

**PLANNING COMMITTEE REPORT**

 Development Management Service  
 Planning and Development Division  
 Community Wealth Building Department

<b>PLANNING COMMITTEE</b>		<b>AGENDA ITEM</b>	<b>B1</b>
<b>Date:</b>	22 <sup>nd</sup> May 2023	<b>NON-EXEMPT</b>	

Application number	P2022/1943/FUL
Application type	Full Planning Application
Ward	Arsenal Ward
Listed building	Within setting of grade II listed Holloway Road station
Conservation area	Within 50m of St Mary Magdalene Conservation Area
Development Plan Context	Highbury Corner & Holloway Road Core Strategy Key Area Alexander Palace Protected Viewing Corridor Within 100m of TLRN and SRN road Rail Safeguarding – National Rail Rail Land Ownership – TfL Tunnels & Surface London Underground Zones of Interest Article 4 Direction A1-A2 (Rest of the borough) Article 4 Direction B1c to C3 Local Cycle Routes Strategic Cycle Routes
Licensing Implications	None
Site Address	45 Hornsey Road & 252 Holloway Road and land in between (including railway arches) London, N7
Proposal	Demolition of the existing temporary buildings and structures and erection of a 12-storey building to provide flexible Class E floorspace at ground floor level and 281 student bedrooms and internal and external resident amenity spaces on upper levels, together with refurbishment of the railway arches and the existing 3-storey building fronting onto Holloway Road to provide Class E(g)(iii)/E(a)&(b) and flexible Class E floorspace, a new pedestrian route, landscaping and public realm improvements, disabled car parking, cycle parking and other associated works.

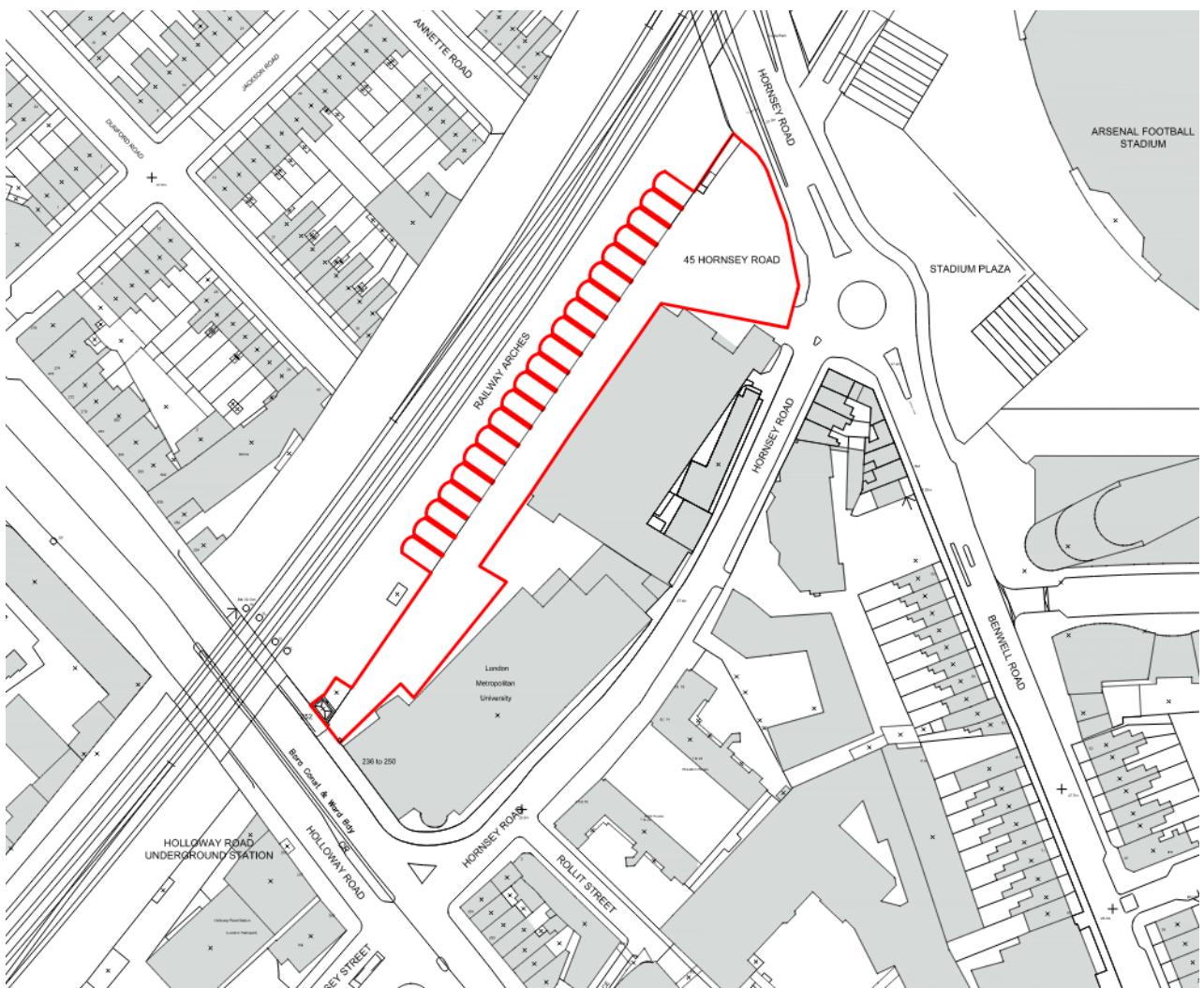
Case Officer	Stefan Sanctuary
Applicant	Ashburton Trading Limited
Agent	HGH Consulting

## 1. RECOMMENDATION

The Committee is asked to resolve to GRANT planning permission:

1. Subject to any direction by the Mayor of London to refuse the application or for it to be called in for the determination by the Mayor of London;
2. subject to the conditions set out in Appendix 1; and
3. conditional on the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

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



**Site Plan – Application Site outlined in red**



### 3. PHOTOS OF SITE/STREET



***Image 3.1: Aerial View***



***Image 3.2: Birds-Eye View - looking west***





**Image 3.3: View from Hornsey Road looking south**



**Image 3.4: Looking west from Benwell Road**



**Image 3.5: View from Holloway Road**





***Image 3.6: View from within site looking south***



***Image 3.7: View from within site looking south-west along railway arches***



***Image 3.8: View of railway arches external and internal***

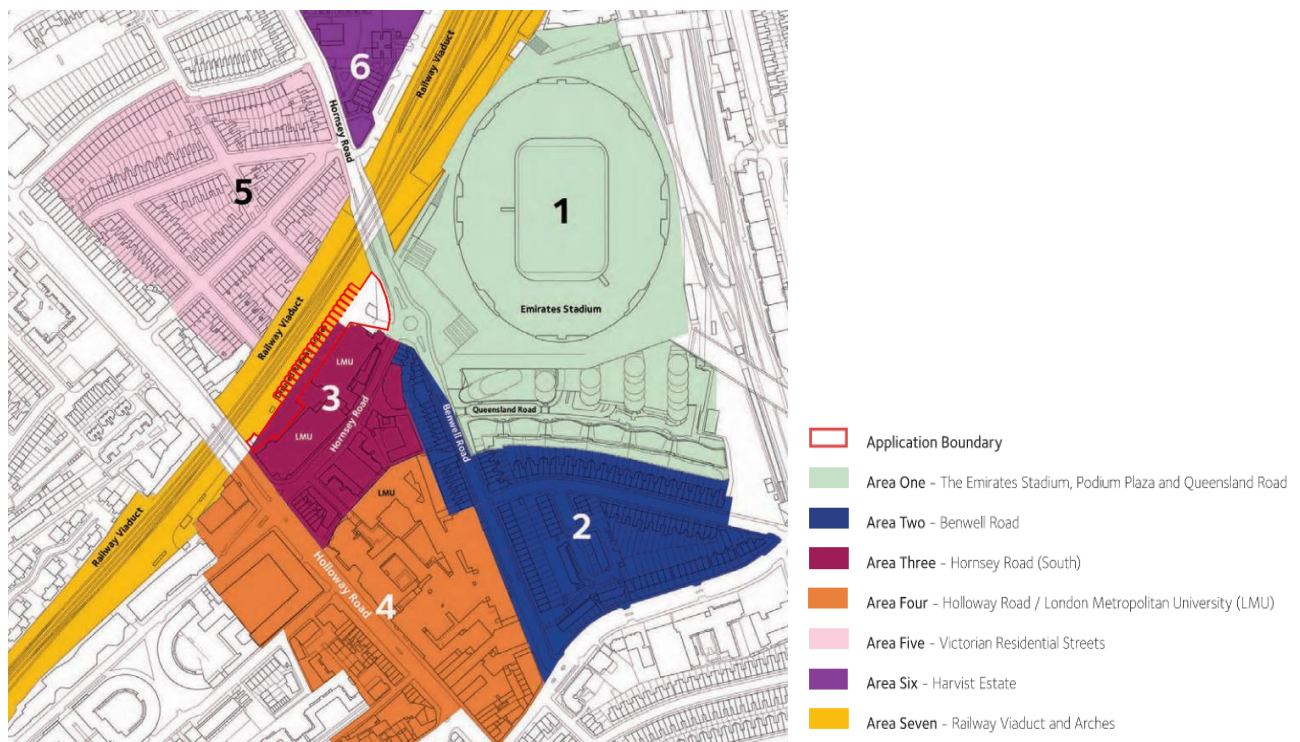
## 4. SUMMARY

- 4.1 This planning application seeks planning permission for the demolition of existing temporary buildings and structures on site and the erection of a 12-storey building to provide flexible Class E floorspace and ancillary facilities at ground floor level and 281 student bedrooms and internal and external resident amenity spaces on the upper levels, together with the refurbishment of the railway arches and the existing 3-storey building fronting onto Holloway Road to provide a range of E(g)(iii)/E(a)&(b) and flexible Class E floorspace, as well as a new pedestrian route, landscaping and public realm improvements, disabled car parking, cycle parking, refuse and recycling facilities and other associated works.
- 4.2 The site consists of a triangular-shaped plot with frontage onto Hornsey Road, a thin strip of land between the railway viaduct and the Metropolitan University Science and Learning Centre buildings, the railway arches within the railway viaduct as well as the site entrance on Holloway Road and the adjacent frontage building at 252 Holloway Road. The site is located within a highly urban context, which is characterised by the adjacent Emirates Arsenal Stadium – a vast landmark building within the borough. It is also characterised by the scale and form of the East Coast mainline railway that severs this part of the borough and runs along the site.
- 4.3 The proposed student accommodation is considered acceptable in principle and in land use terms and in this regard the scheme is considered to be compliant with London Plan Policy H15, Islington Core Strategy (ICS) Policy CS12, Development Management Policy DM3.9 as well as emerging Local Plan Policy H6, which stipulate particular criteria for the provision of student accommodation. The proposal is also considered to be consistent with London Plan Policy E2, Islington Core Strategy Policy CS13, Development Management Policies DM4.1 and DM5.1 and Policies R1 and B2 of the emerging Local Plan, which support retail provision and the provision of commercial floorspace that meet certain defined conditions and requirements. The application is also considered to be in line with the expectations and requirements of Site Allocation NH10, which accept the provision of student accommodation at the site, subject to the acceptability of other material considerations, as well as commercial floorspace, in particular light industrial floorspace, within the railway arches.
- 4.4 The proposal is considered to have multiple benefits from enhancing and reactivating the edge of the busy primary route of the Holloway Road, creating a new high quality pedestrian connection from this primary edge back to Hornsey Road to the east, refurbishing the double height railway arches to a high quality of design supporting a range of new uses within them, to redeveloping the eastern triangular part of the site to 45 Hornsey Road with a new 12 storey local landmark. These are significant ‘placemaking’ benefits that would contribute positively to the public realm. The proposed tower itself is considered to have been creatively and uniquely designed in a playful yet highly considered manner. Not only would it enrich the streetscape but it is considered to help mitigate against the effects of the severance of the East Coast overhead railway line to the north and scale of the football stadium to the east.
- 4.5 There are some minor daylight impacts on surrounding residential properties and some of the bedrooms on the lower levels of the proposed student accommodation building do not quite achieve the levels of natural daylight one would expect for habitable accommodation. These discrepancies are, however, considered to be outweighed by the generally high standard of accommodation proposed, including the provision of ancillary and communal facilities as well as the provision of a well-considered landscaping proposal involving new pedestrian routes, better connectivity and an enhanced public realm. The planning application is also considered to comply with relevant standards and requirements relating to energy, sustainability, transport, inclusive design, safety and security.
- 4.6 Overall, the application is considered to be in accordance with the relevant policies within the Development Plan, and is therefore recommended for approval subject to appropriate conditions and planning obligations set out in Appendix 1 of this report.



## 5. SITE AND SURROUNDINGS

- 5.1 The site consists of a triangular-shaped plot with frontage onto Hornsey Road, a thin strip between the railway viaduct and the Metropolitan University Science and Learning Centre buildings, the railway arches as well as the site entrance on Holloway Road and the adjacent frontage building at 252 Holloway Road. The site is located within a highly urban context that is, in part, dominated by the Emirates Arsenal Stadium – a vast landmark building within the borough. Activities and events at the stadium also dominate the functioning of the context, especially on match days. It is also dominated by the scale and form of the East Coast mainline railway that severs this part of the borough.
- 5.2 The Holloway Road presents a considerably different context to that of the Arsenal Stadium with associated constraints and opportunities fronting onto one of London's primary north-south thoroughfares – the A1. The site connects with Holloway Road almost directly opposite the Holloway Road Tube Station with a disused pedestrian/service vehicle access point fronting the street adjacent to a relatively small scale, three storey, vacant Victorian building. Immediately to the south-east of the site to this important edge lies the Metropolitan University's library building while to the north-west lies the railway viaduct.
- 5.3 The overhead railway, the main East Coast line, forms the long rear boundary of the entire site. It presents a significant form of severance to the surroundings to the north and west given its elevated form, and its 50m wide depth. Below the railway lines, and included within this application site, lie a parade of 21 'double height' Victorian brick arches. These are mostly in a dilapidated, and in some instances derelict, state. The north-eastern part of the site, 45 Horsey Road, is vacant. Its previous use was low intensity with a series of sheds and hard surfacing dominating the site. It is located directly opposite the main pedestrian entrance of the Emirates Stadium with its associated plaza styled forecourt.
- 5.4 The broader context is very varied in terms of urban form and characteristics as demonstrated by the townscape and heritage appraisals submitted with the application. It consists of 6 reasonably distinct character quarters (as shown in Figure 5.1 below), none of which include or reflect the characteristics of this fragmented site. It is, therefore, a pivotal yet isolated site that needs to address the multiple characteristics of the varying adjacent urban quarters in order to successfully and meaningfully knit itself back into the existing urban fabric and structure.

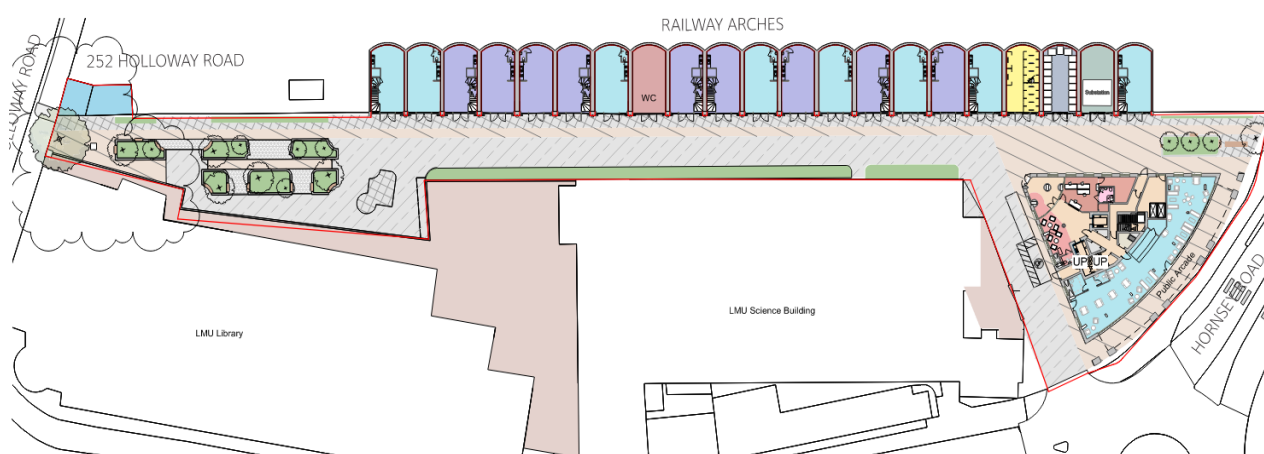


**Fig 5.1: Character Areas**

- 5.5 The site is identified in the Council's emerging Site Allocations Schedule as Site NH10 (45 Hornsey Road, the railway arches and 252 Holloway Road). The land at 45 Hornsey Road is considered suitable for residential uses, including student accommodation, within a building up to 12 storeys (37m).
- 5.6 The site does not contain any listed buildings nor is it within a Conservation Area. The St Mary Magdalene Conservation Area does however lie within 50m of the site and the site is within the setting of the grade II listed Holloway Road Underground Station. The site is partly within the Alexandra Palace Protected Viewing Corridor. Furthermore, the site is also partly within the Highbury Corner and Holloway Road Core Strategy Key Area and within close proximity of the Nags Head Town Centre.
- 5.7 Finally, the site has a PTAL rating of 6a (Excellent) due to its excellent connection to public transport. Several bus routes run along Holloway Road adjacent to the site connecting the site with north and central London destinations. Opposite the site is Holloway Road London Underground station with destinations along the Piccadilly Line and Drayton Park national rail station, with connections to central London and regions to the north of London. Both these stations are within walking distance of the site.

## 6. PROPOSAL (IN DETAIL)

- 6.1 The proposal involves the demolition of existing temporary buildings and structures on site and the erection of a 12-storey building to provide flexible Class E floorspace at ground floor level and 281 student bedrooms and internal and external resident amenity spaces on upper levels, together with the refurbishment of the railway arches and the existing 3-storey building fronting onto Holloway Road to provide a range of E(g)(iii)/E(a)&(b) and flexible Class E floorspace, a new pedestrian route, landscaping and public realm improvements, disabled car parking, cycle parking and other associated works, as shown on the plan below and described in more detail in subsequent paragraphs.



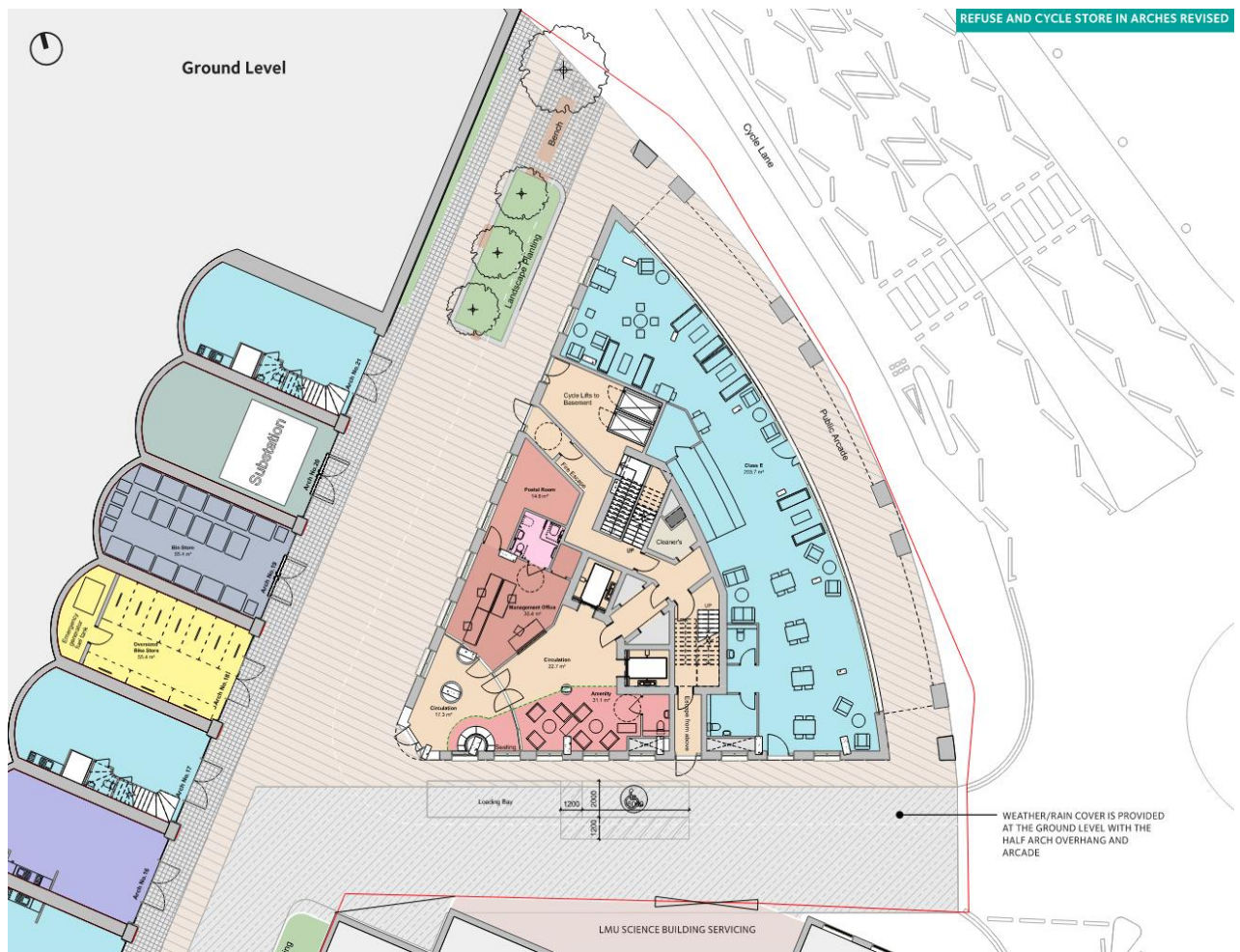
**Fig 6.1: Proposed Layout**

- 6.2 The proposal has been amended since the initial submission in order to address comments made by the Local Planning Authority and the GLA. The changes include a reduction in the number of student rooms from 284No. to 281No. bedrooms, improvements to the internal layouts, amendments to address fire safety requirements, an increase in the number of wheelchair accessible bedrooms, amendments to the public realm in order to facilitate on-site delivery and servicing and changes to the landscaping including at roof-level in order to enhance the site's Urban Greening Factor.
- 6.3 For ease of reference and understanding, the development proposal can be split into four parts as follows:



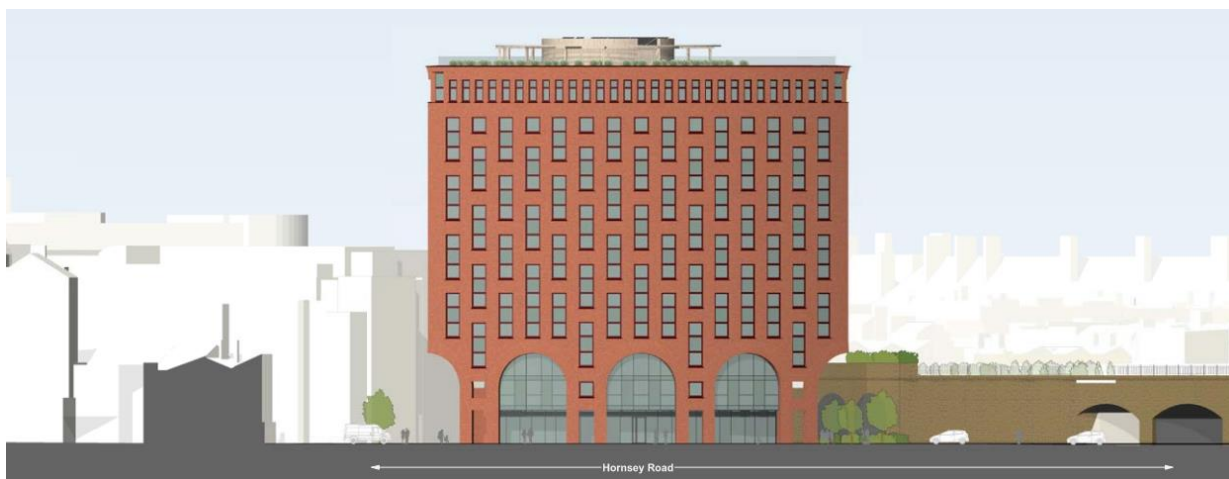
### The 12-storey student accommodation building (45 Hornsey Road)

- 6.4 The proposals involve a 12 storey mixed-use building at the northern, triangular part of the site. The building provides 196 sqm (GIA) flexible Class E floorspace at ground floor level and 281 student residential rooms at upper levels (including 35% affordable student rooms). A total of 10% of the student bedrooms (28) would be accessible rooms (split proportionately across the tenures), designed to be suitable for mobility impaired occupiers.
- 6.5 The student accommodation can be broken as follows:
- A. Affordable: (i) 80 cluster bedrooms (including 8 accessible)  
(ii) 18 studio units (including 6 accessible)
  - B. Market: (i) 183 studio units (including 14 accessible)
- 6.6 Alongside the flexible Class E floorspace, the ground floor level of the 12-storey building also incorporates the main entrance to the student accommodation as well as ancillary amenity space, a management office, a postal room and stair and lift cores providing access to the upper floors and the basement level. At basement level, the proposed building includes plant room, bike storage and end-of-trip facilities as well as laundry room.



**Fig 6.2: Proposed Ground Floor**

- 6.7 The upper levels include the student rooms, including cluster rooms and en-suite studios. Dedicated internal amenity space totalling 282 sqm for the student residents is provided at second floor level, providing space for communal kitchen, reading and recreation rooms. A further 141.5 sqm of amenity space is provided externally at roof-top level.



**Fig. 6.3: Proposed street-facing elevation of 45 Hornsey Road**

#### Refurbishment of railway arches

- 6.8 The application includes the refurbishment of the railway arches to provide ancillary space for the student accommodation as well as independent commercial floorspace. Three of the railway arches would be used as ancillary space in association with the student accommodation, in the form of a substation, refuse storage and bike storage as shown below. A further unit is reserved for use as a public toilet.



**Fig. 6.4: railway arches refurbishment - northern section**

- 6.9 The remaining 17No. railway arches would be refurbished for a variety of Class E uses, including a minimum of 5No. light industrial units. The arches are relatively modest in size (approx.55 sqm) but they have attractive proportions and qualities as well as floor-to-ceiling heights which would enable mezzanine levels to be provided.
- 6.10 The applicants have indicated that they would look to encourage and promote local businesses, light industrial use, artist studios, start-up flexible workspace, shops, cafes and bars, with some of the arches' uses controlled (and further details required) by condition (*conditions 14 and 42*). Furthermore, it is intended that the history and distinctiveness of the area would be celebrated by highlighting the arches and its materiality, establishing a local identity of the raised rail tracks that is otherwise not readily evident at the street level. All brickwork is proposed to be retained and repaired including the few remaining glazed bricks. The whole facade would be cleared of existing redundant cables, ducts and planting and would be complemented with a proposed contrasting material palette. Details of materials would in any case be reserved by condition (3).



## 252 Holloway Road

- 6.11 The existing derelict building on the Holloway Road frontage would also be refurbished and brought back into use for flexible commercial (Class E) floorspace, with some 90sqm of commercial floorspace provided over three floors. The building plays a role as a gateway to the public realm route from Holloway Road to Hornsey Road.



**Fig. 6.5: No.252 Holloway Road frontage building**

## Public Realm works

- 6.12 The public realm works to create a pedestrian connection between Holloway Road and Hornsey Road includes several elements. Firstly, as an entrance and marker to this space, the facade of 252 Holloway Road and brick wall adjacent to the building would be refurbished with new lighting proposed to highlight architectural features and the replica Arsenal clock to be installed on the roof top to mark the entrance from Holloway Road. The Holloway Road entrance also features a large tree, drinking fountain and generous space to walk or cycle through on both sides for pedestrians.



**Fig. 6.5: impressions of public route**

- 6.13 Further into the site along the pedestrian route vertical planting and groundcover planting is proposed at the foot of Network Rail arches. A series of rain gardens and tree pits defined by granite kerbs, referred to as 'The Grove', is also proposed. Timber planked seating is fixed to kerb stones and a ping pong table is set within the mix of trees with details would be secured by condition (30) in the event of planning permission being granted. The Hornsey Road approach is also defined

by a new tree, a long table made of precast concrete elements and a rain garden with vertical planting on the arch walls.

