers is not considered necessary, it is common for a profit in the region of 6-10% on Cost to be accepted - which would clearly worsen the viability position considerably (by £1.16m-£1.94m).

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- 2.6 In this case, a nil benchmark land value is included in the appraisal. This is because the proposed scheme will be a not-for-profit development and the freehold of the site will remain in the Council's ownership. The Council's key objective is to ensure that the scheme is partly self-funding by using capital receipts from sale of the private flats to fund the development of the affordable housing. This objective is clearly different to the primary objective of the traditional private developer which is to maximise profit. We accordingly accept that in this case it is appropriate not to assess viability on the same basis as for a private development.
- 2.7 Whilst it is standard practice to include such a benchmark land value in appraisals for planning purposes - even in circumstances where the landowner retains the site post-development and has owned the site long-term - given that the Council's primary objective is investment in affordable housing and estate quality generally, rather than generating a land receipt, it is appropriate to include nil land value in the appraisal.
- 2.8 As detailed below, we are satisfied that the valuation of the affordable housing is robust. In addition, our research into the local market indicates that the adopted private housing values are realistic for this location, based on evidence from nearby new-build development, and re-sales of existing housing stock.
- 2.9 In conclusion, it is apparent that no additional affordable housing can be viably delivered by the scheme, over and above the currently proposed 22 units.

3.0 BPS KEY COMMENTS ON APPRAISAL INPUTS

Private housing revenues

- 3.1 No comparable evidence has been provided in support of the adopted private market housing values. We have therefore undertaken our own research into the local market. The pricing of each open market unit is detailed below:

Table One: applicant's adopted pricing (open market units)

capital values	area (sq m)	area (sq ft)	£ per sq ft
£590,000	75	806	£732
£840,000	130	1,402	£599
£815,000	115	1,236	£660
£580,000	73	781	£742
£590,000	73	781	£755
£582,500	73	781	£746
£382,500	72	777	£750
£490,000	57	611	£802
£385,000	73	781	£749
£385,000	73	781	£749
£300,000	57	611	£818
£392,500	70	753	£787
£472,500	57	611	£773
£567,500	70	753	£754
£830,000	119	1,285	£646
£870,000	139	1,500	£580
£900,000	115	1,235	£729
£900,000	115	1,235	£729
£555,000	68	737	£753
£600,000	78	842	£713
£13,027,500	1,700	18,297	£712

- 3.2 We have undertaken our own research into new-build local market, and have compiled the following average values per sqft from the comparable schemes:

The Harper Building	£880 psf asking
Woodberry Down (Phase 2)	£885 psf asking
Aqua	£765 psf asking
Artisan	£710 psf asking
20Four	£900 psf asking
XY Apartments	£950 psf achieved
321 Holloway Road	£715 psf asking
Queensland Terrace	£800 achieved in latest phase
400 Caledonian Road	£740 psf asking
Rear of Odeon Cinema	£850 psf asking

- 3.3 Taking into account the location of the open market units, within a large housing estate, we would not expect it to compete with some of the other new-build developments nearby. In addition, it includes a number of exceptionally large units, which acts to constrain overall prices per sq ft. For example, the 1,500 sq ft unit has a £580 per sq ft price, which pushes down the overall average for the scheme. Removing all the 'large' units (over 1,250 sq ft) then pushes the overall price per sq ft of the remainder to £753 per sq ft.

3.4 For a nearby scheme at Grenville Road, we were involved in a viability assessment in which private values were estimated at £727 per sq ft by Montagu Evans, in their January 2017 report. Since then, prices have increased by 3.4% in Islington according to the Land Registry House Price Index (HPI) up to July 2018 which is the latest month for which data is available. This would give £752 per sqft, which is similar to the figure for the proposed scheme (excluding the oversized units). Whilst we concluded that circa 6% higher pricing could be achieved for this Grenville Road scheme, it is in a superior location to the subject site thus we would not make this conclusion in this case.