## 7. RELEVANT HISTORY:

### Application Site – 45 Hornsey Road

- 7.1 812135: A planning application for the use of the site of former laundry buildings for vehicle parking and open storage was **approved** on the 24<sup>th</sup> February 1984.
- 7.2 860617: A planning application the continued use of site for vehicle parking in connection with adjoining vehicle repair business was approved on the 18<sup>th</sup> August 1986.
- 7.3 P110486: A planning application for the erection of a part 24, part 25 storey tower providing for two flexible class A1 / A2 / A3 / A4 / A5 / B1 / D1 / D2 (shop / financial and professional services / restaurant - café / drinking establishment / business / non-residential institution / assembly and leisure) units at ground floor level, 450 bedroom student accommodation (class sui-generis) at upper levels, flexible class A3 / A4 / D2 / ancillary student space (restaurant - café / drinking establishment / non-residential institution / sui-generis) at 23rd floor level, and student amenity area (indoor and outdoor) at 24th floor level; along with the refurbishment of existing railway arches and 3-storey building fronting Holloway Road providing for flexible class A1 / A2 / A3 / A4 / A5 / B1 / D1 / D2 (shop / financial and professional services / restaurant - café / drinking establishment / business / non-residential institution / assembly and leisure) floorspace together with new pedestrian route, landscaping and public realm improvements, two disabled car parking bays, a servicing bay and other associated works was initially refused on the 26<sup>th</sup> August 2011.
- 7.4 The refusal was subsequently allowed at appeal but finally this decision was quashed by the Secretary of State on the 30<sup>th</sup> July 2013 and consent was withheld.
- 7.5 P112907: A planning application for the erection of a 16 storey building to provide flexible Class A1 and/or A2 and/or A3 and /or A4 and/or A5 and/or B1 and/or D1 and/or D2 floor space at ground level and 393 student bedrooms (arranged 32 x six bed flats, 17 x five bed flats and 56 studios) on upper levels, together with the refurbishment of the railway arches and the existing 3 storey building fronting onto Holloway Road, to provide flexible Class A1 and/or A2 and/or A4 and/or A5 and/or B1 and/or D1 and/or D2 floorspace, new pedestrian route, landscaping and public realm improvement works disabled car parking, cycle parking, and other associated works, including demolition and clearance of the existing buildings was refused and subsequently dismissed at appeal on the 5<sup>th</sup> October 2012.
- 7.6 P120980: A planning application for the temporary use of the site as a car wash (sui generis) for a period of two years was refused for reasons of highways safety and the appeal subsequently dismissed on the 4<sup>th</sup> March 2013.

### Application Site – 252 Holloway Road and railway arches

- 7.7 820482: A planning application for the use of the ground and first floors as a retail shop was approved on the 14<sup>th</sup> July 1982.
- 7.8 P031417: An application for the erection of a 4 storey retail and office building on Holloway Road frontage, replacement of arch fronts, change arches 2-21 to B1 (office) use, provision of 7 on-site parking spaces and cycle parking, substation, A/C and bin enclosures and landscaping was approved on the 23<sup>rd</sup> December 2003.
- 7.9 P2021/0051/ADV: Advertisement consent for the display of hand-painted murals to existing wall was approved on the 24<sup>th</sup> February 2021.



## **8. CONSULTATION**

### **Public Consultation**

- 8.1 Letters were sent to occupants of 2295 adjoining and nearby properties on Holloway Road, Jackson Road, Annette Road, Hornsey Road, Pollard Close, Lowman Road, Caedmon Road, Hornsey Road, Dunford Road, Queensland Road, Benwell Road, Bryantwood Road, Drayton Park, buildings on the Harvist Estate on the 25<sup>th</sup> May 2022.
- 8.2 A site notice and press notice were displayed on 02/06/2022. The public consultation of the application, therefore, expired on 26/06/2022; however, it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.3 At the time of the writing of this report a total of **39** objection letters had been received from the public with regard to the application. A further **4** letters of support were also received. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):

### ***Land Use***

- There is already a significant amount of student accommodation in the area. Further student accommodation is unjustified [*paragraphs 10.11 – 10.14*]
- New development should seek to attract longer-term residents into the area to create a more healthy and balanced community [*10.11 – 10.14*].

### ***Design***

- The design is of a poor quality and too high given its surroundings [*10.64 – 10.72*];
- The creation of more high-rise blocks would result in a more sterile environment [*10.44 – 10.79*].

### ***Sustainability***

- There would be an unsustainable impact on local infrastructure as a result of the development [*10.261 – 10.264*];
- The environmental impact of the proposed development is unacceptable [*10.151 – 10.163 and 10.188 – 10.209*];
- Any development here should be accompanied by significant investment in green infrastructure [*10.171 – 10.176 and 10.264*];
- Objects to any loss of trees and greenery as a result of the development [*10.171 – 10.176*]

### ***Highways / Transportation***

- The proposal would result in unacceptable impacts on the highway network [*10.226 – 10.250*];
- The development would bring about an unsustainable level of footfall to the area [*10.230 – 10.240*].

### ***Neighbouring Amenity***

- Loss of daylight, sunlight, outlook, and privacy [*10.118 – 10.150*];

- The proposal would result in a loss of a view to neighbouring properties [*Officer comment this is not considered to be a material planning consideration*];
- The proposal would result in an unacceptable level of noise and disturbance [10.151 – 10.154];
- The construction impacts from the development would be unacceptable [10.158 – 10.160];
- The proposal would result in unacceptable levels of air pollution [10.161 – 10.163].

### **Other Matters**

- The proposal would result in a loss of value to surrounding properties [*Officer comment this is not considered to be a material planning consideration*];
- The landowner Ashburton has a poor record of maintaining other properties in the surrounding and should therefore not be trusted on this one [*Officer comment: this is not considered to be a material planning consideration*];
- The proposal would have social, mental and psychological impacts that needs to be considered [10.163];
- The proposal would result in additional crime and anti-social behaviour [10.252 – 10.256].

### **Letters of Support**

- Support for the redevelopment of the site, cleaning up the site and creating a more welcoming alley;
- The refurbishment of the railway arches is supported in principle;
- The existing site is an eyesore and this is an opportunity to create much-needed public space away from the noise and pollution of traffic.

### **External Consultees**

- 8.4 A number of external statutory and non-statutory consultations were carried out. The following is a summary of the responses received:
- 8.5 **Network Rail:** Following assessment of the details provided to support the above application, Network Rail has no objection in principle to the development, subject to a number of conditions, especially with the proximity of the development to the East Coast Main Line and associated high voltage overhead line equipment and operational railway viaduct.
- 8.6 Conditions required on construction methodology (4), surface water drainage (39), railway noise mitigation and vibration (7 and 9) and glint and glare (40).
- 8.7 **London Fire Brigade:** No comments received.
- 8.8 **Health & Safety Executive:** A number of points raised in response to the Fire Strategy, which have been resolved. The HSE confirmed that they are satisfied with the information provided with the application (including the fire statement).
- 8.9 **Thames Water:** No objections to the proposal subject to conditions and informatives on water infrastructure, Impact Piling, Foul Water Drainage, Surface Water Drainage and Underground Water Infrastructure (*see conditions 38 and 39 and informatives 6 and 7*).
- 8.10 **Transport for London:** Following updated information provided by the applicant, TfL provided the following comments:



### Fire Safety

- 8.11 We would like to see the fire safety evacuation points to confirm they are not conflicting with the cycle parking in any way. *Officer comments: these have now been provided.*

### Deliveries and Servicing

- 8.12 The applicant should confirm that the construction plan will be amended to specify that the site working hours will be 9:30-16:30 excluding event days including football games, where the site must not be operational 2.5 hours prior to kick-off. *Officer comments: to be agreed as part of condition 4.*

### Construction Logistics Plan

- 8.13 A full CLP can be secured by condition however a commitment must be made by the applicant to only deliver and operate within the times requested above which should be included with the LBI Council's committee report. *Officer comment: the commitment has been provided and the CLP agreed as part of condition 4 will confirm this.*

- 8.14 **Islington Swifts:** In summary, there is an ecology report but the local presence of swifts and greater suitability of swift bricks to this site compared to general nest-boxes has been overlooked.

- 8.15 We therefore request that a significant number of integrated swift nest-box bricks in accordance with best-practice guidance are installed near roof level which would provide an aesthetically acceptable and zero maintenance way to provide a long-term resource to protect this species and improve the local biodiversity, in line with Islington Council's guidance on this issue (*condition 29*).

### **8.16 Design out Crime Officer (Metropolitan Police)**

- 8.17 The following comments were initially received from the DOCO. The comments have now been addressed by the applicant and the DOCO has confirmed that they are satisfied with the responses received, subject to condition 19 which requires Secured by Design accreditation.

- As previously discussed, the public realm is of particular importance here. There is a fairly substantial overhang from the design of the building and as per page 52 from the applicant's DAS, is a particular feature that the arched roof will provide rain cover. Although it is likely that this route will be well used with legitimate activity and higher levels of natural surveillance during the day, this can completely change in hours of darkness with the potential for ASB. This will place greater emphasis on where any seating is proposed, type of seating and so on. Recommend that no seating is present in the covered area as this will allow cover from inclement weather to any person misusing this area such as street drinkers. *Applicant comment: no seating is proposed under the overhang, with final details secured by condition (30).*

- Some trees are proposed to be incorporated within the public realm. These must not reduce levels of lighting, lines of sight (i.e. canopies no lower than 2.5m) or levels of both natural and formal surveillance (CCTV). Trees with thinner canopies can be helpful here. *Applicant comment: suitable urban street trees have been chosen that do not have canopies lower than 2.5m.*

- It is recommended that CCTV is installed within this area as an overt deterrent and reassurance for residents, community etc. This should be installed by a member company from either the National Security Inspectorate (NSI) or Security Systems and Alarms Inspection Board (SSAIB). *Applicant comment: the landscape architects will work with a security specialist to ensure CCTV equipment integrates with public realm design in next stages of design.*

- Lighting in a public space must comply with BS 5489-1:2020 – public standard for lighting. There must be no dark spots that can provide areas of concealment in this public area. *Applicant comment: There are currently 13 column lamp posts throughout the site therefore, all external areas of the site will be sufficiently well-lit and there will be no dark spots.*

- The 'public arcade' or overhang will require measures to design out the potential for issues to occur here. This is not an ideal feature as it can provide areas of concealment, reduce lines of sight and provide shelter from the elements for any person to misuse – especially in hours of darkness when legitimate activity and levels of natural surveillance drastically reduce. *Applicant comment: We believe that the arcade is very 'open' along its length and as the lines of site show, there is little opportunity for concealment. The brick piers between the arches have openings in them to reduce opportunities for concealment.*

- There is a vast cycle store planned for the site in the basement. Is there any ability to segregate this into separate stores to help to reduce the risk of potential cycle theft? Cycle lifts are proposed and these are accessed via a separate door on the railway arches side. This door cannot be seen from the reception area and will be located in an area of lower natural activity and surveillance. The stair-core will also need to be fobbed in this instance. *Applicant comment: Fob activated control of the cycle lifts and the door in the basement serving the stair will be provided as recommended.*

- Each ground floor door must be security rated and certificated to protect against attack. Either security ratings LPS 1175 Issue 8:B3 (SR2) or STS 202 Issue 6:BR2 will be acceptable here. *Officer comment: to be required as part of condition 19.*

- The applicant refers to security compartmentation via fob control. This is positive. Page 92 also refers to fob control of the roof amenity space. This is good. It is important that fob control is supported by a 'data logging' facility as this can help to identify any fob misuse e.g. loud music from roof amenity space at 3am and so on.

- The refuse store within the arches is proposed to be shared between commercial and residential (student) uses – page 101 DAS. This is not suitable here as any shared use can lead to conflict such as others misusing wrong bins, doors being left insecure and so on. It is advisable that there is a separate refuse store for the student accommodation and for the commercial unit. *Applicant comment: A dedicated refuse store for the Ground floor commercial unit will be provided in one of the arches as indicated or similar, to separate it from the student waste store in arch no. 19 as recommended. The recommendations and requirement relating to doors is noted and will be conditioned.*

- Some further information in respect of SBD has been included on page 103 of DAS. It is positive that 24/7 management has been included within the DAS but it is not guaranteed that this will be available for the lifetime of this site, therefore it is important to place greater emphasis on the physical security aspects of the building.

- The above does not result in full and final SBD consultation for the applicant. If this scheme is approved, I would respectfully request that this site and the public realm must achieve Secured by Design (Gold) accreditation and that the applicant engages with an MPS DOCO throughout to enable this to occur.

8.18 **UK Power Network:** no comments received.

8.18 **Greater London Authority**

8.19 London Plan policies on land use principles, agent of change, affordable student accommodation, urban design, fire safety, inclusive access, heritage, sustainability, environmental issues and transport are relevant to this application. Whilst the proposal is supported in principle, the application does not fully comply with these policies, as summarised below:

- Land use principles: The Council should ultimately determine whether it is satisfied the applicant has demonstrated the existing use of the site to be nil use rather than industrial. Noting the allocation specifies that industrial uses should be retained in the arches, this space should be designed to accommodate such uses. No evidence of need or support for the development from a local HEP has been provided. The units are generally well laid out but more detail on the kitchenettes in the studios should be set out and some of the cluster communal spaces appear

to be very small and the kitchens inadequate. The need/ demand for student accommodation in this location would need to be robustly demonstrated, particularly given the high concentration of student halls in the vicinity of the site.

*Officer comment: the site's planning history has been thoroughly interrogated in order to come to the conclusion that the site cannot truly be considered to be industrial in use or nature. This is relevant as planning policies require a 50% provision of affordable housing / student rooms within sites that have an industrial designation. While some of the space/railway arches have been used as a car mechanics or van hire in the past, this is only a small fraction of the site. Moreover, some of the previous uses, while often found within industrial areas, would not formally be considered industrial uses as such. Furthermore, evidence has now been provided demonstrating demand for student accommodation in the area.*

- Agent of change: A baseline noise assessment should be carried out during a music event at the stadium to ensure that the proposed acoustic attenuation is sufficient, in order to fully satisfy agent of change policies.

*Officer comment: appropriate noise and sound insulation conditions would be conditioned accordingly in the event of planning permission being granted.*

- Affordable student accommodation: If the Council conclude the existing use to be a nil use, the scheme can follow the fast track route at 35% affordable bedspaces. However, the threshold would increase to 50% and therefore a viability assessment would be required if the existing use is found to be industrial. The affordable accommodation must be affordable, allocated by the HEP with nomination rights over the development, the units must be equivalent in size to the market and secured as student accommodation during term time. All of which would need to be robustly secured within the s106 agreement.

*Officer comment: sufficient evidence has been submitted and considered to demonstrate beyond reasonable doubt that the site does not have an established industrial use and that the proposed 35% affordable bedspaces should enable the fast-track route. The provision of 'tenure-blind' affordable student accommodation that is allocated through and governed by a Nominations Agreement would be secured through the s106 agreement.*

- Urban design: Further information and potential amendments are required in order to confirm acceptance on balance of the proposed height of the building. The provision of public toilets is welcomed, this should be open 24hrs and include a changing places toilet. Potential for overlooking should be investigated. The use of red engineered brick for the facades is questioned.

*Officer comment: we are satisfied with the overall design approach including height, which has been scrutinised and subsequently commended by the Design Review Panel. Materials will be subject to condition.*

- Fire safety: The fire strategy should be updated to include completed Gateway forms and additional details as requested. The credentials of the author should be confirmed as well as the provision of fire evacuation lifts.

*Officer comment: the fire strategy has been thoroughly considered and subsequently endorsed by the Health & Safety Executive as well as the Council's Building Control.*

- Sustainability: The energy strategy broadly complies with policy but various issues would need to be resolved. The applicant has only just submitted the WLC and circular economy spreadsheets. Detailed comments will be supplied once these have been reviewed in full.

*Officer comment: the energy strategy is considered acceptable subject to appropriate conditions on energy, carbon reduction and the circular economy.*



- Environmental issues: The applicant should aim to increase the UGF score for the site from 0.25 to 0.4. A CEMP would need to be conditioned. Further information on drainage is required and an air quality condition should be secured.

*Officer comment: further enhancements have been made to the proposal's Urban Greening Factor and drainage and air quality would be suitably conditioned in the event of planning permission being granted.*

- Transport: Further information on the public route is required. The loading bay should not be used during Emirate stadium events. Construction servicing should also be limited on event days. Safety mitigation for cyclists should be identified. The site is located above the Piccadilly Line tunnels and therefore infrastructure protection conditions restricting construction are necessary. A booking system should be proposed to manage activity and the DSP should facilitate cargo bikes. Construction access should be clarified. The cycle lane should be protected at all times. Funding for the monitoring and implementation of the Travel Plan should be secured.

*Officer comment: this has been addressed through the provision of additional information and will be subject to relevant planning conditions in the event of permission being granted.*

### **Internal Consultees**

- 8.20 **Planning Policy:** Permission is sought for 284 student bedspaces over 12 storeys of accommodation. There are 90 bedrooms provided as cluster beds and 184 studio beds. Amenity space is provided at ground floor level and rooftop. 28 of the beds are accessible equating to a policy compliant quantity of 10% wheelchair accessibility. The cluster rooms form part of the affordable student accommodation with a further 10 studios also identified as affordable bedspaces. The contribution to overall housing supply equates to 114 housing units. The approximate one third cluster beds vs two thirds studios is considered acceptable in terms of provision of a mixed and balanced student community.
- 8.21 In relation to mixed and balanced communities for the wider area the proposal would add to the existing concentration of student accommodation in this local area. Three other buildings containing student accommodation are located just over 200 metres away on Holloway Road. These buildings have all completed in the last 10 years and provide over 1,400 bedspaces. London Plan policy H15 requires boroughs to seek to ensure that at the neighbourhood level the development contributes to a mixed and inclusive neighbourhood. There is a significant density of conventional housing provided nearby at Queensland Road and more distant at Hornsey Street. When taken together these factors are considered to currently mitigate the increasing concentration of student accommodation that would arise from the proposal and maintain a mixed and inclusive neighbourhood.
- 8.22 Policy DM3.9 expects a decent standard of accommodation and amenity. Emerging policy H6 expects high quality accommodation including the provision of good-sized rooms and communal space. The minimum size of a studio room is 19.75sqm. The minimum size of a cluster room is 13.6sqm. There is internal amenity space totalling 282 sqm for the student residents on the second floor. In addition 141.5 sqm of amenity space is provided externally at roof-top level. This equates to 1.5sqm amenity space per student. There is no guidance specific for purpose-built student accommodation. The GLA have consulted on supplementary guidance for Large-scale purpose-built shared living which recommends 5sqm per resident but this is guidance is not adopted nor is it currently intended to apply to purpose built student accommodation.
- 8.23 Policy DM3.9 of the adopted Local Plan also requires that the proposed development is only occupied by students and where necessary a connection to a specific higher education institution is identified. Emerging Local plan policy H6 goes further and expects a nomination agreement with priority to higher education providers in close proximity to the proposed accommodation, London Metropolitan university is the prime candidate. The application makes clear that these nomination rights will be set out within the Section 106 Agreement.

- 8.24 The policy requirement to provide bursaries payments remains adopted council Policy with DM 3.9 (adopted 2013) including a requirement to secure funding for bursaries in line with the Core Strategy policy CS12 (adopted 2011). At this point in time policies in the emerging Local Plan have moderate weight with consultation on modifications commencing on 24 June 2022. The Inspectors have requested a modification so that would remove the policy requirement for bursaries.
- 8.25 The requirement for at least 35% of the accommodation to be secured as affordable student accommodation is set out in the London Plan 2021 policy H15. In terms of the London Plan, Policy H15 Part A (4a) requires 35% of student accommodation to be affordable student accommodation and 50% affordable student accommodation on public sector land or industrial land appropriate for residential uses in accordance with Policy E7. The proposal site is not designated industrial land in the form of Locally Significant Industrial Site (LSIS) but could be considered a non-designated industrial site in line with Part C of Policy E7 – the site is allocated in an adopted DPD for residential or mixed use development. The site history presented in the application material is inconclusive and a legal opinion submitted to support the application suggests either a nil use or a sui generis use for the planning unit. The current/previous use in the adopted plan for the site allocation for the site is for commercial use and sui generis.
- 8.26 Both the adopted and emerging site allocation seek to maintain commercial uses, particularly light industrial uses, under the railway arches. There are 21 arches in total each measuring 5 x 10 metres. The proposal is to re-use the railway arches for 1,668 sqm (GIA) of flexible commercial floorspace, including light industrial floorspace, for small and medium-sized enterprises. This floorspace figure includes an assumption that 50% of the arches provide mezzanine space. A toilet will also be provided in the railway arches for the visitors and commercial users of the arches. Three of the arches will be used for storage and ancillary uses for the student accommodation. In addition 195sqm of class E floorspace will be provided at ground floor in the student accommodation building.
- 8.27 Approximately half of the floorspace is proposed to be limited to Class E (g) and rest will be flexible. To better reflect the site allocation this proposal should go further than Class E (g) and be specifically conditioned to light industrial floorspace. Rather than 50% it is suggested that one third of the arches be limited to light industrial, one third to Class E (g) and one third to general Class E. This is beneficial to both support the wider London economy as well as the local SME economy. It is noted that emerging policy B3 part C provides a reasonable level of flexibility where floorspace is conditioned within a specific class E use and requires 6 months marketing for the full class E flexibility to be applied.
- 8.28 The general Class E floorspace could represent up to 500sqm of floorspace. Because these uses are not defined and could include retail and other main town centre uses in line with emerging Local Plan policy R3 this will require an impact assessment and potentially a sequential test. This is on the basis that retail Class E (a) use is proposed and is more 300 metres from the Primary Shopping Area for Nag's Head town centre.
- 8.29 The emerging Local Plan site allocation identifies an opportunity for the development of a local landmark building of up to a height of 12 storeys (37m). The proposal exceeds this height by 5m at approximately 42m total height so is contrary to policy. The Islington Tall Buildings Study makes the following notes about the location:
- 8.30 *'This site offers an opportunity for the development of a local landmark building of up to a height 12 storeys on the site adjacent to the Emirates Stadium. This tall building completes the assembly of taller buildings that mark the extent of the stadium in the railway triangle. The building needs to find an appropriate response to the stadium, which remains the principal landmark in this location. The building at 45 Hornsey Road should be clearly subordinate to the stadium. It also needs to respond sensitively to the residential environment directly to the north of the railway tracks.'*
- 8.31 Officer comments: As requested, a further study of demand for student accommodation has been submitted with the application and the applicants have agreed to enter into a Nominations Agreement, the details of which are elaborated on further in the section 106 agreement. Further evidence has been provided about the site's established and existing uses and the proposed uses

*now include 5No. designated light industrial units in order to comply with the Site Allocation for the site.*

8.32 *A Retail Impact Assessment has now been submitted with the application and the conclusions that the proposal would not adversely impact Islington Town Centres can be accepted. In terms of height, while marginally above the maximum height suggested within the Site Allocation, it is considered that the building proposed would meet the aspirations of the Site Allocation to create a landmark that completes the assembly of taller buildings that mark the extent of the stadium in the railway triangle. In this regard, the proposed building is also considered to be an appropriate design response to the stadium. Both Design Review Panel and the Council's Design & Conservation Officer are comfortable with the proposed height.*

8.33 **Design & Conservation**

8.34 The proposal has multiple benefits from enhancing and reactivating the edge of the busy primary route of the Holloway Road, creating a new high quality pedestrian connection from this primary edge back to Hornsey Road to the east, refurbishing the double height railway arches to a high quality of design and so support a range of new uses within them, to redeveloping the eastern triangular part of the site to 45 Hornsey Road with a new 12 storey local landmark. These are significant 'placemaking' benefits that will contribute positively to the public realm.

8.35 The tower itself has been creatively and uniquely designed in a playful yet highly considered manner. Not only would it enrich the streetscape but it would help to mitigate the effects of the severance of the East Coast overhead railway line to the north and scale of the football stadium to the east. There are no design objections.

8.36 **Inclusive Design Officer:** In general the designs are considered to be acceptable. A significant amount of detail is still required and this should be requested by condition (22) in the event of planning permission being granted.

8.37 **Energy:** A number of points were raised in relation to the applicant's energy strategy. These have largely been addressed, with a number of outstanding matters captured by condition as detailed within Appendix 2.

8.38 **Highways:** No objection in principle to the proposal subject to comments from TfL and details of construction management.

8.39 **Public Protection:** No objections to the proposal subject to relevant conditions on noise limits, plant noise, sound insulation, vibration, air quality, land contamination and construction management (*conditions 4 and 7-13*).

8.40 **Building Control:** A number of points were raised to the submitted Fire Safety Strategy. These have now been addressed in a revised document.

8.41 **Tree Officer:** No objection to this proposal, subject to further tree planting on the Hornsey Road frontage. Moreover, the trees which are proposed to be planted in the access road should be planted at ground level into the ground using appropriate 3d cellular crate systems and rain garden provision. The proposed scheme suggest these are 'rain gardens' but it is not clear how this is so. From the details currently provided, they appear like above ground planters which would not be acceptable or policy compliant.

8.42 Officer comment: *further details have now been provided, which successfully demonstrate the depth of the tree pits. Further details would be required by condition (30) in the event of planning permission being granted and an off-site tree planting contribution has been secured.*

8.43 **Sustainability comments:** A number of sustainability comments were raised in response to the application. These have now all been addressed with further detail required by condition in relation to BREEAM certification, SUDS, green roofs, ecology and biodiversity (*conditions 17, 20, 29-32*).



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

### **National Guidance**

- 9.1 Islington Council (Planning Committee), in determining the planning application has the main following statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
  - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
  - As the development is within or adjacent to a conservation area(s), the Council has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area (s72(1)).
- 9.2 National Planning Policy Framework 2021 (NPPF): Paragraph 10 states: "at the heart of the NPPF is a presumption in favour of sustainable development.
- 9.3 The National Planning Policy Framework 2021 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals
- 9.4 Since March 2014 Planning Practice Guidance for England has been published online.
- 9.5 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 9.6 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
  - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 9.7 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.
- 9.8 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers.

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

- 9.9 In line with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, in assessing the proposals hereby under consideration, special regard has been given to the desirability of preserving the Conservation Area, its setting and any of its features of special architectural or historic interest.
- 9.10 In line with Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, special regard has been given to the desirability of preserving the adjoining listed buildings, their setting and any of their features of special architectural or historic interest.

### **Development Plan**

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

### **Designations**

- 9.12 The site has the following designations under the London Plan 2021, Islington Core Strategy 2011, Development Management Policies 2013, and Site Allocations 2013:
- Highbury Corner & Holloway Road Core Strategy Key Area
  - Alexander Palance Protected Viewing Corridor
  - Within 100m of TLRN and SRN road
  - Rail Safeguarding – National Rail
  - Rail Land Ownership – TfL Tunnels . Surface
  - London Underground Zones of Interest
  - Article 4 Direction A1-A2 (Rest of the borough)
  - Article 4 Direction B1c to C3
  - Local Cycle Routes
  - Strategic Cycle Routes

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

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

### **Draft Islington Local Plan**

- 9.14 The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation, with consultation on the Regulation 19 draft taking place from 5 September 2019 to 18 October 2019. The Draft Local Plan was subsequently submitted to the Secretary of State for Independent Examination in February 2020. The Examination Hearings took place between 13 September and 1 October 2021, with consultation on Main Modifications running from 24 June to 30 October 2022.
- 9.15 In line with the NPPF, Local Planning Authorities may give weight to relevant policies in emerging plans according to:
- the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
  - the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

- the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

9.16 Given the advanced stage of the draft plan and the conformity of the emerging policies with the Framework it is considered that policies can be afforded moderate to significant weight depending on the significance of objections to main modifications.

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

- Policy SP5 – Nag’s Head and Holloway
- Policy H6 – Purpose-built student accommodation
- Policy SC3 - Health Impact Assessment
- Policy B1 - Delivering business floorspace
- Policy B2 - New business floorspace
- Policy R1 - Retail, leisure and services, culture and visitor accommodation
- Policy R4 – Local Shopping Areas
- Policy R5 – Dispersed retail and leisure uses
- Policy R8 – Location and Concentration of Uses
- Policy G3 – New public open space
- Policy G4 – Biodiversity, landscape design and trees
- Policy G5 – Green Roofs and vertical greening
- Policy S1- Delivering sustainable design
- Policy S2- Sustainable design and construction
- Policy S4- Minimising greenhouse gas emissions
- Policy S6 – Managing heat risk
- Policy S7 – Improving Air Quality
- Policy T2- Sustainable transport choices
- Policy T4 – Public realm
- Policy T5 - Delivery, servicing and construction
- Policy DH1- Fostering innovation and conserving and enhancing the historic environment
- Policy DH3 – Building heights
- Policy DH7 – Shopfronts

## 10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Land Use
- Design, Conservation and Heritage
- Quality of Accommodation
- Accessibility and Inclusive Design
- Neighbouring Amenity
- Energy and Sustainability
- Highways and Transport
- Refuse and Recycling
- Fire Safety
- Planning Obligations and CIL
- Planning Balance Assessment

### LAND USE

#### Student Accommodation

10.2 The proposal involves the provision of new purpose-built student accommodation in the Holloway Road area of the borough. As such, London Plan Policy H15, Islington Core Strategy (ICS) Policies



CS4 and CS12, Development Management Policy DM3.9 as well as emerging Local Plan Policies H6 and SP5 are of relevance.

- 10.3 London Plan Policy H15 states that boroughs should seek to ensure that the local and strategic need for purpose-built student accommodation is addressed, provided that: (i) the development contributes to a mixed and inclusive neighbourhood; (ii) the use of the accommodation is secured for students; (iii) the majority of the bedrooms in the development including all of the affordable student accommodation bedrooms are secured through a nomination agreement for occupation by students of higher education providers; (iv) the maximum level of accommodation is secured as affordable student accommodation: at least 35 per cent of the accommodation must be secured as affordable student accommodation or 50 per cent where the development is on public land or industrial land appropriate for residential uses. Moreover, the affordable student accommodation bedrooms should be allocated by the higher education provider(s) that operates the accommodation, or has the nomination right to it, to students it considers most in need of the accommodation. Finally, the student accommodation is required to provide adequate functional living space and layout and should be in locations well-connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes.
- 10.4 In terms of local policies, ICS Policy CS12 states that the provision of additional student accommodation will be supported only within the identified London Metropolitan University campus area and specific City University London sites. These will be designated or allocated in the Site Specific Allocations and Bunhill & Clerkenwell Area Action Plan. Policy CS4 states that the expansion of university uses in the Highbury Corner and Holloway Road area is supported including an element of student accommodation for London Metropolitan University students.
- 10.5 Development Management Policy DM3.9 states that new student accommodation will only be approved where: i) the site has been allocated or designated for student accommodation use; ii) it can be demonstrated that the proposal will not give rise to any significant adverse amenity impact(s) on the surrounding neighbourhood; and iii) all proposed units provide a decent standard of accommodation and amenity. Moreover, planning conditions and agreements will be used to ensure that student accommodation is occupied only by students (and where necessary, members of a specified educational institution) and to ensure that the development is subject to an appropriate site management and maintenance plan.
- 10.6 Emerging Local Plan policy on student accommodation is set out in Policy H6, which repeats the requirements of adopted policy that proposals involving the development, redevelopment and/or intensification of purpose-built student accommodation will only be permitted on sites allocated for purpose-built student accommodation or on sites with existing purpose-built existing student accommodation, subject to consistency with other Local Plan policies and additional impacts of development being acceptable. Moreover, emerging Policy SP5 confirms that the London Metropolitan University will continue to play an important role in contributing to the local economy. Additional accommodation for students will not be allowed other than on sites allocated for student accommodation in the Spatial Strategy area.
- 10.7 It can be confirmed that the site is identified in Site Allocation HC3 of the adopted Site Allocation Schedule as a site suitable for student accommodation given its location adjacent to LMU. This is repeated in the emerging Site Allocation NH10 which states that given its location adjacent to London Metropolitan University, the site may be also considered as a site suitable for student accommodation.
- 10.8 The other requirements for student accommodation specified within emerging Local Plan Policy H6 builds on those requirements reflected in adopted London Plan, ICS and Development Management Plan Policies and provides additional requirements around inclusive design, quality of accommodation, wheelchair accessible rooms, communal amenity space and access to natural daylight all of which will be considered in more detail in subsequent sections of the report. The policy also repeats requirements of adopted policy by requiring that (i) development is subject to an appropriate site management and maintenance plan; (ii) that the accommodation will only be occupied by students of one or more higher education provider(s) through a binding nomination

agreement, with priority given to higher education providers in close proximity to the proposed accommodation in the first instance; (iii) the use of student accommodation as general visitor accommodation – either short-term or long-term – is suitably managed and conditioned; and (vi) at least 35% affordable student accommodation is designated affordable student accommodation.

- 10.9 As already confirmed, the site is within the London Metropolitan University (LMU) campus area and identified as a site allocation in both the adopted Site Allocations DPD (ref HC3 site E) and the emerging Site Allocations DPD (ref NH10) as a site for student accommodation. Moreover, it can be confirmed that the use of the accommodation would be secured for students through the s106 agreement and that the accommodation would only be occupied by students of a higher education provider. A binding nomination agreement would ensure that those attending Higher Education Institutions that are local to the development are prioritised. Furthermore, the s106 agreement secures that 35% of the accommodation would be allocated by the higher education provider(s) that operates the accommodation, or has the nomination right to it, to students it considers most in need of the accommodation, with Islington students and Islington care leavers being prioritised. Finally, the development would be subject to a management and maintenance plan through the s106 agreement in the event of planning permission being granted. Considerations around the quality of the accommodation, access arrangements and inclusive design as well as impacts on existing amenities will be addressed in subsequent sections of the report.
- 10.10 An analysis of the site's previous uses has been carried out in order to ascertain whether the 50% affordable student accommodation requirement of London Plan Policy H15 would apply. It can be confirmed that the planning history of the site does not reveal express planning permissions for specific industrial uses. An exploration of the history of uses going back to 2005 shows long periods of vacancy and a variety of occupiers ranging from a car mechanics, a car park, a record shop and a recording studio. While the railway arches have been generally vacant and derelict for some time now, informal use of the forecourt at 45 Hornsey Road has remained. The site has been mainly used as a car park over the years and continues to be used as such informally. Use of the site as a car wash has also continued on a sporadic basis, despite an appeal decision on the 4<sup>th</sup> March 2013, which dismissed the use of the site as a car wash for highways safety reasons. In any case, a car park and car wash are not considered to be industrial uses per se, rather they are sui generis uses which are compatible with industrial areas. There does not appear to be anything within the site's history that demonstrates the site or any part of it has an established industrial function or use. Moreover, the site is not in public ownership. As such, the provision of 35% affordable student accommodation is considered to be acceptable and to comply with London Plan Policy H15.
- 10.11 In terms of the requirement for new student accommodation proposals to contribute towards mixed and balanced communities, an assessment has been carried out of the uses in the surrounding area to ensure that the proposal does not lead to an overconcentration of student accommodation. In relation to this, objections have been received from neighbouring residents that there is already a significant amount of student accommodation in the area and that further student accommodation would result in a more transient population that would not contribute to creating the stability and harmony that a more settled community would provide. The proposal would indeed add to the existing concentration of student accommodation in this local area. Three other buildings containing student accommodation are located just over 200 metres away on Holloway Road. These buildings have all completed in the last 10 years and provide over 1,400 bedspaces.
- 10.12 However, there is physical separation between the proposal site and the other student accommodation on the south side of the busy Holloway Road and there is a significant density of conventional housing provided nearby at Queensland Road and along Hornsey Road and Benwell Road. Moreover, whilst relevant adopted and emerging policy supports an element of student accommodation within this part of the borough if identified as such within Site Specific Allocations, the only site in the area which was always potentially earmarked for student accommodation in the emerging Site Allocation Schedule is this site (though "an element of student accommodation may be considered acceptable" within the LMU campus has been added into the wording of the emerging Site Allocation during the course of the examination process). When taken together these factors are considered to ensure that a mixed and inclusive neighbourhood is maintained

and to provide sufficient and sound justification for the provision of student accommodation at this location.

- 10.13 In terms of the demand for new student accommodation in the area, the application includes a Student Accommodation Demand Assessment, which seeks to provide an analysis of area-specific demand for student housing in London and a justification for the provision of student accommodation at this site. The submission presents London as the largest student housing market in the UK – and Europe – with approximately 400,000 full time students studying across universities, as well as those at smaller institutions. The assessment argues that whilst London has a large purpose-built student housing market, it does not come close to providing the amount of accommodation required to house London's students, with approximately 310,000 students having to find accommodation outside of this purpose-built sector, mostly in Houses in Multiple Occupation, which puts further pressure on the residential market. It is considered that this pressure is only set to increase due to the increasing number of 18 years olds within the UK until 2030, along with an anticipated steady increase of student numbers generally especially from outside of the UK. The submitted assessment accepts that Brexit has reduced the number of EU students coming to the UK, but this has been more than compensated for the increase in international (non-EU) students.
- 10.14 The location of the site is close to a number of transport hubs, and the assessment estimates that this would put the site within 30 minutes' door-to-door travel time of a good proportion of universities, that between them have over 200,000 students. Their assessment also indicates that over 50% of full-time students in London would be able to reach the university they are attending within 30 minutes travel time from the Site. Without specifically corroborating some of the particular detail quoted within this submission, it can be accepted that the site is well-connected to Higher Education Institutions across London and that there is a clear demand for additional student accommodation in London, as confirmed within the supporting text of London Plan Policy H15. Crucially, there is considered to be sufficient policy justification for the provision of student accommodation at this site as discussed above, subject to an assessment of the proposal against other relevant planning policies.

### **Commercial / Business Uses**

- 10.15 In accordance with Site Allocation HC3 and emerging NH10, which encourage the renovation and reuse of the railway arches for new commercial floorspace, including light industrial floorspace, the proposal includes the refurbishment of the railway arches for a variety of commercial uses alongside new commercial floorspace on the ground floor of the student accommodation building as well as the reprovision of commercial floorspace at 252 Holloway Road. The total commercial floorspace proposed equates to 1,668sqm (Class E) floorspace.
- 10.16 The National Planning Policy Framework has as an economic objective (in Chapter 6) to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation and improved productivity and states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Chapter 7 states that local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Moreover, main town centre uses should be located in town centres, and then in edge of centre locations.
- 10.17 London Plan Policy GG5 states that to conserve and enhance London's global economic competitiveness and ensure that economic success is shared amongst all Londoners, sufficient employment and industrial space in the right locations to support economic development and regeneration should be planned for. Policy E2 requires development of business uses to ensure that the space is fit for purpose having regard to the type and use of the space and finally Policy E9 requires LPAs to manage clusters of retail and associated uses having regard to their positive and negative impacts on the objectives, policies and priorities of the London Plan including: a) town centre vitality, viability and diversity b) sustainability and accessibility c) place-making or local identity d) community safety or security e) mental and physical health and wellbeing.



- 10.18 At a local level, ICS Policy CS14 states that Islington will continue to have strong cultural and community provision with a healthy retail and service economy providing a good range of goods and services for the people who live, work and study in the borough and that Islington will retain the primacy of retail shops in the borough's town centres and shopping areas and actively promote independent retail. Policy DM4.1 states that in order to encourage new provision of small and independent shop units, the council will seek to secure small shop units (generally considered to be units of around 80m<sup>2</sup> gross internal floorspace or less) suitable for small and independent retailers throughout the borough. Policy DM4.4 requires that for applications for more than 80m<sup>2</sup> of floorspace for town centre uses sites located within designated Town Centres should be chosen. Where suitable locations within Town Centres are not available, Local Shopping Areas or edge-of-centre sites should be chosen.
- 10.19 The requirements and aspirations of adopted policies relating to Town Centres are echoed within emerging Local Plan Policy R3, which seeks to maintain and enhance the retail, service and leisure function of Islington Town Centres and requires for any proposal for main Town Centre use floorspace in an edge-of-centre location outside LSAs or in an out-of-centre location to: (i) meet the sequential test and actively investigate and consider sequentially preferable locations in line with the Council's retail hierarchy, and provide robust justification for not locating in sequentially preferable locations; and provide a detailed impact assessment which determines whether there would be likely significant adverse impacts on relevant Town Centres and/or LSAs.
- 10.20 Out of the 21 railway arches on site, a total of 17 are proposed to be independent commercial units with the remaining 4 arches reserved for other purposes including a public toilet and ancillary floorspace in association with the student accommodation building. It should be emphasised at this point, that the adopted and emerging site allocations for the site actively encourage the creation / reprovision of a pedestrian connection here alongside the refurbishment of the railway arches for commercial uses. The creation of a pedestrian route between Holloway Road and Hornsey Road with active frontages provided by commercial uses is considered to be a significant benefit of the proposed scheme. Moreover, the commercial units proposed within the railway arches are all below the 80sqm defined as small shop units that are supported by Policy DM4.1. A number of the railway arches would be reserved for light industrial uses in accordance with the Site Allocation NH10, but there is still a significant amount of flexible Class E floorspace proposed, including the 196sqm of Class E floorspace within the base of the student accommodation block.
- 10.21 The application site is in an edge-of-centre location – in this case within 300m of Secondary Shopping Frontages of the Nag's Head Town Centre - as encouraged by London Plan and Local Plan policies as a suitable alternative location for retail and Town Centre uses. Nonetheless, the applicants have also submitted a Retail Impact Assessment, to determine the potential impacts of the proposal on the Nag's Head Town Centre. The Retail Impact Assessment considers the sequential test approach to ascertain whether an alternative site within a nearby Town Centre is suitable for the proposed development. Given that one of the objectives of the development is to bring the railway arches back into use and to activate this route with new commercial floorspace, the logical conclusion is that the proposed development can by definition not be located within an alternative Town Centre location.
- 10.22 Notwithstanding the logic of this conclusion, the applicants have sought to identify potential alternative sites that could accommodate the development in various Nag's Centre and Angel Town Centre locations and have found that the existing vacant sites would be unsuitable for reasons either of size or for the lack of their regeneration potential, which is key to the proposed development.
- 10.23 The Retail Impact Assessment also assesses the likely trade diversion for the commercial floorspace in the development proposals to understand the likely impact on the Nag's Head Town Centre and its existing shops and retail floorspace. The assessment concludes that a significant element of the turnover from the new retail floorspace within the proposed development would be from the additional resident and worker population of the development and that there would be potential additional surplus turnover from residents to be spent in other centres. As such, it is concluded that there is the possibility that there would be a positive impact on centres in the surrounding area as a result of the proposals.

- 10.24 The assessment described above is based on a proposed gross retail floorspace of 960sqm on site, which is equivalent to 624sqm net floorspace, as a number of the railway arches would be secured for light industrial floorspace in line with the Site Allocation NH10, which supports the (re)provision of light industrial floorspace at the site. Furthermore, in order to ensure sufficient activity and vibrancy along this new stretch of public realm, it is considered that a minimum number of railway arches should be secured for retail/restaurant use. A total of 5No. railway arches would thus be reserved for these uses, which attract greater footfall and this would be secured by condition (14) in the event of planning permission being granted. Furthermore, in order to contribute towards delivering strong and inclusive communities, in line with London Plan Policy GG1, the applicants have agreed for 5No. of the railway arches to be subject to a Lettings and Management Strategy. This strategy, the details of which are to be agreed through the section 106 agreement, sets out certain parameters including that the spaces in question would be marketed in partnership with the Council and made available at below market rents to community groups and local businesses.
- 10.25 One of the main objectives of Policy GG1 involves the improvement of access to good quality community spaces, services, amenities and infrastructure that accommodate, encourage and strengthen communities, increasing active participation and social integration, and which successfully address social isolation. It is considered that purely letting the market decide (within the category of Use Class E) on who occupies the railway arches would not necessarily enhance active participation and social integration and that the Council being involved in deciding on which community groups and local businesses should occupy these spaces could lead to greater benefits to the local economy, the health and well-being of residents and would contribute towards meeting the objective of building strong and inclusive communities.

### **Class E restrictions**

- 10.26 The Town and Country Planning (Use Classes) Regulations were amended on 1<sup>st</sup> September 2020. The amended Use Class regulations omit the former Use Class B1 and introduces a new Use Class E, which encompasses office and retail uses, together with many other town centre uses. The application proposes the introduction of additional commercial floorspace, including light industrial, office and retail. The assessment of the proposal is based on the provision of a mix of light industrial, retail and an element of flexible Class E floorspace.
- 10.27 It is considered necessary to set a minimum quantum of light industrial floorspace in order to meet the aspirations of the Site Allocation and to set a minimum quantum of retail floorspace in order to realise a certain amount of vibrancy and activity along this new public route.
- 10.28 As such, a condition (14) is recommended restricting the use of a quantum of the proposed railway arches to be only for retail (a total of 5No.) and light industrial (a total of 5No.) use and no other use within Class E of the Use Classes Order 2020. Should any other uses be proposed for the floorspace in question, this would require the submission of an application and appropriate supporting documentation.

### **Summary**

- 10.29 The proposal is considered to meet the aspirations of the adopted Site Allocation HC3 and the emerging Site Allocation NH10, which support the provision of student accommodation at the site and encourage the refurbishment of the railway arches for commercial uses. The application is also considered to comply with the requirements of London Plan Policy H15, Core Strategy Policies CS4 and CS12, Development Management Policy DM3.9 and emerging Local Plan Policy H6, which support the delivery of student accommodation subject to certain criteria. Finally, the proposal is considered to be consistent with the aspirations of the NPPF and the requirements of London Plan Policies GG1, E2 and E9, Core Strategy Policy CS14, Development Management Policies DM4.1 and DM4.4 as well as emerging Local Plan Policy R3, which support the provision of new commercial and retail floorspace under certain conditions, which are considered to have been met in this case as set out above.

## DESIGN, CONSERVATION AND HERITAGE

### Policy context

- 10.30 The following requirements are necessary for Local Planning Authorities in consideration of planning applications which affect the setting of a listed building or the character and appearance of a conservation area Section 72(1) Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that : 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.
- 10.31 Section 72(1) of the Act states: 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area". The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation Areas) Act 1990 is, respectively, to require decision-makers to give considerable weight and importance to the desirability of preserving the setting of listed buildings, and to the desirability of preserving or enhancing the character or appearance of a conservation area. The following requirements are necessary for Local Planning Authorities when considering planning applications which may affect the setting of a listed building or the character and appearance of a conservation area.
- 10.32 In terms of the NPPF it addresses the determination of planning applications affecting designated and non-designated heritage assets at paragraphs 128-135 which state, inter alia, that:
- 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary...'*
- 10.33 Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal...'
- 10.34 Paragraph 124 of the NPPF 2021 highlights that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 10.35 Paragraph 128 states that design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

### London Plan

- 10.36 Policy D3 of the London Plan states that development must make the best use of land by following a design-led approach that optimises the capacity of sites, to ensure that development is of the most appropriate form and land use for the site. The design-led approach requires consideration



of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth. It further states that higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.

10.37 In terms of design and heritage considerations, London Plan policy D3, part D states that development proposals should:

- enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.
- respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character;
- be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well.

10.38 Policy D4 stipulates the importance of design scrutiny of development proposals starting from pre-application stage. It states that the design of development proposals should be thoroughly scrutinised by borough planning, urban design, and conservation officers, utilising analytical tools, local evidence, and expert advice where appropriate. In addition, boroughs and applicants should make use of the design review process to assess and inform design options early in the planning process.

10.39 Policy HC1 reads that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in this design process.

## **Local Plan**

10.40 The national and regional policies are supported locally by Islington Core Strategy policy CS4 (Highbury Corner and Holloway Road) which states the design of future development along this stretch of Holloway Road will be of the highest quality to improve the pedestrian environment and general quality of the area. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Highbury and Islington/Holloway Road and its surroundings.

10.41 Policy CS8 of the Islington Core Strategy sets out the general principles to be followed by new development in the borough. Policy CS9 (Protecting and enhancing Islington's built and historic environment) requires the borough's unique character to be protected by preserving the historic urban fabric, and new buildings should be sympathetic in scale and appearance and to be complementary to the local identity.

10.42 Policy DM2.1 (Design) of the Islington Development Management Policies requires all forms of development to be of a high quality design, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

10.43 Policy DM2.3 (Heritage) of the Development Management Policies requires developments to conserve and enhance the borough's heritage assets, in a manner appropriate to their significance.

The council requires that harm to the significance of a conservation area will not be permitted unless there is a clear and convincing justification. Moreover, the Islington's Urban Design Guide SPD (UDG) sets out the principles of high quality design (Contextual, Connected, Sustainable and Inclusive) and the detailed design guidance such as urban structure, the streetscape, services and facilities, and shopfront design.

### **Existing Site and Context**

- 10.44 The site is located within a highly urban context in which the sizeable Emirates Arsenal Stadium forms an important part of its character. The scale and form of the East Coast main line railway that severs this part of the borough in a broad and raised (overhead) manner also plays a significant role in the area's character. The Holloway Road presents an entirely different context to that of the Arsenal Stadium with associated constraints and opportunities fronting onto one of London's primary north-south thoroughfares – the A1. The site connects with the Holloway Road diagonally opposite the Holloway Road Tube Station with a disused pedestrian/service vehicle access point fronting the street adjacent to a relatively small scale, three storey, vacant Victorian building, which also forms part of the application site. Immediately to the south-east of the site to this important edge lie the Metropolitan University's Learning and Science Centre buildings, which are considered to be of limited architectural merit.
- 10.45 The overhead railway, the main East Coast line, forms the long rear boundary of the entire site. It presents a significant form of severance given its elevated form, and its over 50m width. Below the railway lines are a parade of 21 'double height' Victorian brick arches, which are included within this application site. These are mostly in a dilapidated, and in some instances derelict, state. The north-eastern part of the site, 45 Horsey Road, is vacant. Its previous use was low intensity with a series of sheds and hard surfacing making up the site's character. It is located directly opposite the main pedestrian entrance of the Emirates Stadium with its associated plaza-styled forecourt.
- 10.46 The broader context is very varied in terms of urban form and characteristics as demonstrated within the accompanying townscape and heritage appraisals. It consists of 6 reasonably distinct character quarters, including the finer-grain residential character on the other side of the railway and to the north-east of Benwell Road, the larger estate buildings of the Harvest Estate as well as the larger-grain and varied form on either side of Holloway Road, none of which include or reflect the characteristics of this fragmented site. It is therefore a pivotal yet isolated site that needs to address the multiple characteristics of the varying adjacent urban quarters in order to successfully and meaningfully knit itself back into the existing urban fabric and structure.
- 10.47 The site is identified in the Council's emerging Site Allocations Schedule as Site NH10 (45 Hornsey Road, the railway arches and 252 Holloway Road). The land at 45 Hornsey Road is considered suitable for residential uses, including student accommodation, within a building up to 12 storeys in height.

### **Assessment of heritage significance**

- 10.48 The site is not within a Conservation Area, though where it faces onto the Holloway Road, it sits opposite the easternmost edge of the St Mary Magdalene Conservation Area, to the western side of the Holloway Road. The westernmost portion of the site is also located within the protected viewing corridor between Alexandra Palace and St Paul's.
- 10.49 The grade II listed Holloway Road Underground station is also located opposite the site on Holloway Road. At this part of the site, its frontage onto Holloway Road, the proposal is limited to the refurbishment of 252 Holloway Road as well as hard and soft landscaping interventions in order to better activate the street edge and enhance the entrance to the site. As such, there is not considered to be any impact on the character or appearance of the St Mary Magdalene Conservation Area nor to the setting of the grade II listed building.
- 10.50 There is an architecturally fine, undesignated, heritage asset - the locally listed Former Upper Hornsey Road School, situated to the southwest of the site. The impact on its setting is therefore a material consideration. This former school building, while long since converted into residential

flats, has a prominent frontage to Hornsey Road with its two ornate ogee-capped towers, rich red brickwork, and architectural detailing.

- 10.51 The school was designed to be a strong and prominent feature in the local area, and still acts as a useful 'signpost' to the stadium beyond, with its distinctive elevation to Hornsey Road. The proposed building at 45 Hornsey Road will be visible from the setting of this locally listed building and will, to a degree, compete with it in respect of local landmark status by virtue not just of its height and mass but also as a result of its highly distinctive elevational treatment.
- 10.52 However, this architectural treatment and materiality of the proposal to this edge is also sympathetic to the school building with its proposed rich red brickwork and its high architectural quality, responding to some of the dominant characteristics of the historic building. While it will change the setting of the locally listed building from certain vantage points, given its height and mass, it is not considered to cause unacceptable levels of harm with regard to the impact on the heritage asset's setting.

## **Assessment of proposals**

### ***Principle of works***

- 10.53 The application site comprises a linear strip of land that connects Holloway Road to the west with Hornsey Road to the east. It is irregular in shape with the 'main' developable part of the site being a triangular piece of land at 45 Hornsey Road. This part of the site contains shed buildings and has recently been used for private car parking within the concreted and tarmacked open space.
- 10.54 The proposals are to develop the Hornsey Road element, opposite the Arsenal Stadium plaza, with a 12-storey building for student housing, refurbish the 21No. railway arches for a range of uses, improve pedestrian permeability by connecting Hornsey and Holloway Roads with a newly landscaped 'boulevard', refurbish and enhance the existing Victorian building to Holloway Road, and create a new pedestrian entrance to the Holloway Road edge.
- 10.55 The building rises to 12 storeys, which adheres to the development guidance for the site. It is to provide for 281 student residential rooms with some flexible Class E space to ground floor and a range of student amenity space to the second floor. The roof-top is proposed to include an element of amenity gardens for use by the students.
- 10.56 The principle of the various parts of the scheme are supported from a design perspective. The proposed building is considered to beneficially re-establish the historic curve to this part of Hornsey Road through the distinctive curved form of the eastern elevation. This also helps deflect from the bland and bulky flank elevation and roof form of the immediately adjacent LMU building.
- 10.57 The combined effect of the scale, elevational treatment, and the curved form of the building do not overwhelm the stadium plaza to the east nor compete with the 'mega' scale of the stadium beyond. The proposal will also not significantly detract from the townscape prominence and architectural distinctiveness of the roofscape of the locally listed former Board School – itself a townscape landmark as viewed across the plaza.
- 10.58 The appropriate and positive architectural response to the Emirates Stadium, whilst remaining subordinate to it, has meant that the proposal addresses the caveats of providing a 12-storey building on the site set out in the Islington Tall Buildings Study (2018).
- 10.59 There is a generous pavement to the Hornsey Road frontage including an element of pavement that is set back behind an arcade. This device results in a doubling the pavement width in this location. The arcade frames a series of active uses on the ground floor of the building that will further animate and enrich the local pedestrian environment.
- 10.60 The Council's Urban Design Guide (UDG) reiterates the significance of the comments within the above paragraphs stressing, in paragraph 5.20, that all new development should be based on a layout that delivers:

- permeability;
- sufficient light and air to penetrate the buildings, surrounding streets, and any open space to the rear;
- consistent building lines;
- animation;
- an appropriate height to width relationship between the building frontage and the street;

10.61 In relation to the streetscape, the UDG contains a series of objectives that should be considered in all new development proposals. These include:

- Development should maintain an appropriate height to width ratio between the buildings and the street they flank.
- Building heights should be considered in terms of their proportion and in relation to the size of the space they define and/or enclose.

10.62 The importance of achieving appropriate height to width ratios of the spaces between buildings and the buildings themselves, which is addressed in paras 5.68 – 5.70 of the Urban Design Guide including highlighting the risk of creating an overbearing development that starves the street of light and air, has been successfully achieved as demonstrated within this assessment.

10.63 The pedestrian routes proposed within and through the site have been widened and improved during the pre-application process and the legibility and quality of the proposed internal boulevard is considered to be of a high quality in accordance with the requirements within the Council's UDG.

### ***Height, bulk and mass***

10.64 The proposal is for a 12-storey building with an added, yet visually and physically recessed, roof top structure screening plant whilst facilitating the provision of a good quality roof top garden. The Local Plan Site Allocation accepts that the site is suitable for a building of this height suggesting that a building in the region of 12 storeys high, and up to 37m, would be acceptable.



***Fig. 10.1 Development in wider context***

10.65 While the top of the parapet actually rises to 40.35m, given the scale of the development, and that of the railway infrastructure to the north and the football stadium to the east, this additional 3.35m is not considered to be harmful from a design perspective.

10.66 The significance of retaining and respecting the primacy of the Stadium – in terms of form and function - has been acknowledged within the proposal. And given the sheer scale of the stadium structure, and the intensity of its function, its primacy is not considered to be undermined by the height, bulk and mass of the proposals. Rather, the scheme would usefully help with wayfinding and signalling of the stadium and its primary entrance plaza as well as enhancing its setting.

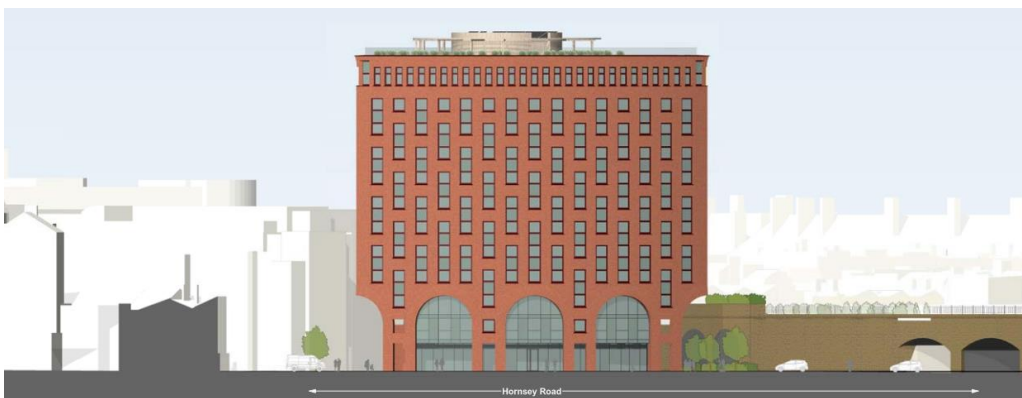
10.67 The railway line to the north of the site represents large-scale urban infrastructure. Its expansive width and raised form support and even enable the height and mass of the proposed building while affording fine expansive views to be experienced from floor 3 and up, aiding in the potential quality of the residential amenity.



- 10.68 The two residential neighbourhoods to the northern side of the railway line are considered to be coherent character quarters which are located sufficiently far away from the application site, and segregated from it by the extensive railway infrastructure, so as not to be harmfully impacted by the height and mass of the scheme. While the tall building will be present from certain vantage points from the adjacent neighbourhoods, its design is of a quality that it is considered to have a neutral impact on townscape views.
- 10.69 The Council's UDG states that proposals for tall buildings should contribute positively to the urban environment by having regard to the following relevant factors:
- Becoming a focal point
  - Providing a successful contrast with its surroundings
  - Reinforcing a sense of place
  - Allowing ventilation between buildings to occur at street level (such as through breezes that disperse urban pollution).
- 10.70 The Guide goes on to state, in para 5.66, that:
- 10.71 *"In all cases, a building which is substantially taller than its surroundings should be designed to an exceptional standard, with an integrity that is carried through every façade, and relates to immediate neighbours and the wider surrounds".*
- 10.72 The proposals are considered to successfully acknowledge and address these fundamental principles.

### ***Elevational treatment***

- 10.73 The proposed architecture of the new build element at 45 Hornsey Road is considered to be bold and bespoke. It has been inspired by a Venetian Palazzo typology including consideration for the interface and interaction with public space. The building is triangular-shaped in response to the characteristics of the site with a curving façade to the street, responding to the traditional curve to Hornsey Road in this location, with straight-edged returns. The base makes strong use of the 'arch' as a defining characteristic whereby it is used in a dramatic triple height form with recessed glazing that combine to form an Arcade. This arcaded form will read and function as an extension to the pavement, providing for a greater intensity of pedestrian activity than the existing pavement conditions allow.