3.5 We have considered recent comparable evidence:

- No 6 Drayton Park - 2 bedroom, 1st floor flat (857 sq ft) in a modern purpose built medium-rise block developed in recent years. This is a larger than average 2 bedroom flat comprising 857 sq ft, with an en-suite to the master bedroom. The property appears to be in a good condition and went under offer below the marketed price of £715,000 at £696,500 (£813 per sq ft) in July 2017. We consider this to be a superior location to the subject site.
- Hornsey Road Bath scheme, Tiltman Place - 2 bedroom flat in the scheme comprising 709 sq ft completed in November 2016 at £550,000 (£776/ sq ft).
- The Joinery, Ruskin Court - the development achieved an average of £670 per sq ft. Whilst these took place in March 2016, there has been limited sales growth since then, therefore this evidence is still of value.

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

Unit Ref	Floor	Beds	Sq m	Sq ft	Achieved Price	Price Sq ft	Date
RC-11	1	1	54	581	£365,000	£628	Mar-16
RC-17	2	1	54	581	£370,000	£637	Mar-16
RC-20	3	1	59	635	£394,000	£620	Mar-16
Average 1 Bed			56	599	£376,333	£628	
HC-05	1	2	64	689	£485,000	£704	Mar-16
HC-03	1	2	67	721	£490,000	£679	Mar-16
HC-09	1	2	66	710	£491,000	£691	Mar-16
HC-10	2	2	65	700	£500,000	£715	Mar-16
RC-12	2	2	80	861	£535,000	£645	Mar-16
RC-13	2	2	75	788	£495,000	£630	Mar-16
RC-14	2	2	78	840	£540,000	£643	Mar-16
RC-18	3	2	76	818	£545,000	£666	Mar-16
RC-19	3	2	73	786	£530,000	£675	Mar-16
Average 2 Bed			71	768	£514,556	£670	

3.6 We have compiled a table of recent sales within the vicinity of the subject site. These show pricing of up to £620,000 for 2-beds, which compares to proposed scheme's which are just under £600,000. This is reasonable given the proposed units' location. The larger units are considerably higher priced than those three-beds in the table below, which can be explained by their exceptional size.

Sales within last year, within ¼ mile of Elthorne Estate

Address	Last sale price	Last sale date	Property	Year built	Bedrooms
104 Tollington Way N7 6RY	£411,500	18 Jun 2018	Flat	2001	1
Flat 3 226 Hornsey Road N7 7LL	£490,000	04-Oct-17	Flat		1
Flat 501 The Beaux Arts Building 10-18 Manor Gardens N7 6JS	£465,000	19 Jan 2018	Flat	1997	1
Flat 4 69 Axminster Road N7 6BS	£400,000	06-Nov-17	Flat	1890	1
Flat 4 Compton House 16 Sussex Way N7 6RS	£395,000	17 Jul 2018	Flat		1
Flat 4 106 Tollington Way N7 6RY	£380,000	06-Oct-17	Flat		1
Flat 5 106 Tollington Way N7 6RY	£348,000	08-Feb-18	Flat	1880	1
Flat 118 Bennett Court Axminster Road N7 6BG	£328,000	17 Nov 2017	Flat	1970	1
Apartment 24 6 Tiltman Place N7 7EJ	£420,000	20 Oct 2017	Flat	2009	1
Apartment 52 7 Tiltman Place N7 7EL	£620,000	06-Feb-18	Flat	2009	2
Flat 416 The Beaux Arts Building 10-18 Manor Gardens N7 6JW	£615,000	15 Mar 2018	Flat	1913	2
Apartment 35 6 Tiltman Place N7 7EJ	£592,250	10 Jan 2018	Flat	2009	2
Flat 1-4 157 Hornsey Road N7 6DU	£410,000	01-Dec-17	Flat	1996	2
Flat 6 Methley House Andover Road N7 7HR	£400,000	17 Nov 2017	Flat	1930	2
121 Tollington Way N7 6RE	£595,000	29 Jun 2018	Flat	1900	2
Flat 3 94 Tollington Way N7 6RY	£470,000	05-Mar-18	Flat	1890	2
Flat A 12 Thane Villas N7 7PA	£499,999	05-Feb-18	Flat		2
119 Tollington Way N7 6RE	£460,000	31 Oct 2017	Flat		2
Flat 414 The Beaux Arts Building 10-18 Manor Gardens N7 6JW	£2,100,000	10 Nov 2017	Flat	1997	3
Apartment 50 7 Tiltman Place N7 7EL	£625,000	11 May 2018	Flat	2009	3
Apartment 19 6 Tiltman Place N7 7EJ	£570,000	12 Jun 2018	Flat	2009	3
Apartment 11 6 Tiltman Place N7 7EJ	£545,000	15 May 2018	Flat	2009	3
12 Todds Walk N7 7RB	£425,000	09-Feb-18	Flat	1975	3
46 Todds Walk N7 7RB	£431,000	18 May 2018	Flat		3