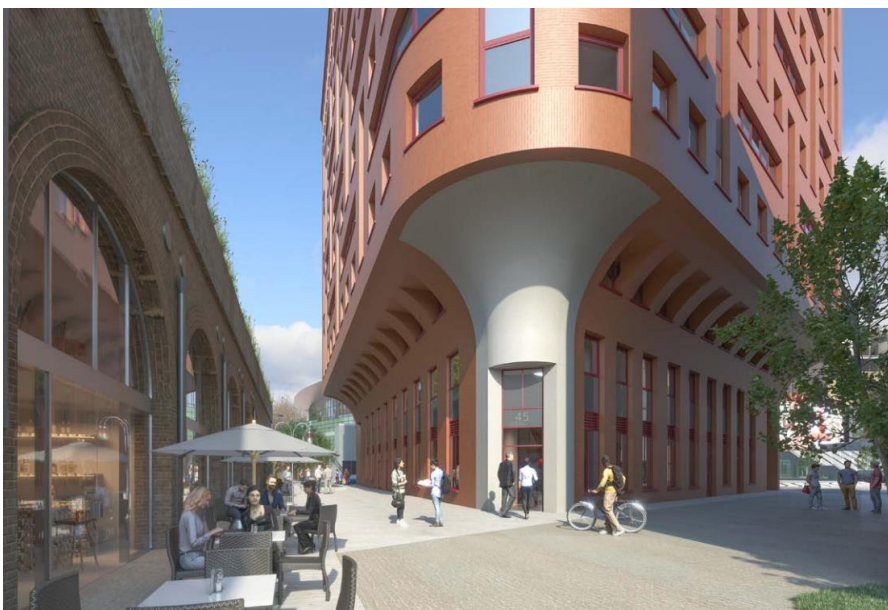
***Fig. 10.2 Proposed Street-facing Elevation***

- 10.74 'Half arches' are then used to the secondary edges, reading as half barrel vaults which segue into each other around the curved western corner. The lower floors to all three edges are suitably animated including with some active uses and accommodating the primary entrances to the student accommodation to the western 'apex', off the new pedestrian lane, and to the main Hornsey Road frontage itself.



***Fig. 10.3 View of proposal from the Arsenal stadium***

- 10.75 The upper floors, the middle of the building, comprise alternatively vertically coupled windows which adds a playfulness and informality to the structure, effectively mitigating its mass, while the top of the building changes gear again, presenting a finer scaled 'cornice' capped with a gently curved brick panel. The resulting architecture is unique and contemporary with its richly detailed and playful façade treatment and indicative use of a good quality red brick.
- 10.76 The relationship to the mega structure of the stadium to the east and the finer scaled low rise linear form of the railway arches to the north has been cleverly responded to with the strong emerging architectural form and language, knitting these contrasting elements back into the urban fabric of the surrounding context.
- 10.77 The use of brick throughout, and the indicative creative use of the brickwork, is considered to present a strong and confident building with sufficient weight to address the scale and severance created by the railway infrastructure to the rear, and the might and formidable presence of the stadium to the front. The brickwork also relates to the historic industrial nature of the site adjacent to the railway arches, whilst the crisp engineering bricks will emphasise the curved form of the elevations. Further details of materials would be required by condition (3).

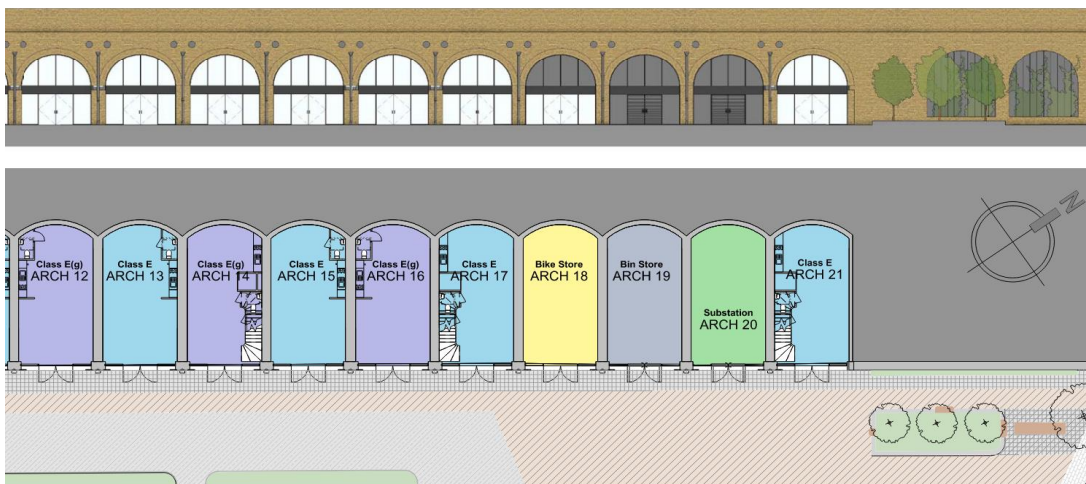


***Fig. 10.4 View from new public route***

- 10.78 The semi-circular roof top structure houses and screens the lift and staircases. The rooftop pergola appears to visually float above the solidity of the building below, providing an elegantly sculpted element that also reinforces the curve of the Hornsey Road façade, and the elliptical form of the Stadium behind the viewpoint.
- 10.79 The proposal also successfully retains and refurbishes the 3-storey building fronting Holloway Road, and creates a new pedestrian connection linking Holloway Road to Hornsey Road and the Stadium beyond.

### The Railway Arches

- 10.80 The potential for re-purposing the railway arches is capitalised on both architecturally, whereby their double-height voids are exposed and celebrated, and with proposed uses that include some servicing for the student halls but the vast majority are designed for active commercial uses.
- 10.81 They would frame a new pedestrian boulevard linking two major streets in the Borough via an animated and landscaped route. Sightlines are clear and the combined effect of landscaping, lighting and active uses are considered to create a safe and enjoyable pedestrian connection as well as a destination.



**Fig. 10.5 Railway arches proposal**

### Impact on heritage assets

- 10.82 The St Mary Magdalene Conservation Area abuts the western and south-western edge of the site at the junction with Holloway and Hornsey Roads introducing additional sensitivities with regard to the setting of heritage assets. Holloway Road Station is a Grade II listed building while the Islington 6<sup>th</sup> Form Centre at 40 Benwell Road, 146 Holloway Road, & 81 Benwell Road are locally listed buildings.
- 10.83 The new tower to 45 Hornsey Road would be visible from a range of vantage points, including from the western side of Holloway Road. However, it is located a significant distance from these heritage assets and its architecture is of a good quality. The combination of these factors would ensure that the proposed tower has a neutral impact on the setting of these heritage assets.

### Conclusion

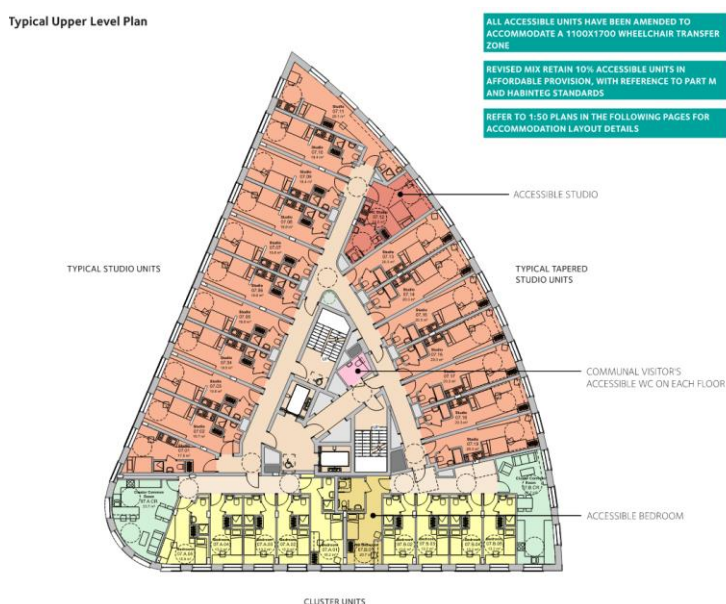
- 10.84 The proposal has multiple benefits from enhancing and reactivating the edge of the busy primary route of the Holloway Road, creating a new high quality pedestrian connection from this primary edge back to Hornsey Road to the east, refurbishing the double height railway arches to a high quality of design and so support a range of new uses within them, to redeveloping the eastern triangular part of the site to 45 Hornsey Road with a new 12-storey local landmark building. These are significant 'placemaking' benefits that are considered to contribute positively to the public realm.



- 10.85 The tower itself has been creatively and uniquely designed in a playful yet highly considered manner. Not only would it enrich the streetscape but is considered to help mitigate against the effects of the severance of the East Coast overhead railway line to the north and scale of the football stadium to the east.
- 10.86 Therefore, the proposed development complies with the National Planning Policy Framework 2021, policies D3, D4 and HC1 of the London Plan 2021, policies CS8 and CS9 of the Islington Core Strategy 2011, policy BC7 of the Finsbury Local Plan 2013 and policies DM2.1 and DM2.3 of the Development Management Policies 2013. The development also adheres to the guidance in the Islington Urban Design Guide 2017.
- 10.87 Consideration has also been taken into policies DH1 (Fostering innovation and conserving and enhancing the historic environment) and DH2 (Heritage assets) of the Draft Islington Local Plan. It is noted that the aims of emerging policy DH2 of the Draft Local Plan does not diverge significantly from that of policy DM2.3 of the Development Management Policies in respect to heritage assets. The proposed development is considered to be of high quality which would contribute to the character of this important historic part of the borough.

## QUALITY OF ACCOMMODATION

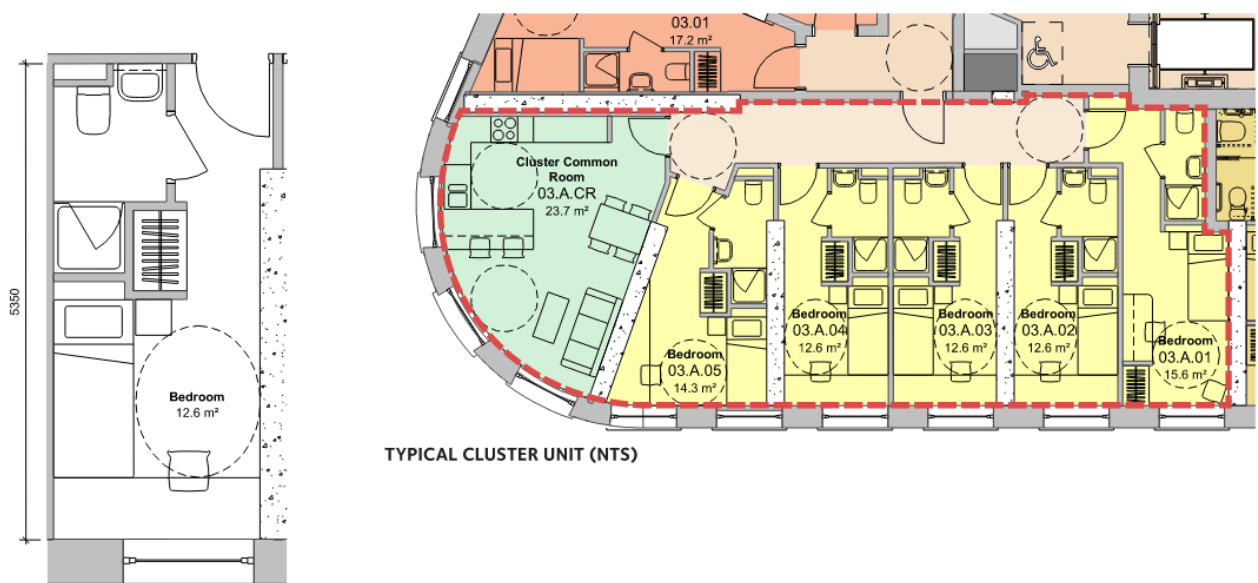
- 10.88 London Plan Policy H15 requires for student accommodation to provide adequate and functional living spaces with well-considered layouts that suit their purpose and encourages for them to be provided in well-connected locations as part of mixed-use regeneration schemes. Development Management Policy DM3.9 requires for all student accommodation to be of a decent standard with appropriate levels of amenity. Emerging Local Plan Policy H6 stipulates that all proposals involving the development, redevelopment and/or intensification of purpose-built student accommodation must ensure a high standard of amenity for future occupiers of the development and residents in the surrounding area and must meet the housing standards criteria set out in policy H4, including the provision of good-sized rooms and communal spaces and providing good levels of daylight and sunlight, and natural ventilation.
- 10.89 The proposed student accommodation is located in a well-connected location, in close proximity to Nags Head Town Centre and the amenities of Holloway Road. The site has an 'excellent' PTAL rating of 6a, being in walking distance to Holloway Road Underground Station, Drayton Park National Rail station as well as a plethora of bus routes on Holloway Road connecting the area with central, north, east and west London. The accommodation is also part of a mixed-use scheme which includes a variety of commercial floorspace, further contributing to the integration of the proposal in the surrounding area.



**Fig. 10.6 Typical Upper Floor Level**



- 10.90 In terms of the quality of the residential floorspace proposed, the proposal is considered to provide a good level amenity and appropriate as well as convenient communal spaces. In this regard, the student accommodation is accessed via a main entrance directly from the new active pedestrian route. The entrance area includes a main reception desk, the management office, a waiting / amenity area as well as a postal room. Lift and stair access is provided at this point to the basement level, which is furnished with a generous bike store, laundry room and locker room, as well as the floors above. Alongside the cluster rooms and studio units on the upper floors, the proposal includes a recreation room, a reading room, a dining room, a gym, a multi-faith room and a dance studio at 2<sup>nd</sup> floor level, as well as an external amenity space at roof level.
- 10.91 The student rooms are provided as en-suite cluster rooms with communal kitchens or as self-contained studios with kitchenettes. Floor-to-ceiling heights are provided at 2.6 in accordance with emerging Local Plan Policy H4 and the internal layout of each room is well-considered with sufficient space to ensure accessibility and visitability. The layouts have been revised since the original submission in order to incorporate comments made by the LPA and the GLA. The rooms now range from 18sqm to 25sqm for studio rooms and 12.6sqm to 17sqm for cluster rooms and storage requirements, circulation space and functionality have been successfully considered in the layout design of the floorplates.



**Fig. 10.7 – Typical Cluster Room Layout**

- 10.92 In terms of providing a quiet environment that is free from noise and disturbance, it is noted that the site is directly opposite the Arsenal Stadium with large crowds passing and congregating for match days and events. The submitted noise report advises on a potential scheme of sound insulation, and it has been confirmed that mechanical ventilation will be included. The final details of the sound insulation, including the “self-noise” of any mechanical ventilation will need to be approved by condition (*as per conditions 7-9*).
- 10.93 With the mixed-use nature of the development which includes Class E at ground floor and student residential above, there is also a need for a higher specification of sound insulation to separate the uses. A further condition (8) is recommended to require details of sound insulation between the retail floorspace and the residential floor above to be provided in the event of planning permission being granted.
- 10.94 Moreover, there is a note in the submitted documentation that vibration was discernible in the existing car park forecourt during the survey. There will need to be further consideration of this with the potential for transfer of vibration into the building. A further condition is advised (*condition 9*) to ensure that vibration is prevented from being noticeable in the student rooms, in the event of planning permission being granted.

- 10.95 In terms of internal daylight levels, while none of the rooms are dual aspect, a good level of natural lighting has been provided to the vast majority of the proposed rooms because of the relatively large area of fenestration provided. The submitted Daylight & Sunlight report has assessed the internal lighting for the proposed room in terms of Average Daylight Factor (ADF) as well as Climate Based Daylight Modelling (CBDM) which is the new method of assessing daylight levels. All but 5 of the proposed rooms meet the minimum ADF level of 1.5% for living rooms, while all but 15 of the rooms meet the slightly more challenging CBDM requirements. The rooms that do not meet the CBDM or ADF levels required are on the lower levels facing the adjacent London Metropolitan University building.
- 10.96 It is considered that the lower levels of natural daylight to these rooms is compensated by the well-connected location, the well-considered layouts, the generous communal areas and the amenities and services in the locality, so that the overall standard of accommodation proposed is of a high standard, subject to the conditions (7-13) discussed above, in accordance with London Plan Policy H15, Development Management Policy DM3.9 and emerging Local Plan Policy H6.
- 10.97 A nominations agreement is to be secured through the s106 agreement to ensure that the rooms are allocated to higher education students within the surrounding area, that the affordable rooms go to those most in need and that there is parity between those rooms that are affordable and those that are not. The proposed student accommodation is thus considered to be acceptable, subject to relevant conditions and the clauses within the section 106 agreement.

## **INCLUSIVE DESIGN**

- 10.98 Policy GG1 of the London Plan 2021 requires that development must support and promote the creation of a London where all Londoners, including children and young people, older people, disabled people, and people with young children, as well as people with other protected characteristics, can move around with ease and enjoy the opportunities the city provides. Further, it supports and promote the creation of an inclusive London where all Londoners can share in its prosperity, culture and community, minimising the barriers, challenges and inequalities they face.
- 10.99 The Inclusive Design principles are set out within policy D5 of the London Plan which states that development proposals should achieve the highest standards of accessible and inclusive design. It should:
1. be designed taking into account London's diverse population;
  2. provide high quality people focused spaces that are designed to facilitate social interaction and inclusion;
  3. be convenient and welcoming with no disabling barriers, providing independent access without additional undue effort, separation or special treatment;
  4. be able to be entered, used and exited safely, easily and with dignity for all; and
  5. be designed to incorporate safe and dignified emergency evacuation for all building users. In all developments where lifts are installed, as a minimum at least one lift per core (or more subject to capacity assessments) should be a suitably sized fire evacuation lift suitable to be used to evacuate people who require level access from the building.
- 10.100 At a local level, Islington's Development Management Policy DM2.2 requires all new developments to demonstrate that they: i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone, and iv) bring together the design and management of a development from the outset and over its lifetime.
- 10.101 The assessment of the inclusive design and access aspects of the proposal is broken down in three areas: the student accommodation, the public realm and the proposed Class E floorspace.

Every area has different criteria and distinct characteristics and requirements and thus for ease of reference and greater coherence, they will be broken down as such.

### Student accommodation

- 10.102 On top of the policy context referred to above, student accommodation is also assessed against emerging Local Plan Policy H6, which requires student accommodation to be of a high quality and a good size, visitable and shared facilities to be accessible and inclusive. Moreover, a minimum of 5% of all bedspaces and their associated ancillary facilities must be wheelchair accessible. The Council's Inclusive Design SPD further sets out detailed guidelines for the appropriate design and layout of existing proposed new residential buildings. At the same time, London Plan Policy E10 states that to ensure sufficient space for people who require an accessible bedroom, development proposals for serviced accommodation should provide 10% of new bedrooms as wheelchair accessible. As the specific student accommodation Policy H6 makes no reference to the quantum of wheelchair student accommodation rooms or units required, the GLA have published a relevant Practice Note, which clarifies that Policy E10 in this regard also applies to student accommodation.
- 10.103 In general, the student accommodation has been designed to relevant inclusive design principles. As such, the proposed development has sought to ensure that access, circulation and egress of the building is inclusive for all, and does not present barriers to people regardless of mobility. Moreover, the proposal ensures that spaces are legible and logical so users know where they are and can see their destination and that there are step free routes to all parts of the development wherever possible. Finally, that all floor levels are served by two lifts so that fully inclusive and step-free access is provided to all upper floors.
- 10.104 Although only 1 no. disabled car parking space has been provided on site close to the access to the student accommodation, a contribution of £62,000 would be secured to provide further accessible parking bays in the vicinity of the site or to deliver accessibility improvements to public transport infrastructure. Space for non-standard cycles or tricycles has been provided in the adjacent railway arch for ambulant disabled persons and 2No. platform cycle lifts would be provided to access the cycle storage area in the basement. Furthermore, all of the entrances provide level access with electrically operated doors to the main entrance and access doors to external amenity areas also provide level access with at least 300mm clear on the opening side of every door.
- 10.105 Student amenity spaces, including laundries, and roof top amenity space would be accessible and secure with controlled access. The proposed student bedrooms and studios are also well-conceived in terms of accessibility and inclusive design. All cluster rooms and studios are provided with secure and self-closing doors, generous spaces including storage space and sufficient space for a wheelchair turning circle. The proposal also proposes 10% of all units to be wheelchair accessible, with these units providing 1500mm clear space at the entrance, 1200mm clear corridors and 900mm minimum at any pinch-points. Moreover, these units provide wheelchair transfer zones, a manoeuvring entrance zone, accessible bathroom spaces, required turning circles and space around beds and kitchenettes in line with the relevant guidance.
- 10.106 The Council's Access Officer was consulted on the inclusive design principles of the proposal and raised a number of points and concerns that have now been addressed. In particular, specific details of shared facilities such as specific layouts of laundry room and dining room and whether the facilities can accommodate 1500mm turning circles among other things have now been provided. Details of Changing Places toilets, accessible shower facilities, faith room and staff facilities have now been provided to demonstrate accessibility and inclusivity. Further details of cycle parking facilities, in particular space for non-standard bicycles, has now been provided, though further details of this and provision of mobility scooter charging points would still be required. This as well as other inclusive design details would be required by conditions (22 and 30) in the event of planning permission being granted.

### Public Realm

- 10.107 The proposal includes a significant amount of new public realm, spanning from the pedestrian and vehicular access points on Hornsey Road to the site's frontage onto Holloway Road. In general,

level and easy-to-navigate accessible routes have been incorporated into the landscape design for this public realm pedestrian link. The pedestrian route from Hornsey Road provides a level surface and includes seating and soft landscaping features, whereas the vehicular/service entrance from the roundabout on Hornsey Road provides a delineation and a 60mm kerb to separate vehicular traffic from pedestrians. Although this route is reserved for service vehicles only with relatively small number of vehicle movements estimated (circa 50 two-way trips), the kerb separation between pedestrians and vehicles is required to facilitate a safe pedestrian environment, particularly for those with visual and cognitive impairments.

- 10.108 The separation between the vehicular service route and the pedestrian zone is provided all the way along the railway arches until the vehicular turning point towards the Holloway Road end of the route. At this point, the space widens into a level surface pedestrian-friendly public realm with bench seating providing a space for rest for all including those with mobility impairments or those that are less physically able. Lighting as well as soft and hard landscaping features have been designed with inclusive-design in mind, subject to further details to be provided through the landscaping condition (30) in the event of planning permission being granted.

#### Class E floorspace

- 10.109 In terms of the Class E commercial floorspace across the development, inclusive design features have generally been incorporated. The commercial floorspace within the ground floor of the student accommodation building incorporates appropriately-sized doors, corridors and circulation spaces as well as accessible bathroom facilities and access to inclusively-designed bicycle storage and end-of-trip facilities, subject to further details by condition (22) in the event of planning permission being granted.
- 10.110 The submission includes indicative internal arrangements of the railway arches, which are shown to illustrate potential uses and the potential inclusion of mezzanine/lift. One of the railway arches has been reserved as a changing places toilet with a platform lift, changing / shower room and lockers with further details of the internal configuration required by condition (42). The internal layouts of the railway arches and to what extent these meet inclusive design principles, such as lift access to any mezzanine levels that may be provided, will be required by condition in the event of planning permission being granted.
- 10.111 The Class E floorspace fronting onto Holloway Road is within an existing period property, No. 252 Holloway Road, with very limited internal layout and relatively small footprint across three floors. There are clear constraints here to delivering inclusive floorspace, given the layout and floorspace involved. Nonetheless, further details of the internal layouts of the building would be required by condition (22) in the event of planning permission being granted.
- 10.112 For the development in general, further details around the weight of main entrance doors, inclusive entrance system features, refuge areas, accessibility of some of the communal spaces and inclusive design features of the landscaping and public realm would be required by condition (22 and 30) in the event of planning permission being granted.
- 10.113 Overall, the proposed development is welcomed in terms of accessible design subject to appropriate planning conditions as referenced above and detailed in Appendix 1. In conclusion, the proposed development would comply with the relevant policies in delivering an inclusive environment that is safe, convenient and inclusive for all future users.

#### **NEIGHBOURING AMENITY**

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

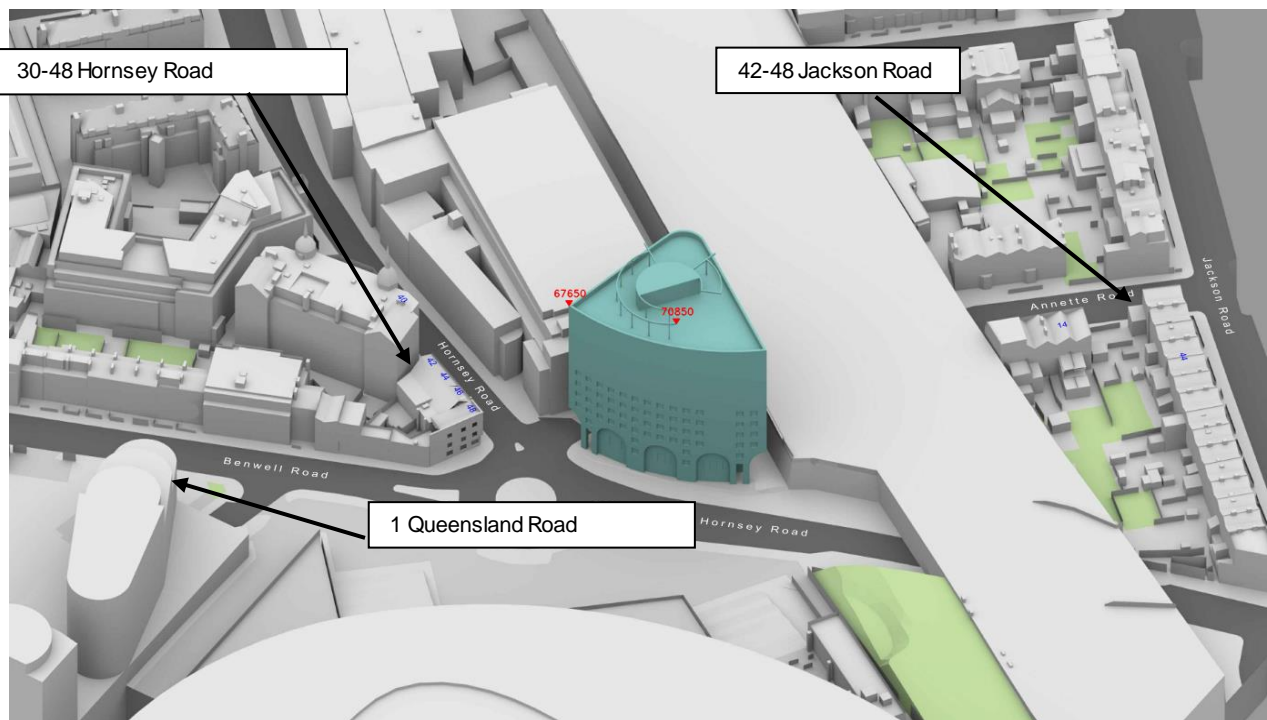


10.115 Part D of policy D3 of the London Plan 2021 states that development proposals should deliver appropriate outlook, privacy and amenity, the design of the development should also help prevent or mitigate the impacts of noise and poor air quality.

10.116 Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook.

10.117 The majority of neighbouring properties are in commercial, cultural or educational use such as the Arsenal football stadium and the London Metropolitan University building and thus impacts on them would not result in a loss of residential amenity. Given the location of the building and the extent of the development, it is considered that the neighbouring residential properties with the potential to be impacted by the development are:

- Nos. 30-48 Hornsey Road
- No. 1 Queensland Road
- Nos. 13-21 Annette Road



**Fig. 10.8 Axonometric View of Residential Properties most affected by proposed development**

### **Daylight, Sunlight and Overshadowing**

10.118 To assess 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.

10.119 The starting point must be an assessment against the BRE guidelines and from there a real understanding of impacts can be gained. Knowing very clearly what the actual impacts are in the first instance is consistent with the judgement made in 'Rainbird vs Tower Hamlets [2018]'. Once the transgressions against the BRE guidelines are highlighted, consideration of other matters can take place.

10.120 The 'Effective Use of Land' section in the Government's Planning Practice Guidance (PPG), confirms that consideration is to be given to whether a proposed development would have an unreasonable impact on the daylight and sunlight levels enjoyed by neighbouring occupiers, setting out that all development should maintain acceptable living standards, although what will be appropriate will depend to some extent on the local context. The Guidance cites city centre locations where tall modern buildings predominate as an area where lower daylight levels at some windows may be appropriate if new development is to be in keeping with the general form of its surroundings.

#### BRE Guidance: Daylight to existing buildings

10.121 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).

10.122 At paragraph 2.2.7 of the BRE Guidelines it states: "*If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area of lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.*" The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.

10.123 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*".

10.124 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.

10.125 The BRE Guidelines at Appendix F give advice on setting alternative target values for access to skylight and sunlight. Appendix F states 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 degrees. 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".

#### BRE Guidance: Sunlight to existing buildings

10.126 The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11: "If a living room of an existing dwelling has a main window facing within 90 degrees of due south, and any part of a new development subtends an angle of more than 25 degrees to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected".

10.127 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 during the winter months 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.

10.128 The BRE Guidelines state at paragraph 3.16 in relation to orientation:

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

10.129 The guidelines go on to state (paragraph 3.2.3):

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

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

#### BRE Guidance: Overshadowing

10.131 The BRE 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.

10.132 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

10.133 The applicant has submitted a Daylight and Sunlight report prepared by Development & Light Consultancy dated April 2021. The report and appendices consider the impacts of the proposed development on the residential neighbours in accordance with the 2011 Building Research Establishment (BRE) guidelines.

10.134 The report concludes that the properties relevant for assessment are as follows:

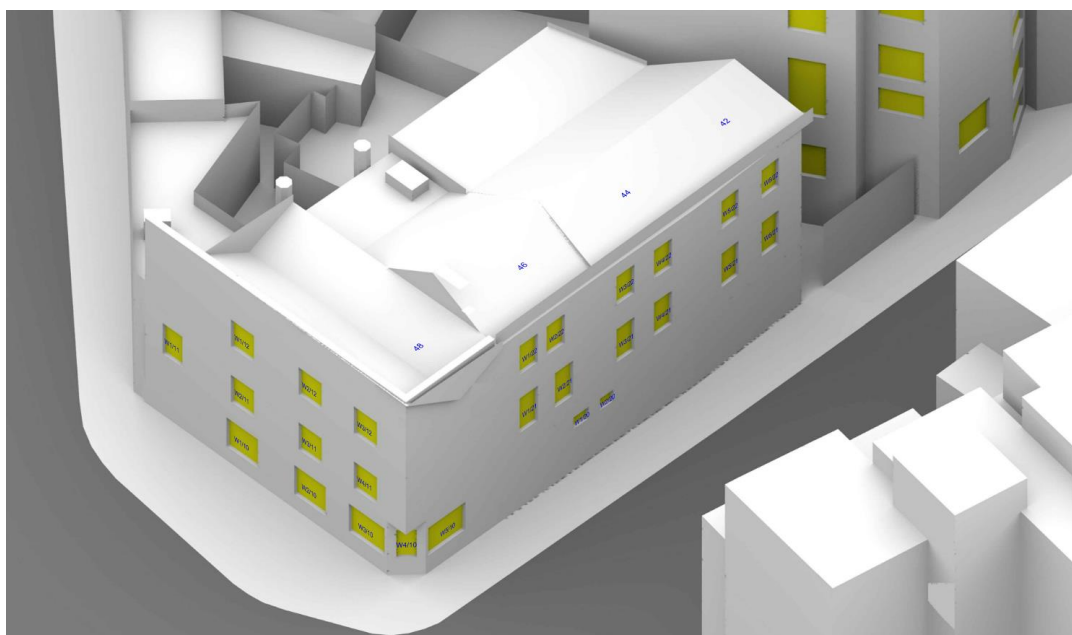
- Nos. 40-48 Hornsey Road
- No. 1 Queensland Road
- Nos. 42-48 Jackson Road

- Properties on Annette Road

10.135 The layout of some of the residential properties identified above have been found in order to ensure that the assessment carried out is accurate; where the usage of the rooms are unknown, the assessment would be based on the worst case scenario and assumes that the room is habitable (i.e. a living or bedroom) and requires a greater degree of daylight/sunlight than for example bedrooms.

## Impacts to Daylight

### Nos 30-48 Hornsey Road



**Fig. 10.9 – Window Map of 40-48 Hornsey Road**

10.136 Many of the residential properties on Hornsey Road, i.e. directly to the south of the application site, do not have windows facing the development site. For example, all of the windows within Nos. 35-43 Hornsey Road, which adjoins the subject site, face away from the development and onto the street and thus there would be no impacts on daylight to these properties. However, there are some windows on the upper floors (as the ground floor is in commercial use) of 40-48 Hornsey Road, which would experience noticeable impacts on daylight. In properties 40-46 Hornsey Road, a total of 5 windows would experience VSC reductions of between 20% and 28%, whilst a total of two rooms would experience reductions in daylight distribution of just above the 20% mark. The daylight impacts to these properties as measured by the VSC and the NSL are shown below.

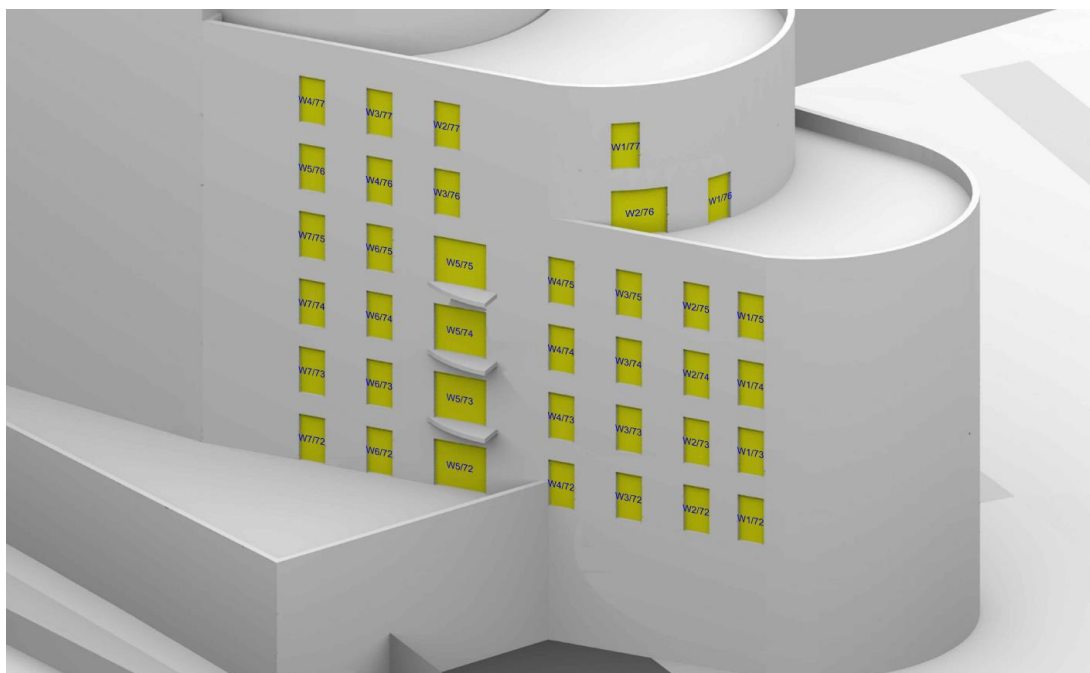
**Table 10.1**

Table 10.1			Vertical Component			Sky	No Sky Line (Daylight Distribution)		
42-46 Hornsey Road	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution	
First Floor	R3/W5/21	LKD	21.37	18.11	15.3%	141	131	7.2%	
First Floor	R3/W6/21	LKD	21.02	18.13	13.8%				

Second Floor	R3/W5/22	Bedroom	25.76	21.85	15.2%	141	129	8.7%
Second Floor	R3/W6/22	Bedroom	25.53	22.23	12.9%			
First Floor	R2/W3/21	LKD	23.15	18.26	<b>21.1%</b>	140	120	14.2%
First Floor	R2/W4/21	LKD	22.45	18.14	19.2%			
Second Floor	R2/W3/22	Bedroom	26.79	21.46	19.9%	151	126	16.2%
Second Floor	R1/W4/22	Bedroom	26.32	21.55	18.1%			
First Floor	R1/W1/21	LKD	25.19	18.14	<b>28%</b>	155	124	<b>20.1%</b>
First Floor	R1/W2/21	LKD	24.37	18.25	<b>25.1%</b>			
Second Floor	R1/W1/22	Bedroom	28.27	20.87	<b>26.2%</b>	157	125	<b>20.7%</b>
Second Floor	R1/W2/22	Bedroom	27.81	21.06	<b>24.3%</b>			

10.137 In terms of the daylight impacts on No. 48 Hornsey Road, the windows to habitable rooms would not in fact experience any noticeable adverse impacts on daylight, mainly because the windows to the residential uses within this building generally line up at right angles to the application site. Overall, the daylight impacts to these properties are considered acceptable in a central location such as this, particularly given the relatively high retained levels of daylight to these windows and the rooms that they serve.

#### No 1 Queensland Road



**Fig. 10.10 – Window Map of 1 Queensland Road**



10.138 The impacts on No. 1 Queensland Road are generally considered negligible as regards to loss of daylight, mainly because of the relative distances involved between this building and the subject site. Nonetheless, they have been considered in detail here given the number of objections with regards to loss of daylight, from residents within this building. The greatest losses of daylight, though relatively low, are found on the lower levels and are shown below for ease of reference:

**Table 10.2**

			Vertical Component			No Sky Line (Daylight Distribution)		
No.1 Queensland Road	Room / Window	Room use	Existing (%)	Proposed (%)	Percentage reduction in VSC	Previous sq ft	Proposed sq ft	Percentage reduction Daylight Distribution
Second Floor	R1/W1/72	RESI	34.4	32.9	4.6%	209	209	0%
Second Floor	R1/W2/72	RESI	34.3	32.8	4.5%	293	293	0%
Second Floor	R2/W3/72	RESI	34.2	32.6	4.5%	210	210	0%
Second Floor	R2/W4/72	RESI	33.7	32.2	4.3%	121	121	0%
Second Floor	R3/W5/72	RESI	29.6	28.2	4.7%	209	209	0%
Second Floor	R4/W6/72	RESI	33.2	31.8	4.1%	293	293	0%
Second Floor	R4/W7/72	RESI	32.9	31.7	4%	210	210	0%

10.139 The losses of VSC experienced by the properties at No 1 Queensland Road are not considered to be noticeable impacts, in accordance with the BRE guidelines.

#### Nos. 42-48 Jackson Road (and Annette Road)

10.140 The properties on the other side of the railway tracks in fact would not experience any noticeable adverse impacts on daylight, mainly because of distances involved (approx.. 100m to the nearest properties on Jackson Road). They were considered in the assessment given that they constitute the closest residential area to the development site. The greatest loss of daylight would be a 15% loss of daylight distribution on one of the ground floor habitable rooms. The remaining windows and rooms would experience losses of below 10% in terms of both VSC and NSL. Properties on Annette Road remain unaffected because their windows generally face away from the application site.

### **Impacts to Sunlight**

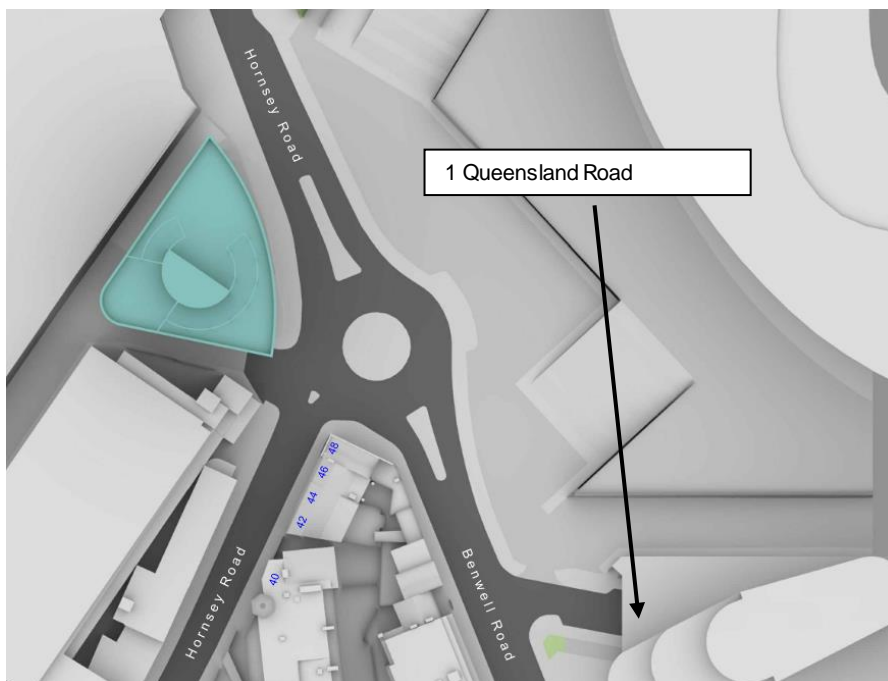
10.141 In terms of sunlight impacts, the only properties with windows that face the application site in a southerly direction are those on the other side of the railway tracks on Jackson Road. There are no windows within properties on Annette Road which face the development within 90 degrees of due south.

10.142 None of the reductions in sunlight shown below are considered to constitute noticeable or adverse impacts, in accordance with the BRE guidelines. While a window in No. 44 Jackson Road would have its winter sunlight removed, the sunlight for the whole year is only marginally reduced and as such this is not considered to constitute a material adverse impact in accordance with the BRE guidelines.

<b>Table 10.3</b>		<b>Annual (APSH)</b>			<b>Winter (WPSH)</b>		
<b>No. 44 Jackson Road</b>	<b>Room Use</b>	Existing	Proposed	% Reduction	Existing	Proposed	% Reduction
	Kitchen	18	18	0%	0	0	0%
	Residential	31	29	6.5%	2	0	<b>100%</b>
<b>No. 14 Annette Road</b>	<b>Room Use</b>	Existing	Proposed	% Reduction	Existing	Proposed	% Reduction
	Residential	61	59	3.3%	16	14	12.5%
	Bedroom	65	63	3.1%	19	17	10.5%

### No. 1 Queensland Road

10.143 The windows that look onto the development do not face 90-degrees due south and therefore are not required to be considered in accordance with the BRE guidelines. Moreover the building is a considerable distance away from the application site as shown on plan below and the proposed development would not subtend a 25 degree angle from the centre of any residential window within No. 1 Queensland Road.



**Fig. 10.11 – Site Plan**

10.144 However, given the number of objections to the proposal with regard to loss of sunlight from these residents, it was considered that an assessment of the loss of sunlight would be prudent. The sun does indeed set slightly north of due west in the summer months and residents have objected that the proposed building would result in the loss of those moments of evening sun in the summer months.

10.145 The applicants have submitted additional information to cover the potential sunlight losses to Queensland Road properties. Following the assessment, it can be confirmed that there would be no adverse impacts in terms of loss of sunlight to properties within No. 1 Queensland Road as

defined by the BRE guidelines. As such, it is not considered that the proposal would result in unacceptable impacts in this regard.

### **Daylight and Sunlight Summary**

10.146 It is noted in the BRE Guidelines and London Plan policies that a level of flexibility is required when assessing daylight and sunlight, with a consideration of the site context and circumstances. In this case, while the proposed building is a tall structure there is a relatively large distance between it and the closest residential neighbours. Moreover, those that are situated closest to the application site on the whole do not have windows that face the proposed development in a way that would noticeably affect them. As such, given the limited transgressions from the BRE Guidelines as a result of the proposed development, it is considered that the proposal would be acceptable in regard to daylight and sunlight considerations.

### **Privacy**

10.147 The supporting text to policy DM2.1 states at paragraph 2.14 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 guidance, consideration has to be given also to the nature of views between windows of the development and neighbouring 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 or little harm.'*

10.148 Paragraph 2.3.36 of the Mayor of London's Housing SPG states that such minimum distances "can still be useful yardsticks for visual privacy, but adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density". This is noted, and there have indeed been instances where window-to-window distances of less than 18m have been accepted where exceptional circumstances apply, however the Mayor's guidance does not override Islington's Development Management Policies, and there remains a need to ensure that proposed developments maintain adequate levels of privacy for neighbouring residents.

10.149 The proposed development includes no windows that are within 18m of other windows serving habitable accommodation. Moreover, most neighbouring residential properties face the application site over a highway and thus privacy impacts strictly speaking do not apply. Some residential properties on Jackson Road and Annette Road face the application site over the railway rather than over a highway. In these cases the window-to-window distance is approximately 60m at its closest point and thus not considered to result in undue overlooking. Similarly, the closest window-to-window distance from 1 Queensland Road would be approximately 100m and thus loss of privacy is not considered to be a concern or consideration.

### **Outlook and View**

10.150 A number of objections have been received from neighbouring residents with regard to loss of outlook and that the development would have a detrimental impact on the view from their windows and balconies. Notwithstanding the fact that loss of a view is not a material planning consideration, the development is not considered to have an unacceptable impact on outlook or result in a sense of enclosure, given the distances involved between neighbouring residential properties and the proposed development.

### **General Noise & Disturbance**

10.151 Policy DM2.1 states development should not have an adverse impact on amenity in respect to noise and disturbance and emerging Local Plan Policies H1 and H6 requires new residential accommodation including student accommodation to be of a high quality, including in respect of noise and disturbance and the provision of appropriate sound insulation.

10.152 The proposal includes the provision of a 12-storey student housing block. Student accommodation can often be a source of noise and disturbance both in terms of the activities of residents / students as well as from the noise of mechanical plant. Although the precise detail is not known, there will inevitably be mechanical plant to service a building of this size. As such, condition (10) is recommended, in the event of planning permission being granted, so that the impacts of mechanical plant are suitably mitigated.

10.153 In terms of the activities of students themselves, although the proposed building is not directly adjacent to existing residential accommodation and the area is characterised by a range of existing noisy impacts from the Arsenal Stadium, the railway line and the highway network, it will be necessary to suitably manage the student accommodation so that any potential impacts from the student accommodation on surrounding residential occupiers is suitably mitigated. A Student Management Plan will be required to be approved by the LPA as part of a section 106 obligation in the event of planning permission being granted. The management plan would seek to manage the external amenity spaces, requiring on-site wardens, details of the use of communal facilities, elimination of potential noise nuisance, recycling facilities, the approach to security and safety for students and the management of anti-social behaviour.

10.154 Moreover, the commercial floorspace proposed within the railway arches as well as within the ground floor of the student accommodation block and 252 Holloway Road could give rise to potential noise and disturbance impacts if not properly managed. As such, hours of operation would be suitably restricted by condition 42, to avoid adverse impacts to the surrounding residential community.

### **Land Contamination**

10.155 The submission includes a desktop study and highlights potential polluting uses and further investigation is required. This should be conditioned (*condition 25*) accordingly to provide an investigation of the potential risks identified in a preliminary risk assessment and shall provide provisions for the sampling of soil, soil vapour, ground gas, surface and ground water. An appropriate remediation method shall also be provided so that all risks identified with land contamination are appropriately dealt with.

### **Light Pollution**

10.156 The proposal could give rise to light pollution from the proposed uses and in particular from the lighting scheme which forms part of the landscaping and public realm. To address this, conditions 13 and 33 are recommended for details of measures to adequately mitigate light pollution affecting neighbouring residential properties as well as local ecology

10.157 It is considered that this condition would ensure the extent of light from the development spilling onto neighbouring sites or affecting ecology would be reduced and would help minimise any impact on neighbouring properties, and address any light pollution concerns.

### **Construction Impacts**

10.158 The construction works proposed under this application would unavoidably cause some degree of noise and disruption which would affect neighbouring residents.

10.159 The Public Protection Officer recommended that a Construction Management Plan be submitted (*condition 4*) to and approved by the Council prior to the commencement of development. The plan shall include details including methods of demolition, quiet periods and noise mitigation, in order to ensure that the construction impacts are adequately mitigated in the interests of neighbouring residential amenity. It is worth noting that outside planning control there are further controls applicable to construction, including Environmental Health legislation and regulations that would further protect the amenities of neighbouring occupiers during the construction period.

10.160 The transportation and highways impact during the construction stage is further discussed in the Highways and Transport section below.

## **Air Quality Impacts**

- 10.161 The London Plan Policy SI1 sets out requirements for developments to be air quality neutral. The purpose of the London Plan's requirement that development proposals be 'air quality neutral' is to prevent the gradual deterioration of air quality throughout Greater London. An air quality assessment has been carried out to demonstrate that the building and transport related emissions associated with the Proposed Development are both below the relevant benchmarks. The proposed development complies with the requirement that all new developments in London should be at least air quality neutral.
- 10.162 It is considered that the site is suitable for the proposed development without the need for further mitigation. However additional transport related mitigation measures in the form of a Construction Logistics Plan, a framework Travel Plan, cycle parking and improvements to local footway among others, form part of the application and would serve to reduce emissions from the proposed development.

## **Health and Well-being**

- 10.163 A number of objections have been received with regard to the adverse health and well-being impacts of the proposed development. The applicants have submitted a Health Impact Assessment, which considers aspects such as social cohesion, access to work, healthy foods, crime reduction and community safety, accessibility, community amenity and access to open space among other things and concludes that the proposed development would have on balance a neutral to positive impact. The conclusions of the assessment are not disputed.

## **Neighbouring Amenity Summary**

- 10.164 Subject to the conditions set out in this report, it is considered that the proposed development would not give rise to unacceptable impacts on neighbouring residential amenity in terms of daylight, sunlight, privacy, overlooking, outlook or sense of enclosure, dust, noise, light pollution and air quality.

## **LANDSCAPING, PUBLIC REALM AND BIODIVERSITY**

### Policy Context

- 10.165 Policy G1 states that development proposals should incorporate appropriate elements of green infrastructure that are integrated into London's wider green infrastructure network. Policy G5 further states that major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature-based sustainable drainage.
- 10.166 Policy CS15 of the Islington Core Strategy and policy DM6.5 of the Islington Development Management Policies reads that the council will seek to maximise opportunities to 'green' the borough through planting, green roofs, and green corridors to encourage and connect green spaces across the borough; development proposals are required to maximise the provision of soft landscaping, including trees, shrubs and other vegetation, and maximise biodiversity benefits.
- 10.167 Emerging Local Plan Policy G1 'Green Infrastructure' states that green infrastructure is an integral part of what makes the borough sustainable, healthy, welcoming and attractive. It is extremely important in terms of addressing the Local Plan vision and objectives. Moreover, major developments are required to conduct an Urban Greening Factor (UGF) assessment in accordance with the methodology in the London Plan. Schemes must achieve an UGF score of 0.4 for developments that are predominately residential, and a target score of 0.3 for predominately commercial development.



10.168 In terms of the provision of new public realm, emerging Local Plan Policy G3 requires for new or improved public open space provision to: (i) create / improve links with other green infrastructure and permeability with the wider area; (ii) maximise biodiversity benefits and access to nature, by incorporating areas of biodiversity that complement surrounding habitats and support the Council's Biodiversity Action Plan; (iii) maximise sustainability benefits, including urban cooling and sustainable drainage, including the use of permeable surfaces; (iv) be designed to be safe and accommodate and encourage physical activity for all, promoting walking, cycling and social interaction; and (v) be overlooked, designed and managed to meet diverse and changing needs.

#### Site Context

10.169 The site is approximately 0.44 hectares in size, is generally locked to the public and is largely covered by hard surfacing. There are some temporary structures associated with the site's recent use as a car wash at the northern Hornsey Road end of the site. There are three small groups of trees on site along the railway and boundaries of the site, which include small but semi-mature willows and sycamore trees, though these have been assessed as being of limited amenity and biodiversity value. In general, the edges of the elevated railway line and its embankments support a significant proportion of the borough's undeveloped land and thus generally provides for a significant amount of ecology and biodiversity value. However, whilst the section of the railway immediately to the north-east and to the south-west of the site are part of Sites of Importance for Nature Conservation (SINC), the application site itself is not considered to have same level of nature conservation importance and is not a designated SINC.

10.170 The submitted Ecological Impact Assessment has identified several habitat features on the site as part of its baseline study such as areas of shrub, including one area of dense shrub which may provide some habitat for common nesting birds, as well as tall ruderal vegetation and scattered trees. It can be however concluded from the assessment of the site's characteristics, that the site is of negligible importance for insects, reptiles, amphibians, foraging birds, bats or mammals. A biodiversity net-gain assessment report has also been submitted, which confirms that the site is of limited biodiversity value and concludes by proposing a number of ecological enhancements, which the Council's Nature Conservation Manager supports.



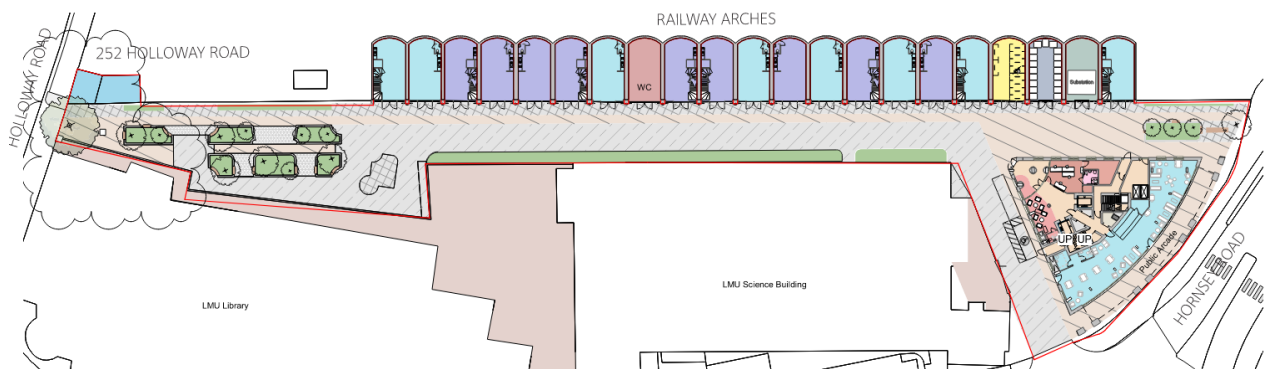
***Fig. 10.12: Existing Site***

#### Assessment of Proposal

10.171 The proposal involves the opening up of the site for public pedestrian access by creating a link from Holloway Road to Hornsey Road along the railway arches and improving the permeability of the site and wider area, which is supported. It is considered that the new student accommodation

building and the activation of railway arches provides an opportunity for the improvement of connections, particularly walking and cycling routes for local residents, London Metropolitan University students and visitors to the Emirates Stadium. The public realm scheme along the length of the arches, is a car-free route, except for occasional servicing vehicles, providing an improved pedestrian link between Holloway Road station and Emirates Stadium/Arsenal station and the heavily vehicular roads of Holloway Road and Hornsey Road.

10.172 It is proposed to mark the two points of entry at Holloway Road (west) and Hornsey Road (east) by introducing two marker trees with seating to invite pedestrians to use this new east-west route and create a moment's rest for pedestrians moving along the harsh pedestrian environment of Holloway Road and Hornsey Road. Each of these spaces catches some of London's morning and evening sun and the proposal aims to invite pedestrians to activate and animate the new area of public realm. The key design move is to bookend the two ends with a welcoming approach each marked by soft and hard landscaping, as shown on plan below:



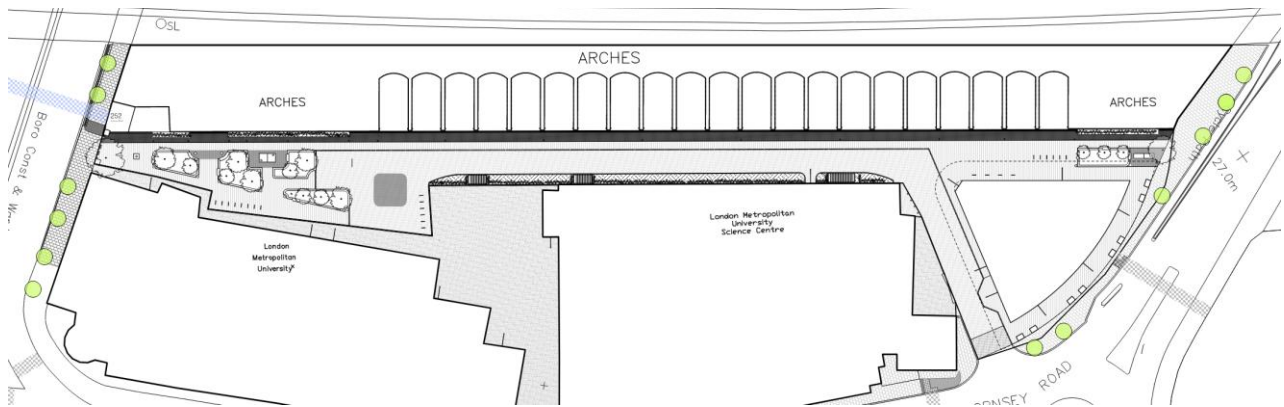
**Fig. 10.13 Proposed Landscape Plan**

10.173 Considered in more detail, at the Hornsey Road end of the new route is a fixed table with seating and at the Holloway Road end is a series of rain gardens (referred to as 'The Grove'), creating outdoor spaces where pedestrians are invited to rest. Each set of rain garden/planters is accompanied by vertical planting along the railway arches. Further details would be required by condition (30) in the event of planning permission being granted. As part of the design, it is also proposed to make use of the kerb stones as balance beams for children to play on the way with further details provided by condition. Additional planters are proposed to increase biodiversity and to mediate the slope down towards the arches by a gentle gradient and landings. The application submission details that the mix of plants is proposed to highlight warm red and yellows that match the colour of the new building. Next to the Grove is an open area, where a small public square is proposed in which possible pop up activities such as markets, performances and gatherings can occur.



**Fig. 10.14: Holloway Road approach and 'The Grove'**

10.174 In terms of trees, it is proposed to plant a total of 15No. new trees within the site, which include 11No. trees at the Holloway Road end of the public realm and 4No. trees at the Hornsey Road end, with a further 12No. trees proposed at off-site locations in order to further increase the site's biodiversity value, or Urban Greening Factor. The tree planting strategy is subject to further details and consideration in the event of planning permission being granted (condition 30), but a plan has been provided (see below) which gives an indication of where some of these trees could be located that would be provided at off-site locations. The off-site tree planting would be captured through the section 106 agreement.



**Fig. 10.15: Indicative off-site tree planting proposal**

10.175 The applicants have submitted a Biodiversity Net Gain assessment, which shows a significant increase in biodiversity and ecological value as a result of the proposed enhancements, in particular the extensive and intensive green roofs. The introduction of proposed habitats within the site would generate benefits for biodiversity, with new features such as rain gardens and green walls providing nectar and pollen suitable for pollinators, and nesting and foraging opportunities for birds. Based on these current landscape designs, the current calculated change in biodiversity is 228.16% net gain for area-based habitats. The removal of a small area of poor-quality scrub would be compensated for with a habitat of distinctiveness and the functionality of the removed habitat would be replicated in the proposed post-development habitat. The details proposed within the submitted Ecological Assessment would be secured by condition (44) in the event of planning permission being granted.

10.176 An Urban Greening Factor assessment has also been submitted with the application. Some further enhancements have been made during the course of the application, including further tree planting and green roofs, with the proposal calculated to achieve an UGF score of 0.35 or 0.4 (the higher score dependent on agreements with neighbouring landowners to consent to additional green wall features) with additional tree planting and additional green wall features which require the agreement of neighbouring landowners. These latter biodiversity measures would be secured through the section 106 agreement. The proposed permeable paving, groundcover planting, green roofs and trees contribute significantly to the score. It is considered that site limitations, in particular the need to service the railway arches, restrict significant further ecological enhancements within the site itself, but further enhancements would be achieved through further tree planting, secured by planning obligations.