- 3.7 In conclusion, we consider the sales value to be realistic, taking into account the specifics of the site. Whilst higher values can be achieved locally for private housing, this is highly dependent on micro-location, and the proposed units' location within a social estate will somewhat constrain achievable prices.

Affordable Housing Revenues

- 3.8 The total residential revenues (excluding social rented units) are £14.78m, which assumes the shared ownership units are worth 60% of open market values. The initial capital receipt is included within this figure, but the capitalised value of the rent on unsold equity is calculated separately.
- 3.9 The rent on unsold equity is 2.75% and the multiplier applied to this is 15 which is a capitalisation rate of 6.7%. No management & maintenance costs are explicitly deducted, and no rent growth is applied - thus both of these are effectively factored in to the multiplier.
- 3.10 The social rent units will remain in the ownership of the Council. The rent levels applied are £130.67 up to £163.67, depending on unit type. We have made a comparison with a standard affordable housing valuation in which we have applied: yield of 6%, 15% management & maintenance, and 2% inflation on on-costs and rent. This gives £1.99m as a total capital value for the social rented units, which is slightly higher than the £1.76m the applicant has estimated. We assume that their rents are inclusive of service charge. The difference in capital value is small and within the margin of error for affordable housing valuations.

Build costs

- 3.11 The base build for the residential was shown as £12.34m in the July version of the applicant's appraisal; in the latest version, this has been reduced to £11.89m which is £2,605 per sqm. These figures are exclusive of fees and contingency, and of demolition costs, enabling works and public realm works. The latest total inclusive of all these additional items is £14.91m, which is close to GBA's estimated figure of £14.44m on a like-for-like basis, and this small difference has now been adequately explained as being due to the landscaping and other requirement that this scheme is required to meet. In conclusion, our cost consultant is in agreement with the applicant's build costs.
- 3.12 The housing will be delivered within 4 apartment blocks, ranging in height from 2 to 6 storeys, thus we have applied the 3-5 storeys.
- Site 1:
- Sunken pitch, 24 new homes in a four/five storey block
- Site 2:
- St. John's Community Centre, 13 flats in a four storey block that also houses a community centre at ground floor level
 - 2 new two-storey courtyard houses
 - a three storey block of flats containing 3 dwellings

3.13 We do not have a detailed breakdown of floor areas. The rate for 3-5 storey flats (Mean) is £1,404 per sq m (as of 9th Sep 2018) and the Camden Location factor is 1.29, thus factoring this in gives £1,811 per sq m.

3.14 Our Cost Consultant, Geoffrey Barnett Associates, has undertaken a review of the cost information that has been provided by the applicant. Their comparison, using BCIS average tender prices, and this gives an estimate of £1,135,145, although this is lower than can be expected for this scheme, especially given the design requirements and the landscaping requirements.

Community centre revenues

3.15 The community centre has a capital value of £650,000. It is not clear how this figure has been arrived at. The value is £2,313 per sqm (£215 per sq ft), and if we were to assume a typical yield of 8% for this type of use, then this would suggest a rent in the region of £17.20 per sq ft which based on our consideration of other schemes, is a realistic rent for community space.

Other costs

- 3.16 Other costs include:
- Demolition Cost £125,700
 - Enabling works £1,290,000
 - Public realm £995,000
 - Community centre construction £665,000

- Professional Fees of £2,303,000
- Contingency of 1,090,000 which is equal to 5.7% of build cost

- 3.17 These cost are all realistic and have been confirmed by our cost consultant as being in line with typical rates for this type of scheme.
- 3.18 There are no allowances for Homeloss Compensation, Leaseholder Buyback and Land Acquisition. It is not clear why none of these costs would be incurred for this scheme.