10.177 In summary, the proposed public realm and landscaping proposal, including landscaping at roof level and soft and hard landscaping at ground level provide for significant aesthetic and biodiversity enhancements in line with adopted planning policy. It is considered that the proposal would significantly enhance biodiversity on the site through the provision of green roofs and other soft landscape interventions, such as green walls, trees, shrubs, planters and rain-gardens. Moreover, the proposal improves permeability through the site and links with the wider area, in accordance with emerging Local Plan Policy G3. Further detail of landscaping including ecological enhancements and biodiversity improvements would be required by condition in the event of planning permission being granted (44).

## ENERGY AND SUSTAINABILITY

- 10.178 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and standards relevant to sustainability are set out throughout the NPPF. Paragraph 148, under section 14. 'Meeting the challenge of climate change, flooding and coastal change', highlights that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.
- 10.179 The NPPF para 153 states that in determining planning applications, LPAs should expect new development to comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 10.180 London Plan policy GG6 seeks to make London a more efficient and resilient city, in which development must seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero carbon city by 2050. Proposals must ensure that buildings are designed to adapt to a changing climate, making efficient use of water, reducing impacts from natural hazards like flooding and heatwaves, while mitigating and avoiding contributing to the urban heat island effect.
- 10.181 Policy SI 2, in support of the strategic objectives set out in Policy GG6 above, stipulates for new developments to aim to be zero carbon with a requirement for a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. It requires all major development proposals to contribute towards climate change mitigation by reducing carbon dioxide emissions by 35% through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). Moreover, where it is clearly demonstrated that the zero carbon figure cannot be achieved then any shortfall should be provided through a cash contribution towards the Council's carbon offset fund.
- 10.182 In regard to Energy Infrastructure, policy SI 3 part D states that all major development proposals within Heat Network Priority Areas should have a communal low-temperature heating system, which should be selected in accordance with the following heating hierarchy:
- connect to local existing or planned heat networks
  - use zero-emission or local secondary heat sources (in conjunction with heat pump, if required)
  - use low-emission combined heat and power (CHP) (only where there is a case for CHP to enable the delivery of an area-wide heat network, meet the development's electricity demand and provide demand response to the local electricity network)
  - use ultra-low NOx gas boilers
- 10.183 Where a heat network is planned but not yet in existence the development should be designed to allow for the cost-effective connection at a later date.
- 10.184 Policy SI 4 (Managing Heat Risk) of the London Plan requires for development proposals to minimise adverse impacts on the urban heat island through design, layout, orientation, materials and the incorporation of green infrastructure.; The submitted energy strategy how they will reduce the potential for internal overheating and reliance on air conditioning systems.
- 10.185 Policy CS10 of the Islington Core Strategy requires that development proposals are designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy



efficiently and using on-site renewable energy generation. Developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock.

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

10.187 The applicant has submitted an Energy Statement prepared by Energist and a subsequent review dated November 2022 in order to address the LPA's specific comments on energy, carbon reduction and sustainability.

### **Carbon Emissions**

10.188 The London Plan 2021 (SI 2 Part C) sets out a minimum CO2 reduction target, for regulated emissions only, of 35% against Building Regulation Part L 2013. Part L 2021 of national building regulations took effect on 15 June 2022 and the London Plan team has carried out a rebasing exercise to update the carbon reduction targets set out in Policy SI2. The GLA Energy Assessment Guidance and Carbon Emissions Reporting Spreadsheet have been updated accordingly to require an on-site carbon reduction of at least 35 per cent beyond Part L 2021. This is equivalent to a 55% reduction over Part L 2013.

10.189 The Revised Energy Statement shows a reduction of 70% in Regulated Emissions against a Part L 2013 baseline. This meets the current London Plan target to achieve a 35% reduction and would meet the revised reduction target following the updated Part L 2021 of the national building regulations.

10.190 Council policy requires onsite total CO2 reduction targets (regulated and unregulated) against Building Regulations 2010 of 40% where connection to a decentralised energy network is possible, and 30% where not possible. These targets have been adjusted for Building Regulations 2013 to 39% where connection to a decentralised energy network is possible, and 27% where not possible. The revised Energy and Sustainability Review shows a reduction in Total Emissions from 235 tonnes to 98.5 tonnes which is equivalent to a 58% reduction in total emissions which meets the target in Islington Policy.

### **Zero Carbon Policy**

10.191 As noted earlier, policy SI 2 of the London Plan stipulates development proposals to aim to be zero carbon, this is supported by Islington Core Strategy Policy CS10 which states that development will need to promote zero carbon development by minimising on-site carbon dioxide emissions, promoting decentralised energy networks and by requiring development to offset all remaining CO2 emissions associated with the building through a financial contribution towards measures which reduce CO2 emissions from the existing building stock. The calculation of the amount of CO2 to be offset, and the resulting financial contribution, shall be specified in the submitted Energy Statement.

10.192 Carbon offsetting payments will be calculated based on the remaining regulated carbon emissions using a nationally recognised non-traded price of £95/tonne (over 30 years equivalent to £2,850/tonne), as set out in Policy SI 2 of the London Plan. The Revised Energy Strategy includes a correctly calculated Carbon Offset sum of £170,619.

### **BE LEAN- Reduce Energy Demand**



10.193 Part A of policy DM7.1 states *“Development proposals are required to integrate best practice sustainable design standards (as set out in the Environmental Design SPD), during design, construction and operation of the development.” It further states that “developments are required to demonstrate how the proposed design has maximised incorporation of passive design measures to control heat gain and to deliver passive cooling, following the sequential cooling hierarchy”.*

10.194 The proposed U-values for the development are proposed U-values for the development are: Ground Floor= 0.15; External Walls= 0.16; Roof= 0.09; Windows= 1.2. An air permeability of 5m<sup>3</sup>/hr/m<sup>2</sup> is specified. The U-values for the fabric elements meet the recommendations of Islington’s Environmental Design SPD.

10.195 The revised Energy Strategy shows the proposed development achieving a 30% reduction in Regulated Emissions through be-lean (efficiency) measures over a Part L 2013 baseline meeting the requirement in the London Plan for non-domestic buildings to achieve a 15% reduction at this stage. Finally, LED lighting has been specified throughout, which is supported.

### **Overheating and Cooling**

10.196 Part A of policy DM7.5 of the Islington Development Management Policies requires developments to demonstrate that the proposed design has maximised passive design measures to control heat gain and deliver passive cooling, in order to avoid increased vulnerability against rising temperatures whilst minimising energy intensive cooling. Part B of the policy supports this approach, stating that the use of mechanical cooling shall not be supported unless evidence is provided to demonstrate that passive design measures cannot deliver sufficient heat control. Part C of the policy requires applicants to demonstrate that overheating has been effectively addressed by meeting standards in the latest CIBSE (Chartered Institute of Building Service Engineers) guidance.

10.197 The Overheating Assessment shows all of the student accommodation areas of the building passing when compared against the criteria of CIBSE TM52 & TM59. Mechanical ventilation has been specified but no active cooling. A revised Overheating Assessment has been provided for the commercial elements of the proposal. This has been updated to state that the commercial space passes the TM52 criteria, although this is based upon assumptions and a full scheme has not yet been designed.

10.198 As such, in the event of planning permission being granted an updated and detailed overheating assessment would need to be provided to demonstrate that the commercial spaces pass the TM52 criteria (condition 43).

### **BE CLEAN- Low Carbon Energy Supply**

10.199 London Plan Policy SI3D states:

Major development proposals within Heat Network Priority Areas (covers all of Islington) should have a communal low-temperature heating system and that the heat source for the communal heating system should be selected in accordance with the following heating hierarchy:

- a) connect to local existing or planned heat networks
- b) use zero-emission or local secondary heat sources (in conjunction with heat pump, if required)
- c) use low-emission combined heat and power (CHP) (only where there is a case for CHP to enable the delivery of an area-wide heat network, meet the development’s electricity demand and provide demand response to the local electricity network)
- d) use ultra-low NO<sub>x</sub> gas boilers

10.202 Part C of policy DM7.3 of the Islington Development Management Policies states *“major developments located within 500 metres of a planned future DEN, which is considered by the*

*council likely to be operational within 3 years of a grant of planning permission, will be required to provide a means to connect to that network and developers shall provide a reasonable financial contribution for the future cost of connection and a commitment to connect via a legal agreement or contract, unless a feasibility assessment demonstrates that connection is not reasonably possible.”*

- 10.200 The Energy Statement correctly states that the proposed development is not within 500m of an existing DEN. There are also no planned DEN's within 500m and therefore a feasibility assessment of connection is not required. Air Source Heat Pumps have been proposed to provide heating for the development.

#### Shared Energy Networks

- 10.201 Part D of policy DM7.4 states “*Where connection to an existing or future DEN is not possible, major developments should develop and/or connect to a Shared Heating Network (SHN) linking neighbouring developments and/or existing buildings, unless it can be demonstrated that this is not reasonably possible.*”
- 10.202 The Revised Energy Strategy does not include the required details of an investigation into a Shared Heating Networks. Further details would be required by condition (43) in the event of planning permission being granted.

#### CHP/CCHP or Alternative Low Carbon On Site Plant

- 10.203 In accordance with the London Plan hierarchy, where connection to district heating or cooling networks are not viable, on-site low carbon heating plant should be proposed and CHP/CCHP prioritised (this may also form the basis of the alternative strategy, where the primary strategy is for connection to a district heating or cooling network if found viable through further investigation).
- 10.204 The Council's Environmental Design Guide (page 12) states “Combined Heat and Power (CHP) should be incorporated wherever technically feasible and viable. Large schemes of 50 units or more, or 10,000sqm floorspace or more, should provide detailed evidence in the form of an hourly heating profile (and details of electrical baseload) where the applicant considers that CHP is not viable; simpler evidence will be accepted on smaller schemes.”
- 10.205 On-site CHP was discounted for use on this development and this has been accepted by the Council's Energy Team. However, the Energy Statement proposes a communal Air-Source Heat Pump system, which is supported.

#### **BE GREEN- Renewable Energy Supply**

- 10.206 The energy hierarchy London Plan SI2 A states that major developments should look to ‘maximise opportunities for renewable energy by producing, storing and using renewable energy on-site’ at the ‘Be Green’ stage.
- 10.207 The Council's Environmental Design SPD (page 12) states “use of renewable energy should be maximised to enable achievement of relevant CO2 reduction targets”.
- 10.208 A variety of technologies were assessed in order to determine if they would be suitable for the site and proposed development. The Energy Statement includes a review of various renewable technologies. As well as the ASHP mentioned above a 15kWp/120m<sup>2</sup> Solar PV array has been proposed. This is supported, subject to the submission of further details under condition (28).
- 10.209 The above investigations and discussions are accepted by the Council's Energy Officer.

#### **BREEAM- Sustainable Design Standards**

- 10.210 Part A of policy DM7.4 of the Islington Development Management Policies states “*Major non-residential developments are required to achieve Excellent under the relevant BREEAM or equivalent scheme and make reasonable endeavours to achieve Outstanding.*”
- 10.211 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.*”
- 10.212 BREEAM pre-assessments have been submitted for both the Arches (Commercial) and 45 Hornsey Road (Student Accommodation) elements of the proposed development. These score 74.16% and 75.6% respectively. These are both equivalent to ‘Excellent’ rating and meet the requirements of Islington DM 7.4A. This would be secured by condition in the event of planning permission being granted (*condition 20*).

### **Draft Green Performance Plan**

- 10.213 Policy DM7.1 of the Islington Development Management Policies and the Environmental Design SPD (8.0.12 – 8.0.18) states “applications for major developments are required to include a Green Performance Plan (GPP) detailing measurable outputs for the occupied building, particularly for energy consumption, CO2 emissions and water use, and should set out arrangements for monitoring the progress of the plan over the first years of occupancy.” The council’s Environmental Design SPD provides detailed guidance and a contents check-list for a Green Performance Plan.
- 10.214 A draft Green Performance Plan has been submitted as part of the application submission. Measurable targets have been included for carbon emissions, water usage and energy with final version required through the section 106 agreement.

### **Circular Economy**

- 10.215 Policy SI 7 of the London Plan 2021 states that resource conservation, waste reduction, increases in material reuse and recycling, and reductions in waste going for disposal will be achieved by the Mayor, waste planning authorities and industry working in collaboration to promote a more circular economy that improves resource efficiency and innovation to keep products and materials at their highest use for as long as possible.
- 10.216 Emerging policy S10 of the Islington Local Plan states that all developments must adopt a circular economy approach to building design and construction in order to keep products and materials in use for as long as possible to minimise construction waste.
- 10.217 The proposal comprises of substantial building works, including the alterations to and/or removal of existing buildings and structures as well as a new 12-storey building. It is required to demonstrate that materials extracted from demolition can be re-used where possible, and that the building will adapt to change over its lifetime. The development also needs to minimise the environmental impact of materials through the use of sustainably sourced, low impact and recycled materials.
- 10.218 A Circular Economy assessment has been submitted with the application. A number of key commitments and design strategies have been identified to ensure the development will contribute towards a circular economy. These involve design decisions to minimise resources used, minimise waste and strategies to manage waste effectively. The Strategic Approach has been defined following the Circular Economy Core Principles.
- 10.219 A whole life-cycle carbon (WLC) assessment has also been undertaken to quantify the embodied carbon of the proposal. This would be updated at each design stage as more of the design becomes quantifiable, and the specific materials become known. This WLC Assessment has been prepared in line with the GLA’s London Plan Policy SI2 and using the methodology outlined in the RICS Professional Statement 2017 and BS EN15978:2011. The carbon emissions for the A1-A5 and B-C life cycle stages have been compared to the GLA benchmarks as shown below and are within the typical benchmark levels. This confirms that the development can be defined as sustainable design. The ‘GLA whole life-cycle carbon assessments guidance – consultation draft’

(Oct 2020) states the aspirational WLC benchmark for apartments/hotels is between 750-850kgCO<sub>2</sub>e/m<sup>2</sup> [GIA] for embodied carbon over the whole life-cycle which has been used for comparison against the Proposed Development. The 390kgCO<sub>2</sub>e/m<sup>2</sup> GIA for the proposed development compares favourably against this target range.

### **Sustainable Drainage**

- 10.220 Policy SI 5 states that in order to minimise the use of mains water, water supplies and resources should be protected and conserved in a sustainable manner. Commercial development proposals should achieve at least the BREEAM excellent standard for the 'Wat 01' water category or equivalent, and incorporate measures such as smart metering, water saving and recycling measures, including retrofitting, to help to achieve lower water consumption rates and to maximise future-proofing.
- 10.221 Policy CS10 of the Islington Core Strategy requires all development to demonstrate that it is designed to be adapted to climate change, particularly through design which minimises overheating and incorporates sustainable drainage systems. Policy DM6.6 of the Islington Development Management Policies is concerned with flood prevention and requires that schemes must be designed to reduce surface water runoff to a 'greenfield rate', where feasible.
- 10.222 The proposal would also need to demonstrate achieving all BREEAM credits for water efficiency. Rainwater recycling should be considered in order to achieve this (*condition 30*). A Flood Risk Assessment and Drainage Strategy has been submitted with the application with details of SUDS measures such as green roofs, blue rooms, rainwater gardens and attenuation tanks. These measures would be secured by condition 28 and 32 in the event of planning permission being granted.

### **HIGHWAYS AND TRANSPORT**

- 10.223 Paragraph 108 of the NPPF states that applications should ensure that appropriate opportunities to promote sustainable transport modes can be or have been taken up, given the type of development and its location. Development proposals should also ensure that any significant impacts from the development on the transport network or on highway safety, can be cost effectively mitigated to an acceptable degree.
- 10.224 Policy T4 of the London Plan 2021 states that development proposals should reflect and be integrated with current and planned transport access, capacity and connectivity. Transport Statement should be submitted with development proposals to ensure that impacts on the capacity of the transport network are fully assessed. Furthermore, part C of this policy states that where appropriate, mitigation, either through direct provision of public transport, walking and cycling facilities and highways improvements or through financial contributions, will be required to address adverse transport impacts that are identified.
- 10.225 Policy DM8.1 of the Islington Development Management Policies states that the design of the development is required to prioritise the transport needs of pedestrians, public users and cyclists above those of motor vehicles. Further, Policy DM8.2 states that proposals are required to meet the transport needs of the development and address its transport impacts in a sustainable manner and in accordance with best practice. Where the council considers that a development is likely to have a significant negative impact on the operation of transport infrastructure, this impact must be satisfactorily mitigated. Finally, emerging Local Plan Policy T2 requires for all new developments in the borough to be designed to incentivise walking by delivering high quality public realm improvements that are secure, safe, legible, inclusive and create permeable environments.
- 10.226 The site has excellent access to public transport and the Public Transport Accessibility Level is 6A. There are a number of bus routes directly adjacent to the site on Holloway Road providing connection to central London and locations across London. Holloway Road London Underground Station is located on the other side of Holloway Road in the vicinity of the site, while Drayton Park station, which is a short walk away is served by National Rail train services.

10.227 The site also benefits from good pedestrian accessibility to surrounding retail, employment, leisure, and public transport nodes. It is located within walking distances of local amenities such as the Nag's Head Town Centre and Lower Holloway Local Shopping Area. The footways around the site are generally in good condition, although the quality of the paving within the site is in need of care and attention.

10.228 There is a strategic cycle route running along Holloway Road adjacent to the site and a local cycle route which passes the site on the Hornsey Road side of the site. There are some Sheffield cycle stands on Holloway Road in close proximity to the site although there is considered to be relatively low supply of on-street cycle parking facilities in the immediate vicinity.

10.229 The application proposes to deliver a total of 283 student accommodation bedrooms alongside ancillary and communal facilities as well as a total increase of 1,611sqm of commercial floorspace within the ground floor of the new student accommodation building and the refurbished railway arches. The transport impacts, requirements and proposed transport provision is considered below.

### **Transport / Traffic Impacts**

10.230 The trip generation associated with the proposed development has been calculated and provided in the Transport Assessment Addendum. It is considered that the trips associated with the student accommodation as well as the commercial uses in the railway arches would be suitably and successfully accommodated within the transport network, with the majority of those visiting the site arriving on foot, by bicycle or by London Underground.

### **Vehicle Parking**

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

10.232 The site has a PTAL rating of 6A, which indicates that the site benefits from excellent public transport provision. The site is in close proximity to the crossroads of multiple thoroughfares within the central part of the borough and is located within a CPZ restricting car parking during office hours as well as on match days.

10.233 In regard to disabled parking, one wheelchair-accessible parking bay is proposed on site, however, it is anticipated that the need for disabled parking provision would increase beyond this provision as a result of the development. In accordance with Policy DM8.5 and the guidance with the Planning Obligation SPD, a financial contribution of £64,000 is required to secure additional on-street blue badge parking bays, or alternative accessibility improvements to be agreed by the Council's highway officers. The financial contribution is to be secured by the S106 legal agreement.

### **Cycling**

10.234 In terms of cycling, policy T5 of the London Plan states that development proposals should help remove barriers to cycling and create a healthy environment in which people choose to cycle. It should also secure appropriate levels of cycle parking which should be fit for purpose, secure and well located. Islington DMP 8.4 requires major developments to provide cycle parking in accordance with the minimum standards set out in Appendix 6 and end-of-trip facilities for cyclists in accordance with best practice. End-of-trip facilities are required to be provided at a level proportionate to the size of the development and the required level of cycle parking.

10.235 A total of 274 cycle parking spaces are proposed in order to cater for the needs of students, staff and visitors. A total of 212 cycle racks are provided at basement level of the new student accommodation building for students and staff of the proposed building in accordance with London Plan and Islington Planning Policies. The basement level also includes mobility scooter charging points as well as the required provision of end-of-trip facilities. Moreover, an oversized bike store is provided for non-standard bikes in one of the railway arches.



10.236 A further 54 bicycle parking spaces are provided in the public realm for staff and visitors associated with the railway arches. Further details of cycle parking including details of how the spaces provided are safe, secure, accessible and convenient would need to be provided in the event of planning permission being granted (*condition 24*).

10.237 Overall, the proposal would provide an acceptable level of cycle facilities, subject to further details being provided by condition, to support the development and to encourage use of alternative transport modes, which complies with the objectives of LP Policy T5, and IDMP Policy DM8.4.

### **Pedestrian**

10.238 The proposal also includes significant improvements to the pedestrian experience to and within the site, including improvements to pedestrian routes and access. Currently the site is largely fenced-off and inaccessible to members of the public and the proposal to open up of this route is considered a significant benefit of the proposal. The access to the site from Holloway Road would be pedestrian-only and the new route would be enhanced by the restoration of the new building and by introducing active frontages at ground and upper levels of the frontage building as shown below. The footway would be reinstated along Holloway Road and new wayfinding, signage and lighting would be provided in order to provide an enhanced pedestrian environment.



**Fig. 10.16 Holloway Rod approach – Existing and Proposed**

10.239 Within the site itself, a pedestrian and cycle-friendly environment is proposed as discussed above in the Landscaping and Public Realm section of this report. From Hornsey Road, a pedestrian-only level-access approach is also created into the site with the existing brick wall being removed in order to open up the site to the public realm. Street furniture, wayfinding and lighting is proposed to provide a pedestrian-friendly environment as shown below.



**Fig. 10.17 Hornsey Rod approach – Existing and Proposed**

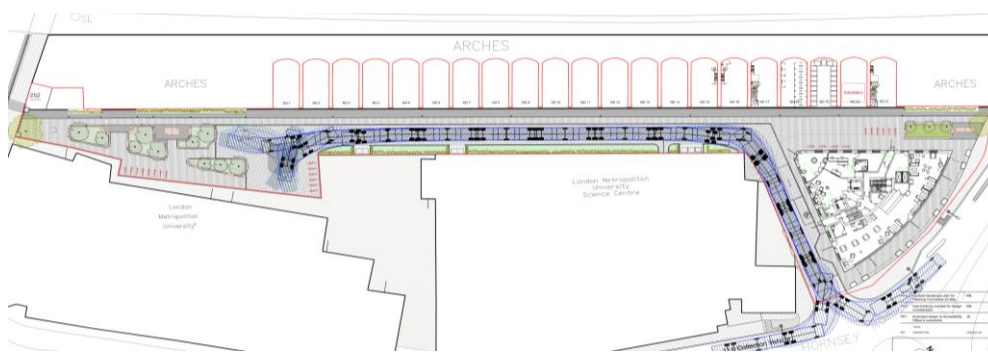
10.240 Within the site itself, the proposal includes a pedestrian route through the site from one street frontage to the other with a separate vehicular route for servicing and delivery vehicles. The proposal originally included a shared service along this route, but this has been amended during the course of the application and a small 60mm kerb has been introduced in order to delineate the pedestrian and vehicular routes for the purposes of creating a more inclusive environment that does not impede or prejudice the movements of pedestrians with visual or cognitive impairments.

10.241 It is considered that the creation of this new area of public realm with the resultant improvements to the pedestrian environment is a considerable benefit to the scheme in accordance with Policy DM8.1 and emerging Local Plan Policy T2.

### **Servicing and Waste Management**

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

10.243 All delivery and servicing associated with the proposed uses would be accommodated within the site via the vehicular entrance point from the Hornsey Road roundabout. There are two separate turning points within the site for large vehicles to turn within the site and exit the site in forward gear, as shown below:



**Fig. 10.18 Proposed Servicing / Delivery Route**

10.244 The application submission predicts the student accommodation building would result in approximately 28 two-way servicing and delivery trips and that the railway arches would bring about 50 two-way servicing and delivery trips. It is considered that this could be safely accommodated within the site, though further details would be required by condition (18) in order to ensure that pedestrian safety is not prejudiced and to ensure certain requirements, such as no deliveries and servicing on match-days are adhered to.

10.245 In terms of refuse and recycling, officers have had regard to the Council's refuse and recycling storage requirements, and it can be concluded that the proposed provision and arrangements are considered acceptable for the student accommodation and commercial uses. One of the railway arches would serve as a dedicated refuse enclosure for the use of the student accommodation and the ground floor commercial use. Separate refuse enclosures would be provided for the commercial uses within the railway arches and these have been shown within the landscaping, with further details provided by condition (18).

10.246 It is recommended that final details of servicing, delivery and refuse storage would need to be submitted to and agreed in writing by the Council prior to the occupation of the development and this would be secured by condition 18.

### **Construction Impacts**

- 10.247 The proposed construction works would inevitably have some impact on the local area during the construction period. A draft Construction Management Plan has been submitted with the planning application – this demonstrates that construction is technically feasible and that consideration has been had for the impacts of the construction process on neighbouring occupiers from the outset. A final version would need to be submitted and agreed by the Council prior to any construction work commencing on site; this is echoed by the Council's Public Protection Team who also recommended submission of a final version of a CMP outlining in detail how any impacts would be mitigated.
- 10.248 A full Construction Management Plan and Construction Logistics Plan should outline measures for the routing, accommodation, loading and unloading of construction vehicles during the entirety of the construction phase. A construction programme should also be provided within the CMP once a contractor has been appointed. This will set out indicative timescales for each phase of construction. This is secured by condition upon approval, to ensure that the proposal would make all reasonable efforts to avoid unacceptable impacts to neighbouring amenity, the wider environment, or the safe and efficient operation of the highway network.
- 10.249 The Council's Highways Team has recommended that the applicant would need to cover any cost to repair any damages to the public footway/carriageway caused by the development. This would be secured under section 106 agreement with a figure confirmed. It should be noted that construction management and logistics will need to be considered by TfL as part of any approval of details submission in the event of planning permission being granted and the permission being implemented.
- 10.250 In the interest of protecting neighbouring residential amenity during the construction phase of the development (having regard to impacts such as noise and dust) the applicant is also required to comply with the Council's code of construction practice. Compliance would need to be secured as part of a section 106 agreement together with a payment of £29,184 towards monitoring. This payment is considered an acceptable level of contribution having regard to the scale of the development, the proximity of other properties, and likely duration of the construction project.

### **Highways Summary**

- 10.251 Overall, it is considered that the application would have adequate provision for servicing, waste storage, accessibility, cycling, collections and deliveries, subject to further details and provisions to be secured by conditions and legal agreement. The proposal would then be acceptable and would comply with policies T5 and T6 of the London Plan 2021, policies CS10, CS11 and CS13 of the Islington Core Strategy 2011; DM8.2, DM8.4, DM8.5 and DM8.6 of the Islington Development Management Policies 2013 and emerging Local Plan Policies T1, T2, T3, T4 and T5.

### **SAFETY AND SECURITY**

- 10.252 The surrounding area is mixed with commercial and residential uses as well as the Arsenal football stadium making up a large part of its character. The proposal would open up the site to public access with a new pedestrian route being provided between Hornsey Road and Holloway Road. The proposed new route with the additional permeability, passive surveillance, increased mobility as well as access possibilities that this results in is considered to be both a strength and potential weakness of the proposal from a crime and safety point of view. Given the proposal's complexities and its proximity to the Arsenal stadium, in order to ensure that the proposed building would be secure and meet the relevant crime prevention objectives, it is recommended that the scheme meets Secured By Design accreditation.
- 10.253 The Met Police's Design out Crime Officer (DOCO) has considered the submission from a safety and security point of view and provided detailed comments. The applicants have responded to each of the comments raised and the DOCO has confirmed that they are satisfied with the proposal and responses and that the development would meet safety and security criteria subject to condition (19) requiring Secured by Design accreditation in the event of planning permission being granted. It can be confirmed that the landscaping, in particular the hard landscaping features and

street furniture, have been chosen and designed in order to not attract anti-social behaviour. Moreover, tree species have been chosen to have canopies above 2.5 metres in height and would be located so as to not reduce visibility or prejudice the proposed lighting strategy.

- 10.254 Though this has not been raised directly by the Met Police, there is a concern that the area between 'The Grove' and the railway arches, which is the proposed location of the turning circle for servicing vehicles could attract anti-social behaviour given the relative lack of street animation and passive surveillance at this point. While this area has been earmarked as a space for pop-up events and markets, there is no guarantee that these would have a significant presence. It is crucial for the success of this area that this space is properly managed with suitable CCTV and a good lighting strategy. The type of uses that occupy the railway arches and how the pedestrian route is secured and operated are considered equally important factors (*see conditions 14, 26 and 33*). Moreover, a condition is recommended (condition 15) to ensure that an additional window is inserted in No 252 Holloway Road and condition 23 ensures that the commercial frontages are not obscured or tainted so that there is a greater level of passive surveillance along this route.
- 10.255 Aside from this, it has been discussed that the doors and windows on ground floor level should be secured to a minimum police approved security standard as set out in the Secured by Design Commercial guide, including a security lobby and access control systems. Finally, the lighting and CCTV strategy, which would be crucially important here in order to highlight any misuse and capture evidential quality images, is considered appropriate with further details required by condition in the event of planning permission being granted.
- 10.256 It is recommended that this application, if granted, is conditioned to achieve Secured by Design accreditation (*condition 19*).

## **FIRE SAFETY**

- 10.257 Policy D12 of the London Plan states that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety. All major development proposals should be submitted with a Fire Statement, which is an independent fire strategy, produced by a third party, suitably qualified assessor. Such statements should contain: the building's construction; means of escape for all building users; features that reduce the risk to life; access for fire service personnel and equipment; provision for fire appliances; and future modifications to the building.
- 10.258 London Plan Policy D12 states that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety. All major development proposals should be submitted with a Fire Statement, which is an independent fire strategy, produced by a third party, suitably qualified assessor.
- 10.259 The Fire Statement submitted with the application, has been prepared by KW Consulting dated July 2022, and a suitably qualified Chartered Engineer has been involved in the document. Both the Health & Safety Executive and the London Fire Brigade have been consulted on the development and no objections have been raised to the submitted Fire Statement, with the Health & Safety Executive confirming that they were satisfied with the information provided with the application (including the fire statement). In response to queries from the Council's Building Control Officer relating to the requirements of the London Plan policy D12b), a revised document has been submitted and amended dated July 2022. An assessment against the criteria of London Plan Policy D12 is provided below:

<b>London Plan policy D12(b) requires the following detail</b>	<b>Response:</b>
1. The building's construction: methods, products and materials used, including manufacturers' details	Materials, including steel, brickwork and cement, will be chosen for fire resistance and limited combustibility.

<p>2. The means of escape for all building users: suitably designed stair cores, escape for building users who are disabled or require level access, and associated evacuation strategy approach</p>	<p>Provision of two escape stairs are provided, together with a much higher standard of compartmentation to typical halls of residence, with compartment walls achieving a 60-minute fire resistance.</p> <p>All student apartments are served by communal corridors from which escape is available in one direction to a single escape stairwell. In this development there are two staircases protected by cross corridor doors to provide alternative escape routes for all students and fire personnel, and a defined firefighting shaft with access direct from external.</p>
<p>3. Features which reduce the risk to life: fire alarm systems, passive and active fire safety measures and associated management and maintenance plans</p>	<p>Studio flats will be provided with a smoke detection and control unit to BS 5839-6 Grade D system (i.e. mains powered alarm with a standby power supply that will give local warning only) A rate of rise heat detector will be provided in all studio flats positioned in the flat within 500mm from the front door on the communal system to provide warning throughout the building in case of a genuine fire in the room. A manual call point within 15 meters of the room shall be provided.</p> <p>A BS 9251:2021 sprinkler system is provided for the residential areas of the block. This sprinkler system is provided with a single flow switch for each floor and consequently the fire alarms within each apartment will be LD2 Grade D.</p> <p>A smoke detection system, with sounder alarms, is provided in the common residential corridors in order to activate the smoke ventilation systems within those areas.</p>
<p>4. Access for fire service personnel and equipment: how this will be achieved in an evacuation situation, water supplies, provision and positioning of equipment, firefighting lifts, stairs and lobbies, any fire suppression and smoke ventilation systems proposed, and the ongoing maintenance and monitoring of these</p>	<p>The fire brigade would generally have two access points to the building, via the main front building entrance and the firefighting stair core. The fire doors to the units from the service corridors will be via FD60S doors, and a series of FD30S cross corridor doors will also be provided. All parts of the ground floor are within 60m of a fire appliance parking location.</p> <p>A hydrant main will be provided in the street within 90m of the firefighting appliance.</p>
<p>5. How provision will be made within the curtilage of the site to enable fire appliances to gain access to the building</p>	<p>The two residential cores are fitted with a dry rising main that will have outlets on the landing of each floor that they serve including basement levels where appropriate. The dry rising main will conform to BS 9990:2015. The dry rising main inlet will be located externally</p>



	<p>adjacent to the entrance to the relevant stair core, located within 18m of the fire appliance parking location and clearly visible from that location, in accordance with BS 9990:2015.</p> <p>A water supply, either from a public fire hydrant system or from a private fire hydrant system designed to meet BS 9990 is required within 90m of the dry fire main inlets as appropriate.</p>
6. Ensuring that any potential future modifications to the building will take into account and not compromise the base build fire safety/protection measures.	Any future changes to the building will be undertaken within the context of contemporary fire safety regulation and legislation.

10.260 The submitted information is specific and relevant to the proposal and the fire statement references compliance with BS9999. It is noted that the author of the submitted Fire Statement is a qualified person with expertise in fire safety and engineered solutions, and as such, the applicant has considered the fire safety of the development as part of the overall scheme. However, there are a number of outstanding points that the Council's Building Control Officer has raised. A condition is therefore recommended (*condition 16*) requiring an updated Fire Statement to be submitted in the event that there are any changes to the fire safety strategy.

## PLANNING OBLIGATIONS AND CIL

10.261 There is a requirement that planning obligations under Section 106 must meet 3 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. 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) would be chargeable on the proposed development on grant of planning permission. This is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2019 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

10.262 Islington's CIL Regulation 123 infrastructure list specifically excludes measures that are required in order to mitigate the direct impacts of a particular development and if specific off-site measures are required to make the development acceptable these should be secured through a S106 agreement.

10.263 Policy CS18 (Delivery and Infrastructure) of the Islington Core Strategy 2011 states that the council will work with its partners to deliver the infrastructure required to support development, and will require contributions from new development to ensure that the infrastructure needs are provided for and that the impacts of the development are mitigated. Further details of planning obligations are set out in the relevant sections of this report, and as a full list in Appendix 1.

10.264 In order for the development to mitigate its own direct impacts, and to be acceptable in planning terms the following heads of terms are recommended to be secured by a S106 agreement.

- A bond/deposit to cover costs of repairs to the footway and for repairs to the highway (total to be confirmed by LBI Highway). This ensures funds are available for the repair and reinstatement of the footways and highways adjoining the development (paid for by the developer). The bond must be paid before commencement of works. Any reinstatement works will be carried out by LBI Highways (and the cost met by the developer or from the bond). Conditions surveys may be required. If this bond/ deposit exceeds the cost of the works as finally determined, the balance will be refunded to the developer. Conversely, where the deposit is insufficient to meet costs then the developer will be required to pay the amount of the shortfall to the Council;

- The provision of Affordable Student Accommodation at an agreed level of rent;
- The submission of an agreed Student Management Plan;
- Contribution of £30,000 towards additional off-site tree planting;
- Additional off-site green wall features subject to neighbouring landowner's agreements;
- Compliance with the Council's Code of Local Procurement;
- Compliance with Code of Employment and Training;
- Carbon offsetting contribution of £170,691;
- Future connection safeguarded / secured (Energy network) (as covered within the submitted energy statement);
- Code of construction monitoring fee £29,184;
- 16 x construction placements or employment/training contribution of £80,000.
- Employment and training contribution of £20,184 for local residents;
- Accessible transport contribution £64,000;
- Submission of an agreed Nominations Agreement governing the student accommodation;
- Submission of an agreed Lettings and Management Strategy outlining how a total of 5No. of the railway arches are let and managed;
- Submission of draft Green Performance Plan;
- Submission of draft Travel Plan and approval of final Travel Plan within 6 months of first occupation;
- Associated legal fees.

## **SUMMARY AND PLANNING BALANCE ASSESSMENT**

10.265 Paragraph 47 of the NPPF dictates that *"Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise"*.

10.266 The proposed development is considered acceptable in principle and in land use terms and the scheme is considered to be compliant with London Plan Policy H15, Islington Core Strategy (ICS) Policy CS12, Development Management Policy DM3.9 as well as emerging Local Plan Policy H6, which stipulate particular criteria and requirements for the provision of student accommodation. The proposal is also considered to be consistent with London Plan Policy E2, Islington Core Strategy Policy CS13, Development Management Policies DM4.1 and DM5.1 and Policies R1 and B2 of the emerging Local Plan, which support retail provision and the provision of commercial floorspace, which meet defined criteria. The application is also considered to be in line with the expectations of Site Allocation NH10, which accept the provision of student accommodation at the site, subject to the acceptability of other material considerations, and support the provision of commercial, in particular light industrial floorspace, within the railway arches.

10.267 The proposal is considered to have multiple benefits from enhancing and reactivating the edge of the busy primary route of the Holloway Road, creating a new high quality pedestrian connection from this primary edge back to Hornsey Road to the east, refurbishing the double height railway

arches to a high quality of design and so support a range of new uses within them, to redeveloping the eastern triangular part of the site to 45 Hornsey Road with a new 12 storey local landmark. These are significant 'placemaking' benefits that will contribute positively to the public realm. The tower itself has been creatively and uniquely designed in a playful yet highly considered manner. Not only would it enrich the streetscape but it is considered to help mitigate against the effects of the severance of the East Coast overhead railway line to the north and the scale of the football stadium to the east.

10.268 There are some minor daylight impacts on surrounding residential properties and some of the bedrooms on the lower levels do not quite achieve the levels of natural daylight one would normally expect for habitable accommodation. These discrepancies are however considered to be outweighed by the generally high standard of accommodation proposed, including the provision of ancillary and communal facilities as well as the provision of a well-considered landscaping proposal involving new pedestrian routes, better connectivity and an enhanced public realm. The planning application is also considered to be comply with relevant standards and requirements relating to energy, sustainability, transport, inclusive design, safety and security.

10.269 It should be recognised that the scheme involves benefits which should be afforded weight. These have been discussed throughout the report, and include:

- Uplift in commercial office floorspace equating to 1,668sqm (Class E) floorspace and the refurbishment of the existing railway arches;
- The provision of high quality student accommodation;
- Increase in employment at the site, as well as the relevant jobs and training contributions;
- High quality new building with a well-considered design and attractive appearance;
- New landscaping providing enhanced public realm with increased connectivity and biodiversity benefits;
- A sustainable design with compliant energy efficiency measures and carbon reduction measures in a sustainable and well-connected location;

## 11. CONCLUSION

11.1 It is recommended that planning permission is granted subject to conditions and s106 legal agreement heads of terms as set out in Appendix 1 – **RECOMMENDATIONS** and subject to any direction by the Mayor of London.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) 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 or, in their absence, the Deputy Head of Service:

- A bond/deposit to cover costs of repairs to the footway and for repairs to the highway (total to be confirmed by LBI Highway). This ensures funds are available for the repair and reinstatement of the footways and highways adjoining the development (paid for by the developer). The bond must be paid before commencement of works. Any reinstatement works will be carried out by LBI Highways (and the cost met by the developer or from the bond). Conditions surveys may be required. If this bond/ deposit exceeds the cost of the works as finally determined, the balance will be refunded to the developer. Conversely, where the deposit is insufficient to meet costs then the developer will be required to pay the amount of the shortfall to the Council;
- Contribution of £30,000 towards additional off-site tree planting;
- To use reasonable endeavours to obtain the neighbouring landowner's consent to deliver additional off-site green wall features;
- Compliance with the Council's Code of Local Procurement;
- Compliance with Code of Employment and Training;
- Carbon offsetting contribution of £170,691;
- Feasibility and connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future-proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- Compliance with Islington's Code of Practice for Construction Sites and monitoring costs of £29,184 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.
- Facilitation, during the construction phase of the development, of the following number of work placements: 16. Each placement must last a minimum of 26 weeks. The London Borough of Islington's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. Within the construction sector there is excellent best practice of providing an incremental wage increase as the operative gains experience and improves productivity. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage (£10.55 as at 15/04/19). If these placements are not provided, LBI will request a fee of: £80,000
- Employment and training contribution of £20,184 to improve the prospects of local people accessing new jobs created in the proposed development;

- The provision of 32 accessible parking bays or a contribution of £64,000 towards accessible transport measures;
- Submission of an agreed Nominations Agreement governing the student accommodation;
- Submission of an agreed Lettings and Management Strategy outlining how a total of 5No. of the railway arches are let and managed, including working with the council on the employment / skills outcomes;
- Submission of draft Green Performance Plan;
- Submission of draft Travel Plan and approval of final Travel Plan within 6 months of first occupation;
- The Council's legal fees in preparing the S106 and officer's fees for the monitoring and implementation of the S106 agreement.

If the Committee resolve to grant, resolution will include provision to provide flexibility to officers to negotiate and finalise s106 on behalf of the Committee.

That, should the Section 106 Deed of Planning Obligation not be completed within 13 weeks from the date when the application was made valid or within the agreed extension of time, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

ALTERNATIVELY, should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure the heads of terms as set out in this report to Committee.

## RECOMMENDATION B

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

### List of Conditions:

<b>1</b>	<b>Commencement</b>
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
<b>2</b>	<b>Approved Plans List</b>
	DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans:

Proposed Plans: 2329-00-DR-0001 rev P05 Site Plan; 2329-00-DR-0011 rev P02 Phasing Plan; 2329-00-DR-0099 rev D09 Basement Floor Plan; 2329-00-DR-0100 rev D012 Ground Floor Plan; 2329-00-DR-0101 rev D010 First Floor Plan; 2329-00-DR-0102 rev D011 Second Floor Plan; 2329-00-DR-0103 rev D09 Third Floor Plan; 2329-00-DR-0104 rev D06 Fourth Floor Plan; 2329-00-DR-0105 rev D06 Fifth Floor Plan; 2329-00-DR-0106 rev D09 Sixth Floor Plan; 2329-00-DR-0107 rev D06 Seventh Floor Plan; 2329-00-DR-0108 rev D06 Eighth Floor Plan; 2329-00-DR-0109 rev D06 Ninth Floor Plan; 2329-00-DR-0110 rev D06 Tenth Floor Plan; 2329-00-DR-0111 rev D07 Eleventh Floor Plan; 2329-00-DR-0112 rev D06 Roof Amenity Plan; 2329-00-DR-0113 rev D08 Roof Plan; 2329-00-DR-0401 rev D05 Section AA; 2329-00-DR-0402 rev D05 Section BB; 2329-00-DR-0403 rev D04 Section CC; 2329-00-DR-0601 rev D04 West Elevation; 2329-00-DR-0602 rev D04 South Elevation; 2329-00-DR-0603 rev D04 East Elevation; 2329-00-DR-1100 rev D02 Detailed Studio Plan; 2329-00-DR-1101 rev D02 Detailed Cluster Plan; 2329-00-DR-1102 rev D02 Detailed Wheelchair Accessible Plan; 2329-00-DR-1601 rev D01 Detail Elevation Study; 2329-00-SC-7001 rev D09 Area Schedule (NIA); 2329-00-SC-7002 rev D05 Area Schedule GIA and GEA; 2329-00-DR-SC-7003-D04 Student Unit by Unit Accommodation Schedule; 2329-10-DR-0115 rev D03 Ground Floor Full Site Plan; 2329-30-DR-1001 rev D01 Railway Arch Detail Plan With Mezzanine ; 2329-30-DR-1002 rev D01 Railway Arch Detail Plan;

Landscaping Plans: 1.73-100 P03 GA Plan; 1.73-101 P01 GA Key Plan; 1.73-103 P01 GA Soft Landscape Ga Plan; 1.73-104 P01 Lighting Concept Plan; 1.73 105 P01 Kerb Layout Plan; 1.73-200 P01 Holloway Road Approach Plan; 1.73-210 P01 Arches Plan; 1.73-220 P02 Grove Plan; 1.73-230 Hornsey Road (Northern Edge) Approach Plan; 1.73-240 P02 Hornsey Road (Southern Edge) Approach Plan; 1.73-250 252 Holloway Road Floor Plans; 1.73-260 P01 Roof Amenity Plan; 1.73-300 Holloway Road Elevation; 1.73-310 Holloway Road Approach Section A-A; 1.73-321 P01 Long Section B-B 1/3; 1.73-322 Long Section B-B 2/3; 1.73-323 Long Section B-B 3/3; 1.73-330 Arches Section C-C; 1.73-340 P01 Grove Section D-D; 1.73-350 Hornsey Road (Northern Edge) Approach Section E-E; 1.73-360 Hornsey Road (Southern Edge) Approach Section F-F; 173.-370 P01 LMU Science Building Elevation; 1.73-UGF GF P03 UGF Calculation - Ground Floor; 1.73-UGF RF P03 UGF Calculation – Roof; RBA-HOR-301 Rev C Roof Planting Plan; RBA-HOR-DET001 Intensive Blue-Green Roof Detail; RBA-HOR-DET002 Extensive Blue-Green Roof Detail;

Planning Statement (including draft Heads of Terms) by hgh Consulting  
Accommodation Schedule by CZWG Architects (ref. 2329-00-DR-SC-7003-D04) (Revised May 2023)  
Wind and Microclimate Desk Study by NOVA Fluid Mechanics Ltd (dated 17<sup>th</sup> March 2022)  
Daylight, Sunlight and Overshadowing Report by Point 2 Surveyors Ltd (Version V3)  
Design and Access Statement by CZWG Architects (ref. 2329-00-BR-0010-D03) (Revised May 2023)  
Flood Risk Assessment by Buro Happold  
Townscape Visual Impact Assessment (including verified views) by Heritage Information Ltd  
Heritage Statement by Heritage Information Ltd  
Basement Impact Assessment by Buro Happold  
Ground Movement Assessment on LUL Assets by Buro Happold  
Transport Executive Summary by Tim Spencer and Co  
Transport Assessment and Inclusive Construction Logistics Plan by Tim Spencer and Co (and Supplementary Transport Addendum Note 21.10.22)  
Active Travel/Healthy Streets Assessment by Tim Spencer and Co  
Framework Travel Plan by Tim Spencer and Co  
Delivery and Servicing Plan by Tim Spencer and Co  
Air Quality Assessment by Ramboll  
Ecological Impact Assessment by Ramboll  
Biodiversity Net Gain Assessment by Ramboll  
Phase 1 Environmental Site Assessment by Ramboll  
Rapid Health Impact Assessment by hgh Consulting  
Noise and Vibration Assessment by Ramboll  
Student Housing Management Plan by CRM  
Energy Statement by Energist (Revised April 2023)  
Sustainability Statement by Energist



	<p>Drainage Strategy and completed GLA Sustainable Drainage Proforma by Buro Happold (revised July 2022)</p> <p>BREEAM Pre-Assessments for 45 Hornsey Road and The Arches by Energist</p> <p>Green Performance Plan by Energist</p> <p>Arboricultural Report (including Tree Survey) by Tim Moya Associates</p> <p>Public Realm Design Statement (including Urban Greening Factor calculations) by MUF Landscape Architects</p> <p>Statement of Community Involvement by Quatro</p> <p>Construction Management Plan by Arcadis</p> <p>Site Waste Management Plan by Ramboll</p> <p>Lighting Impact Assessment by Designs for Lighting Ltd</p> <p>Utilities and Services Statement by KW Consulting Ltd</p> <p>Odour/Ventilation Extraction Statement by KW Consulting Ltd</p> <p>Economic Regeneration Statement by Propernomics</p> <p>Overheating Assessment by KW Consulting (Revised 07.12.22)</p> <p>Circular Economy Statement and GLA template (excel) by Energist (Revised 28.4.23)</p> <p>Whole Life Cycle Carbon Assessment and GLA Carbon Emissions Reporting Spreadsheet (excel) by Energist (Revised 10.02.23)</p> <p>Fire Safety Strategy by KW Consulting (Revised 26.09.22 with Fire Statement Form)</p> <p>Letter of support from London Metropolitan University</p> <p>Means of escape report (25.4.23)</p> <p>Student Demand Assessment (November 2022)</p> <p>Solar Glare Report (28.09.22)</p> <p>Retail Impact Assessment (March 2023)</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
<b>3</b>	<p><b>Materials (Details)</b></p> <p>CONDITION: Notwithstanding the approved drawings, details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Plan, elevation and section drawings, including jambs, head and sill, of all external windows and doors at a scale of 1:10;</li> <li>b) Samples and manufacturer's details at a scale of 1:10, of all main facing brickwork (which shall not constitute brick slips) including soldier courses, brick arches, different bonds, accent bricks and brick clad soffits;</li> <li>c) Samples and manufacturer's details of all metalwork including window system, curtain walling, canopies, spandrel panels, ventilation grilles and soffits and rainwater goods;</li> <li>d) Roof-top materials including parapet detail and pergola feature;</li> <li>e) Any concrete or GRC to be used, including samples and manufacturer's details;</li> <li>f) Any external materials to be used in refurbishment of the railway arches;</li> <li>g) Any external materials to be used in the refurbishment of 252 Holloway Road;</li> <li>h) Details of the green roof system;</li> <li>i) Green Procurement Plan; and</li> <li>j) Details of all other external facing materials to be used.</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
<b>4</b>	<p><b>Construction Management and Logistics Plan</b></p>

	<p><b>CONDITION:</b> No construction works shall take place unless and until a Construction Methodology / Construction Management Plan (CMP) and a Construction Logistics Plan (CLP) have been submitted to and approved in writing by the Local Planning Authority, in consultation with Transport for London (TfL) and Network Rail.</p> <p>The reports shall assess the impacts during the construction phase of the development on surrounding streets, including TfL red routes, and Network Rail assets along with nearby residential amenity and other occupiers together with means of mitigating any identified impacts. The CMP must refer to the new LBI Code of Practice for Construction Sites.</p> <p>The development shall be carried out strictly in accordance with the approved documents throughout the construction period.</p> <p><b>REASON:</b> In the interests of residential amenity, highway safety, railway infrastructure and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
<b>5</b>	<b>Plumbing (No pipes to outside of building)</b>
	<p><b>CONDITION:</b> 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><b>REASON:</b> The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p>
<b>6</b>	<b>Impact Piling (Compliance)</b>
	<p><b>CONDITION:</b> No piling shall take place until a PILING METHOD STATEMENT (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p><b>REASON:</b> The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure.</p>
<b>7</b>	<b>Sound insulation</b>
	<p><b>CONDITION:</b> A scheme for sound insulation and noise control measures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The sound insulation and noise control measures shall achieve the following internal noise targets:</p> <ul style="list-style-type: none"> <li>- Bedrooms (23.00-07.00 hrs) 30 dB Laeq,8 hour and 45 dB Lmax (fast)</li> <li>- Living Rooms (07.00-23.00 hrs) 35 dB Laeq, 16 hour</li> <li>- Dining rooms (07.00 –23.00 hrs) 40 dB Laeq, 16 hour</li> </ul> <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><b>REASON:</b> In the interests of protecting residential amenity.</p>

<b>8</b>	<b>Sound Insulation</b>
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the proposed ground floor Class E use and upper floor student accommodation use of the 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: In the interests of protecting residential amenity.</p>
<b>9</b>	<b>Vibration</b>
	<p>CONDITION: A scheme for anti-vibration treatment of the foundations and services shall be submitted to the Council for written approval prior to the commencement of the development, and implemented to the satisfaction of the Council to achieve the following internal noise targets:</p> <p>a) Internal vibration levels shall not exceed the category of “low probability of adverse comment” in Table 1 of Appendix A of BS 6472:2008.</p> <p>b) Groundborne noise shall not exceed 35dB L<sub>max</sub>,slow as measured in the centre of any residential room.</p> <p>REASON: The reason this condition is prior to commencement is in the interest of protecting residential amenity.</p>
<b>10</b>	<b>Plant Noise (Compliance)</b>
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level L<sub>Aeq Tr</sub> arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level L<sub>AF90 Tbg</sub>. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014+A1:2019.</p> <p>REASON: To ensure the protection of neighbouring amenity in respect to noise and vibration.</p>
<b>11</b>	<b>Post-Installation Report (Details)</b>
	<p>CONDITION: A report is to be commissioned by the applicant, using an appropriately experienced &amp; competent person, to assess the noise from the proposed mechanical plant to demonstrate compliance with condition 10. The report shall include site measurements of the plant in-situ. The report shall be submitted to and approved in writing by the Local Planning Authority and any noise mitigation measures shall be installed before commencement of the use hereby permitted and permanently retained thereafter.</p> <p>REASON: To ensure the protection of neighbouring amenity in terms of noise and vibration.</p>
<b>12</b>	<b>Roof Terrace Operation (Details and Compliance)</b>
	<p>CONDITION: An Operation Management Plan providing details of how access to and management of the roof-top amenity space is to be achieved shall be submitted to and agreed in writing by the Local Planning Authority prior to the occupation of the development hereby approved.</p> <p>REASON: To ensure the protection of neighbouring amenity in respect to noise and disturbance.</p>

<b>13</b>	<b>Internal Lighting (Details)</b>
	<p>CONDITION: Details of measures to adequately mitigate light pollution affecting neighbouring residential properties and character/appearance of the area shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site and subsequently implemented prior to first occupation of the development hereby permitted. These measures might include:</p> <ul style="list-style-type: none"> <li>- Automated roller blinds;</li> <li>- Lighting strategies that reduce the output of luminaires closer to the façades;</li> <li>- Light fittings controlled through the use of sensors.</li> </ul> <p>The approved mitigation measures shall be implemented strictly in accordance with the approved details and shall be permanently maintained thereafter.</p> <p>REASON: In the interests of the residential amenities of the occupants of adjacent residential dwellings.</p>
<b>14</b>	<b>Class E Restrictions (Compliance)</b>
	<p>CONDITION: Prior to the occupation of the development hereby approved, 5No. of the railway arches within the development site shall be identified for light industrial (Class E(g)(iii)) use and 5No. railway arches shall be identified for retail/restaurant use (Class E(a) &amp; (b)).</p> <p>Operation of Section 55(2)(f) of the Town and Country Planning Act 1990 shall be precluded with regard to the floorspace thus identified for light industrial use and retail/restaurant use respectively. The floorspace identified shall only be used for purposes within those Use Classes identified and for no other purpose, including any other purpose within Class E of the Schedule 2 of the Town and Country Planning (Use Classes) Order 1987 and subsequent Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020) or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.</p> <p>REASON: For the avoidance of doubt and to ensure that the Local Planning Authority can control the use of the building to these specific uses only, in order to protect the supply of light industrial floorspace in this location and to ensure sufficient vitality and vibrancy along this stretch of new public realm and to retain control over the change of use of the building in the future.</p>
<b>15</b>	<b>Side Elevation Window at 252 Holloway Road (Details/Compliance)</b>
	<p>CONDITION: Notwithstanding the plans hereby approved, revised plans and elevations showing additional fenestration on the side elevation of No. 252 Holloway Road shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works commencing on site. The details approved shall be installed prior to the first occupation of the development, and shall be maintained as such thereafter.</p> <p>REASON: In the interests of animating the façade and providing additional passive surveillance.</p>
<b>16</b>	<b>Fire Safety Strategy (Details/Compliance)</b>
	<p>CONDITION: Notwithstanding the plans and documents hereby approved, a revised Fire Statement shall be submitted and approved in writing by the Local Planning Authority prior to works commencing on site. The development shall be carried out in accordance with the details approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the development incorporates the necessary fire safety measures in accordance with the Mayor's London Plan Policy D12.</p>
<b>17</b>	<b>Green Wall (Details)</b>

	<p>CONDITION: Notwithstanding the approved plans, details of proposed green wall(s) shall be submitted to and approved in writing by the Local Planning Authority prior to occupation of the development hereby approved. The area of green wall shall be maximised throughout the development and justification should be provided for any omissions.</p> <p>The green wall(s) shall be installed strictly in accordance with the details as approved, shall be laid out within 3 months or the next available appropriate planting season after completion of the external development works / first occupation, and shall be maintained as such thereafter.</p> <p>REASON: In order to ensure the development maximises opportunities to improve the green infrastructure on site and help boost biodiversity and minimise run-off.</p>
<b>18</b>	<b>Refuse, Delivery &amp; Servicing (Details)</b>
	<p>CONDITION: Details of the delivery &amp; servicing strategy and site-wide waste strategy for the development, including for the railway arches, shall be submitted to and approved in writing by the Local Planning Authority prior to practical completion of the development hereby approved.</p> <p>The development shall be carried out and operated strictly in accordance with the details and waste management strategy so approved. The physical enclosures shall be provided/erected prior to the first occupation of the development 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>
<b>19</b>	<b>Secured by Design (Compliance)</b>
	<p>CONDITION: Prior to superstructure works commencing on site, evidence should be submitted to and approved by the Local Planning Authority that the development achieves Secured by Design accreditation.</p> <p>The development shall be carried out strictly in accordance with the details set out in the accreditation and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
<b>20</b>	<b>BREEAM (Details)</b>
	<p>CONDITION: The development shall achieve a BREEAM New Construction rating (2018) of no less than 'Excellent' and shall use reasonable endeavours to achieve a rating of 'Outstanding'.</p> <p>A final Certificate shall be issued to the Local Planning Authority within 4 months of the occupation of development certifying that the highest feasible BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme) rating has been achieved for this development unless the Local Planning Authority agrees in writing to an extension of the period by which a Certificate is issued.</p> <p>REASON: To ensure that the development achieves the highest feasible BREEAM rating level to ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.</p>
<b>21</b>	<b>Restriction of PD Rights- Class E to residential (Compliance)</b>
	<p>Notwithstanding the provisions of Schedule 2, Part 3, Class MA the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modifications), no change of use from Class E (commercial, business and service) to a use falling within Class C3 (dwellinghouses) shall take place without obtaining the express planning permission from the Local Planning Authority.</p>

	<p>REASON: For the avoidance of doubt and to ensure that the Local Planning Authority can restrict the use of the building to this specific use only, in order to protect the supply of office and commercial floorspace in this location. Loss of commercial floorspace within this location will have potential negative impacts on the borough's economy.</p>
<b>22</b>	<p><b>Inclusive Design (Compliance and Details)</b></p> <p>CONDITION: Details including floorplans, sections and elevations at a scale of 1:50 shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on any of the part of the development hereby approved. The details shall include how the development would comply with the relevant parts of the Inclusive Design in Islington SPD</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 ensure the development is of an inclusive design.</p>
<b>23</b>	<p><b>No Obscure Glazing or Vinyl Graphics (Compliance)</b></p> <p>CONDITION: No obscure films/glazing or vinyl graphics shall be applied on the front elevations to the commercial floorspace within the student accommodation building or the railway arches unless otherwise agreed by the Local Planning Authority.</p> <p>REASON: To ensure that the approved elevation would provide clear views onto the street from inside, and to ensure the building would provide an active frontage and natural surveillance to the area.</p>
<b>24</b>	<p><b>Cycle Parking (Details and Compliance)</b></p> <p>CONDITION: Notwithstanding the plans hereby approved, details of bicycle storage areas, including cycle parking product specification, which shall be secure and accessible and account for no less than 220No. long-stay bicycle spaces and no less than 48No. short-term cycle parking spaces shall be submitted and approved in writing by the Local Planning Authority.</p> <p>The approved cycle storage shall be provided prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate and suitable bicycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
<b>25</b>	<p><b>Land Contamination (Details and Compliance)</b></p> <p>CONDITION: Prior to the commencement of development the following assessment in response to the NPPF and in accordance with Land Contamination Risk Management (LCRM) guidance (Environment Agency as updated 2021) and BS10175:2011+A2:2017 shall be submitted to and approved in writing by the Local Planning Authority</p> <p>a) A land contamination investigation. The investigation shall be based upon and target the risks identified in the approved preliminary risk assessment and shall provide provisions for, where relevant, the sampling of soil, soil vapour, ground gas, surface and groundwater. All works must be carried out in compliance with and by a competent person who conforms to Land Contamination Risk Management (LCRM) guidance (Environment Agency as updated 2021) or the current UK requirements for sampling and testing.</p>



	<p>Following the agreement to details relating to point a); details of the following works shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site:</p> <p>b) A remediation method statement of any necessary land contamination remediation works arising from the land contamination investigation.</p> <p>This statement shall detail any required remediation works and shall be designed to mitigate any remaining risks identified in the approved site investigation. The development shall be carried out strictly in accordance with the investigation and any scheme of remedial works so approved and no change therefrom shall take place without the prior written approval of the Local Planning Authority. If, during development, contamination not previously identified is found to be present at the site, the Council is to be informed immediately and no further development (unless otherwise agreed in writing by the Council) shall be carried out until a report indicating the nature of the contamination and how it is to be dealt with is submitted to, and agreed in writing by, the Council. All works must be carried out in compliance with and by a competent person who conforms to Land Contamination Risk Management (LCRM) guidance (Environment Agency as updated 2021) or the current UK requirements for sampling and testing</p> <p>c) Following completion of measures identified in the approved remediation scheme a verification report, that demonstrates the effectiveness of the remediation carried out, must be produced which is subject to the approval in writing of the Local Planning Authority in accordance with part b). This report shall include: details of the remediation works carried out; results of any verification sampling, testing or monitoring including the analysis of any imported soil; all waste management documentation showing the classification of waste, its treatment, movement and disposal; and the validation of gas membrane placement. All works must be carried out in compliance with and by a competent person who conforms to Land Contamination Risk Management (LCRM) guidance (Environment Agency as updated 2021) or the current UK requirements for sampling and testing.</p> <p>REASON: In the interests of preventing contamination.</p>
<b>26</b>	<b>Pedestrian route (Details and Compliance)</b>
	<p>CONDITION: Details of a management strategy for the pedestrian route through the site from Hornsey Road to Holloway Road shall be submitted to and approved in writing by the Local Planning Authority prior to practical completion of the development hereby approved.</p> <p>The route shall be maintained as such thereafter and no change therefrom shall take place unless agreed in writing by the Local Planning Authority.</p> <p>REASON: In the interests of maintain a safe and secure route through the site.</p>
<b>27</b>	<b>Green Roof (Details and Compliance)</b>
	<p>CONDITION: The development hereby approved shall be implemented in accordance with the green / blue roof details identified on Plan No. 1.73-260 Rev B and RBA-HOR-301 Rev C. Details of further measures shall be submitted to and approved in writing to the Local Planning Authority prior to practical completion of the development hereby approved, demonstrating the following:</p> <p>a) how the extent of green/brown/blue roof has been maximised</p> <p>b) that the green/brown/blue roofs are biodiversity based with extensive substrate base (minimum depth 120 -150mm); and</p> <p>c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</p>

	<p>The biodiversity (green/brown/blue) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be accessed for the purpose of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be installed strictly in accordance with the details as approved, shall be laid out within 3 months or the next available appropriate planting season after completion of the external development works / first occupation, and shall be maintained as such thereafter.</p> <p>REASON: In order to ensure the development maximises opportunities to help boost biodiversity and minimise water run-off.</p>
<b>28</b>	<b>Solar PVs (Details and Compliance)</b>
	<p>CONDITION: Prior to the commencement of superstructure works on site, details of the proposed Solar Photovoltaic Panels 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"> <li>- Location;</li> <li>- Area of panels;</li> <li>- Design (including elevation plans); and</li> <li>- How the design of the PVs would not adversely affect the provisions of green roofs on site.</li> </ul> <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 and to secure high quality design in the resultant development.</p>
<b>29</b>	<b>Bird &amp; Bat Boxes (Details)</b>
	<p>CONDITION: Notwithstanding the approved plans, prior to commencement of superstructure works, details of bird and bat boxes, including swift boxes, shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The details approved shall be installed prior to the first occupation of the building, and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity</p>
<b>30</b>	<b>Landscaping (Details and Compliance)</b>
	<p>CONDITION: Prior to completion or first occupation of the development hereby approved, whichever is the sooner; details of treatment of all parts on the site not covered by buildings shall be submitted to and approved in writing by the Local Planning Authority. The site shall be landscaped strictly in accordance with the approved details in the first planting season after completion or first occupation of the development, whichever is the sooner. Details shall include:</p> <ol style="list-style-type: none"> <li>1. a scaled plan showing all existing vegetation and landscape features to be retained and trees and plants to be planted;</li> <li>2. location, type and materials to be used for hard landscaping including specifications, where applicable for: <ol style="list-style-type: none"> <li>a. permeable paving</li> <li>b. tree pit design</li> <li>c. underground modular systems</li> <li>d. Sustainable urban drainage integration</li> <li>e. use within tree Root Protection Areas (RPAs);</li> </ol> </li> </ol>

	<ol style="list-style-type: none"> <li>3. a schedule detailing sizes and numbers/densities of all proposed trees/plants;</li> <li>4. specifications for operations associated with plant establishment and maintenance that are compliant with best practise;</li> <li>5. types and dimensions of all boundary treatments;</li> <li>6. a plan showing gradients and step free access suitable for wheelchair users to the entrances of the buildings;</li> <li>7. Details as to how the landscaping design and materials would result in maximum passive on-site sustainable urban drainage (SUDS), including details of rainwater recycling;</li> <li>8. any other landscaping features forming part of the scheme, including replica clock, drinking fountain and playspace.</li> </ol> <p>There shall be no excavation or raising or lowering of levels within the prescribed root protection area of retained trees unless agreed in writing by the Local Planning Authority. Unless required by a separate landscape management condition, all soft landscaping shall have a written five-year maintenance programme following planting. Any new tree(s) that die(s), are/is removed or become(s) severely damaged or diseased shall be replaced and any new planting (other than trees) which dies, is removed, becomes severely damaged or diseased within five years of planting shall be replaced. Unless further specific permission has been given by the Local Planning Authority, replacement planting shall be in accordance with the approved details.</p> <p>REASON: Required to safeguard and enhance the character and amenity of the area, to provide ecological, environmental and bio-diversity benefits and to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality.</p>
<b>31</b>	<b>Lifts (Compliance)</b>
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved. The lifts should be maintained throughout the lifetime of the development.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site.</p>
<b>32</b>	<b>SUDS (Compliance and Details)</b>
	<p>CONDITION: Details of a drainage strategy for a sustainable urban drainage system shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems in accordance with the drainage hierarchy and be designed to maximise water quality, amenity and biodiversity benefits.</p> <p>The submitted details shall include the scheme's peak runoff rate and storage volume and how the scheme will aim to achieve a greenfield run off rate (8L/sec/ha). The details shall demonstrate how the site will manage surface water in excess of the design event, shall set out a clear management plan for the system and confirm whether a pump station is required for the geo-cellular storage tanks.</p> <p>The drainage system shall be installed/operational prior to the first occupation of the development. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>

<b>33</b>	<b>Lighting and CCTV (Details and Compliance)</b>
	<p>CONDITION: Details of any general / security lighting and CCTV measures shall be submitted to and approved in writing by the Local Planning Authority, in consultation with the Met Police, prior to the superstructure works commencing on site.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps and support structures as well as CCTV where appropriate and hours of operation. The general lighting and security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed to not adversely impact neighbouring residential amenity, ensures safety and security, does not adversely affect biodiversity and is appropriate to the overall design of the building.</p>
<b>34</b>	<b>Energy Strategy (Compliance)</b>
	<p>CONDITION: The energy efficiency measures/features and renewable energy technology, which shall provide for a reduction in carbon emissions of no less than 58% (total emissions) and 70% (regulated emissions) as detailed within the Energy and Sustainability Review by KW Consulting shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy features/measures within the approved document, a revised strategy shall be submitted to and agreed in writing by the Local Planning Authority prior to the occupation of the development.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO<sub>2</sub> emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
<b>35</b>	<b>Tree Protection (Details and Compliance)</b>
	<p>CONDITION: Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>Specific issues to be dealt with in the TPP and AMS:</p> <ol style="list-style-type: none"> <li>Location and installation of services/ utilities/ drainage.</li> <li>Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees.</li> <li>Details of construction within the RPA or that may impact on the retained trees.</li> <li>A full specification for the installation of boundary treatment works.</li> <li>A full specification for the construction of any roads, parking areas and driveways, including details of the no-dig specification and extent of the areas of the roads, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant sections through them.</li> <li>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.</li> <li>A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.</li> <li>A specification for scaffolding and ground protection within tree protection zones.</li> <li>Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.</li> </ol>

	<p>j. 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</p> <p>k. Boundary treatments within the RPA</p> <p>l. Methodology and detailed assessment of root pruning</p> <p>m. Reporting of inspection and supervision</p> <p>n. Methods to improve the rooting environment for retained and proposed trees and landscaping</p> <p>o. Veteran and ancient tree protection and management</p> <p>The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality.</p>
<b>36</b>	<b>Roof-Level Structures</b>
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant part of the development commencing. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding area.</p>
<b>38</b>	<b>Foul Water Drainage</b>
	<p>CONDITION: No development shall be occupied until confirmation has been provided that either:</p> <ul style="list-style-type: none"> <li>- all water network upgrades required to accommodate the additional demand to serve the development have been completed; or</li> <li>- a development and infrastructure phasing plan has been agreed with Thames Water to allow development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan.</li> </ul> <p>REASON: The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development.</p>
<b>39</b>	<b>Surface Water Drainage</b>
	<p>CONDITION: No development shall be occupied until confirmation has been provided that either:</p> <ol style="list-style-type: none"> <li>1. Surface water capacity exists off site to serve the development, or</li> <li>2. A development and infrastructure phasing plan has been agreed with the Local Authority in consultation with Thames Water. Where a development and infrastructure phasing plan is agreed, no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan. Or</li> <li>3. All Surface water network upgrades required to accommodate the additional flows from the development have been completed.</li> </ol>

	<p>Details of Surface Water Drainage shall be approved in consultation with Thames Water and Network Rail prior to the commencement of the development hereby approved.</p> <p>REASON: In the interests of the protection of railway and water infrastructure. Network reinforcement works may be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents.</p>
<b>40</b>	<b>Railway – Glare</b>
	<p>CONDITION: Within 24 months of the completion of the development hereby approved (such a date as to be notified to the LPA) in the event of any complaint to the Council from Network rail relating to signal sighting safety or driver distraction, upon notification to the LPA, the applicant or owner of the building shall as soon as possible and not later than 28 days, submit for approval to the Council details of a scheme of remedial measures to address the concerns raised with details of a timescale for implementation of the works. The works shall be carried out in accordance with the approved details and timetable.</p> <p>REASON: To ensure safety of the users of the railway.</p>
<b>41</b>	<b>Sustainable Design Principles (Compliance)</b>
	<p>CONDITION: The details and measures specified within the Whole Life-Cycle Carbon Assessment and the Detailed Circular Economy Statement by Energist dated February 2023, shall be implemented in accordance with the approved documents, unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
<b>42</b>	<b>Railway arches floorspace, uses and operation (Details and Compliance)</b>
	<p>CONDITION: Prior to the occupation of the railway arches (other than the three proposed to be used in connection with the student accommodation) hereby approved, details of layout, floorplans, hours of operation and proposed uses of the railway arches shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of ensuring a high standard of accommodation.</p>
<b>43</b>	<b>Energy matters (Details and Compliance)</b>
	<p>CONDITION: Prior to works commencing on site, further details on the following shall be submitted for approval to the Local Planning Authority:</p> <ul style="list-style-type: none"> <li>- Future-proofing of the development for connection to a DHN;</li> <li>- Potential Shared Energy Network connection;</li> <li>- Further detailed overheating analysis for the commercial floorspace;</li> </ul> <p>The details shall be approved prior to commencement of works and no changes to details so approved shall take place unless agreed as such in writing by the LPA.</p> <p>REASON: In the interests of securing sustainable development.</p>
<b>44</b>	<b>UGF and Biodiversity measures (Compliance)</b>
	<p>CONDITION: The biodiversity measures and ecological enhancements identified in the submitted Ecological Impact Assessment and the Biodiversity Net Gain Assessment Report by Ramboll dated April 2022 shall contribute towards a minimum Urban Greening Factor of</p>



	<p>0.3 within the application site and be implemented prior to the occupation of the development hereby approved.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of biodiversity and ecological enhancements.</p>
<b>45</b>	<b>Noise Report – Concerts (Details)</b>
	<p>CONDITION: A report is to be commissioned by the applicant, using an appropriately experienced &amp; competent person, to assess the impacts from noise during concert events held at the Emirates Stadium. The report shall include a site survey during concerts and any proposed noise mitigation measures and controls for occupants. The report shall be submitted to and approved in writing by the Local Planning Authority and any noise mitigation measures and controls shall be installed before occupation of the use hereby permitted and permanently retained thereafter.</p> <p>REASON: In the interests of protecting residential amenity.</p>

#### List of Informatives:

<b>1</b>	<b>Section 106 agreement</b>
	You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.
<b>2</b>	<b>Construction Works</b>
	Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday, excluding event days including football games, where the site must not be operational 2.5 hours prior to kick-off and not at all on Sundays and Public Holidays. You are advised to consult the Pollution Team, Islington Council, 222 Upper Street London N1 1XR (Tel. No. 020 7527 3258 or by email <a href="mailto:pollution@islington.gov.uk">pollution@islington.gov.uk</a> ) or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.
<b>3</b>	<b>Highway Requirements</b>
	Compliance with sections 168 to 175 and of the Highways Act, 1980, relating to “Precautions to be taken in doing certain works in or near streets or highways”. This relates, to scaffolding, hoarding and so on. All licenses can be acquired through <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a> . All agreements relating to the above need to be in place prior to works commencing. Compliance with section 174 of the Highways Act, 1980 - “Precautions to be taken by persons executing works in streets.” Should a company/individual request to work on the public highway a Section 50 license is required. Can be gained through <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a> . Section 50 license must be agreed prior to any works commencing. Compliance with section 140A of the Highways Act, 1980 – “Builders skips: charge for occupation of highway. Licenses can be gained through <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a> . Compliance with sections 59 and 60 of the Highway Act, 1980 – “Recovery by highways authorities etc. of certain expenses incurred in maintaining highways”. Haulage route to be agreed with streetworks officer. Contact <a href="mailto:streetworks@islington.gov.uk">streetworks@islington.gov.uk</a> . Joint condition survey required between Islington Council Highways and interested parties before commencement of building works to catalogue condition of streets and drainage gullies. Contact <a href="mailto:highways.maintenance@islington.gov.uk">highways.maintenance@islington.gov.uk</a> .

<b>4</b>	<b>Community Infrastructure Levy (CIL)</b>
	<p>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 London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL).</p> <p>The Council will issue a CIL Liability Notice stating the CIL amount that will be payable on the commencement of the development. Failure to pay CIL liabilities when due will result in the Council imposing surcharges and late payment interest.</p> <p>Further information and all CIL forms are available on the Planning Portal at <a href="http://www.planningportal.gov.uk/cil">www.planningportal.gov.uk/cil</a>, and the Islington Council website at <a href="http://www.islington.gov.uk/cil">www.islington.gov.uk/cil</a>. CIL guidance is available on the GOV.UK website at <a href="http://www.gov.uk/guidance/community-infrastructure-levy">www.gov.uk/guidance/community-infrastructure-levy</a>.</p>
<b>5</b>	<b>Tree Works Specification</b>
	<p>The following British Standards should be referred to:</p> <ul style="list-style-type: none"> <li>a. BS: 3882:2015 Specification for topsoil</li> <li>b. BS: 3936-1:1992 Nursery Stock - Part 1: Specification for trees and shrubs</li> <li>c. BS: 3998:2010 Tree work – Recommendations</li> <li>d. BS: 4428:1989 Code of practice for general landscaping operations (excluding hard surfaces)</li> <li>e. BS: 4043:1989 Recommendations for Transplanting root-balled trees</li> <li>f. BS: 5837 (2012) Trees in relation to demolition, design and construction - Recommendations</li> <li>g. BS: 7370-4:1993 Grounds maintenance part 4. Recommendations for maintenance of soft landscape (other than amenity turf).</li> <li>h. BS: 8545:2014 Trees: from nursery to independence in the landscape – Recommendations</li> <li>i. BS: 8601:2013 Specification for subsoil and requirements for use</li> </ul>
<b>6</b>	<b>Thames Water (1)</b>
	<p>Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes.</p> <p>The developer should take account of this minimum pressure in the design of the proposed development.</p>
<b>7</b>	<b>Thames Water (2)</b>
	<p>The proposed development is located within 15m of our underground water assets and as such we would like the following informative attached to any approval granted. The proposed development is located within 15m of Thames Water's underground assets, as such the development could cause the assets to fail if appropriate measures are not taken. Please read our guide 'working near our assets' to ensure your workings are in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures.</p> <p><a href="https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-ourpipes">https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-ourpipes</a>.</p> <p>Should you require further information please contact Thames Water. Email: <a href="mailto:developer.services@thameswater.co.uk">developer.services@thameswater.co.uk</a></p>
<b>8</b>	<b>Definition of Superstructure and Practical Completion</b>
	<p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which</p>

	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.
<b>9</b>	<b>Alterations to the highway</b>
	<p>Alterations to road markings or parking layouts to be agreed with Islington Council Highways Service. Costs for the alterations of traffic management orders (TMO's) to be borne by developer. All lighting works to be conducted by Islington Council Highways Lighting. Any proposed changes to lighting layout must meet the approval of Islington Council Highways Lighting. NOTE: All lighting works are to be undertaken by the PFI contractor not a nominee of the developer. Consideration should be taken to protect the existing lighting equipment within and around the development site. Any costs for repairing or replacing damaged equipment as a result of construction works will be the responsibility of the developer, remedial works will be implemented by Islington's public lighting at cost to the developer. Contact <a href="mailto:streetlights@islington.gov.uk">streetlights@islington.gov.uk</a> Any damage or blockages to drainage will be repaired at the cost of the developer. Works to be undertaken by Islington Council Highways Service. Section 100, Highways Act 1980. Water will not be permitted to flow onto the public highway in accordance with Section 163, Highways Act 1980 Public highway footway cross falls will not be permitted to drain water onto private land or private drainage.</p>

## **APPENDIX 2: RELEVANT POLICIES**

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

### **1. National Guidance**

The National Planning Policy Framework 2021 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

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

### **2. Development Plan**

The Development Plan is comprised of the London Plan 2021, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

#### **A) The London Plan 2021 – The Spatial Development Strategy for Greater London**

- Policy GG1 – Building strong and inclusive communities
- Policy GG2 - Making the best use of land
- Policy GG5 – Growing a good economy
- Policy SD10 – Strategic and local regeneration
- Policy D1 - London's form, character and capacity for growth
- Policy D3 – Optimising site capacity through design-led approach
- Policy D4 - Delivering good design
- Policy D5 - Inclusive design
- Policy D6 – Housing quality and standards
- Policy D8 – Public realm
- Policy D9 – Tall buildings
- Policy D12 – Fire Safety
- Policy D14 – Noise
- Policy H15 – Purpose-built student accommodation
- Policy S6 – Public toilets
- Policy E1 - Offices
- Policy E2 - Providing suitable business space
- Policy E7 – Industrial intensification, co-location and substitution
- Policy E9 – Retail, markets and hot food takeaways
- Policy HC1- Heritage conservation and growth
- Policy G1 – Green infrastructure
- Policy G5 – Urban greening
- Policy G6 – Biodiversity and access to nature
- Policy G7 – Trees and woodlands
- Policy SI 2- Minimising greenhouse gas emission
- Policy SI 4 – Managing heat risk
- Policy SI 5 – Water infrastructure
- Policy SI 12 – Flood risk management
- Policy SI 13 – Sustainable drainage
- Policy T2 – Healthy Streets
- Policy T3 – Transport capacity, connectivity and safeguarding
- Policy T4 – Assessing and mitigating transport impacts
- Policy T5 – Cycling
- Policy T6 – Car parking
- Policy T7 – Deliveries, servicing and construction

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

- Policy CS4 Highbury Corner and Holloway Road
- Policy CS8 Enhancing Islington's character
- Policy CS9 Protecting and enhancing Islington's built and historic environment
- Policy CS10 Sustainable design
- Policy CS11 Waste
- Policy CS12 Meeting the housing challenge
- Policy CS13 Employment spaces
- Policy CS18 Delivery and infrastructure

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

### Design and Heritage

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

### Housing

- Policy DM3.4 Housing standards
- Policy DM3.9 Houses in multiple occupation, hostels and student accommodation

### Shops, culture and services

- Policy DM4.1 - Maintaining and promoting small and independent shops
- Policy DM4.7 – Dispersed shops

### Employment

- Policy DM5.1- New business floorspace
- Policy DM5.4- Size and affordability of floorspace

### Energy and Environmental standards

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

### Transport

- Policy DM8.4- Walking and cycling
- Policy DM8.5- Vehicle parking
- Policy DM8.6 – Delivery and servicing

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

The following SPGs and/or SPDs are relevant:

### London Plan

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

### Islington SPG/SPD

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

### CONFIDENTIAL

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Our ref: P2021/ 0964/DRP  
Date: 21<sup>st</sup> April 2021

Dear Ms Woodall,

#### **ISLINGTON DESIGN REVIEW PANEL**

**RE: 45 Hornsey Road to 236 – 252 Holloway Road (pre-application ref. Q2020/2707/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 13/04/21 for a 1st Review of the above scheme. The proposal under consideration is for:

#### **Draft Masterplan**

Redevelopment of the London Metropolitan University Library Building with a 6 – 12 storey building to corner of Hornsey and Holloway Roads; an 11 - 12 storey building immediately adjacent to the main line east coast railway line; a 12 storey building to 45 Hornsey Road; a new pedestrian orientated lane between Hornsey and Holloway Roads; and the retention, refurbishment and re-use of the parade of Victorian railway arches.

#### **Detailed Element**

Site at 45 Hornsey Road – a new 12 storey building for student halls of residence; refurbishment and reuse of the railway arches for a range of commercial uses together with the renovation of the 3 storey Victorian building; creation of a new pedestrian orientated lane connecting Hornsey Road with Holloway Road.

#### **Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. Given the Covid 19 Pandemic lockdown situation, this DRP was carried out virtually.

The scheme was reviewed by Richard Portchmouth (Chair), Stuart Piercy, Tim Attwood, Philip Cave, and Richard Lavington. It included a presentation by the development team followed by a question and answer session, and a discussion of the proposals. The site visit was undertaken virtually, through means of a video, at the beginning of the presentation.

The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

#### **Panel's Observations**

The Chair of the Panel welcomed the opportunity to comment on the scheme and thanked the design team for such a clear presentation. The presentation commenced with a virtual site visit. This was followed by the presentation of the scheme by the Heritage and Townscape consultant



followed by the architectural presentation by CZWG. A question and answer session with the Panel Members then took place followed by a commentary on the scheme provided by each member. The meeting concluded with the Chair's summing up.

These items, commencing with the question and answer session, are recorded below.

### **Questions and Answers**

**Panel Query:** The Panel sought clarification as to whether the cornice to the new build to No 45 Hornsey Road is sufficiently high to screen the roof top plant and terrace balustrading bearing in mind the long views afforded to the site and the visual impact of plant etc at such heights. Some panoramic views would be helpful going forward in order that a considered assessment as to the impact of the top of the building can be appropriately considered.

**Answer:** Good point. This aspect hadn't been considered at this stage but will be going forward. It may require a slight raising of the cornice although a little more masonry to this feature could actually be a positive.

**Panel Query:** Could land ownership issues, specifically the land in network rail ownership, prevent the realisation of much of the scheme? The applicant will really need early buy in by Network Rail and by the University.

**Answer:** Applicant owns the insides of each railway arch. Network Rail have offloaded the management of the external structures to a new company. Arsenal have historically had constructive dealings with Network Rail over the years and remains confident of being able to successfully negotiate the scheme coming forward. Reference was made to a nearby precedent whereby a slice of network rail land, similarly adjacent to the tracks, to the western edge of Holloway Road that Network Rail relatively recently released for development.

The University is currently unable to commit at this stage due to the upheavals associated with covid. However, the redevelopment of the Library building is in the university's portfolio for change and is designated within the Borough's local plan as a site designated as being suitable for redevelopment.

**Panel Query:** Is it really necessary to develop the site adjacent to the tracks with a 11 – 12 storey building as proposed? Could the scheme not achieve the same objectives with a greatly reduced structure to this edge?

**Answer:** Imperative in London to consider all potential development sites adjacent to existing transport infrastructure; better to build on brownfield sites such as this rather than greenbelt sites. And rather than lying fallow, if this site can be utilised beneficially and sustainably for development then bringing it forward in the proposed manner would seem an appropriate response. It could be brought forward independently of the LMU library building but it would require a rights to light agreement. The Arsenal landholdings provide the only access to this railway site so it could not come forward for redevelopment without the applicant's agreement.

Acknowledge that there are significant engineering challenges. Buro Happold are appointed as the team's engineers to resolve structural matters.

**Panel Query:** Disappointed not to see floorplans for the student halls. Concerns include the relationship of the rooms with the flank wall of the University Science Building.

**Answer:** The rooms are self-contained studios of approx. 24sqm each with their own kitchenettes and bathrooms. There will also be some considerably larger accessible studios, 10% of the studios. These are likely to be located to the corner positions of the building.

1<sup>st</sup> and 2<sup>nd</sup> floors contain communal spaces including group kitchens, library, quiet spaces, socialising spaces etc. Studio accommodation to this edge begins at the 3<sup>rd</sup> floor (4<sup>th</sup> storey) which will sit at approximately roof level of the science building. From the 4<sup>th</sup> floor upwards, the vistas from the student rooms will likely oversail the LMU buildings, experiencing good levels of amenity.

**Panel Query:** Phasing could be difficult – how do you structure the phasing of 45 Hornsey Road, the arches, the network rail site, and the LMU holdings?

**Answer:** The need to ensure a safe and pleasant pedestrian route connecting the two primary streets is recognised as being critical from the moment it is operational. Looking at introducing temporary inventions through 'pop up' food and drink offers as well as landscaping and lighting interventions until the adjacent sites can come forward.

#### **Panel Commentary**

**SP** In respect of the masterplan, main concern is about the form and massing of the replacement LMU building as it fronts Holloway Road. The building adjacent to the railway is likely to be read as a slender urbane form while the Holloway Road frontage of the LMU appears too solid and bulky, particularly at the proposed height. Suggest a shoulder be introduced, e.g. a 9 storey shoulder with up to a 12 storey centre as a means of better articulating the building to this important street edge and lessening its impact.

In respect of the detailed elements, considers the designs of 45 Hornsey Road to be very elegant and the height appears appropriate. The arches on the building are considered a successful element in principle. However the fenestration to them appears to be too heavy both under the arches and to the rear of the arches, within the colonnade, to Hornsey Road. The applicant is advised to consider the comparison between the successful lightness of the indicative elevations and fenestration as indicated to the railway arches, to what appears to be a more clunky fenestration applied to the arches to 45 Hornsey Road. It is advised that the lighter, more recessive approach may be more successful. This is particularly apparent to the colonnade element to Hornsey Road whereby the fenestration is reading too strongly to the detriment of the colonnade structure.

Detailing to the half arches and where the arches meet will be absolutely critical as the scheme moves to construction. Will need highly skilled detailing and construction. How to resolve and protect such intricate design will need to be considered as part of the planning process in order to maintain design excellence.

In terms of the need to design and develop in a sustainable manner, the embodied carbon of the bricks will be compounded by needing to set the bricks into a pre-cast concrete unit to achieve the geometry. This requires careful thought as the embodied carbon of this detail will be significant.

Given the intensity of use of this locality in relation to the high student population and the Arsenal football events, a public WC would be welcomed of a similar design quality to that designed by CZWG in Notting Hill.

**TA** In respect of the masterplan, considers one of the main benefits would be removing the visually prominent and poor quality LMU building opposite the Holloway Tube Station and replacing it with an active plaza in this key location.

Encourages the provision of as much active frontage as possible throughout all parts of the scheme. The route through the site connecting Hornsey with Holloway Road is a major benefit to the permeability of the area – an important link that is strongly supported. It must however be designed to be safe and animated. Not convinced that the indicative 11 -12 storey building

running parallel with the railway line needs to be so tall and considers greater benefit to the public realm could be achieved with a lower building to this edge.

In respect of the detailed elements, supports the architectural approach to 45 Hornsey Road but reiterates the importance of detailing in both its design and execution.

**RL** In respect of the masterplan, given the applicant doesn't own much of the land, does not understand the relevance of the masterplan buildings (to the extent that it proposes specific building forms on third party land when those third parties don't seem to have been engaged in the master planning process) and therefore does not consider it worth considering at this stage. Does however strongly support the principle of creating a new route through the site and reactivating the railway arches.

In respect of the detailed elements, very disappointed not to have floorplans. A lot of pressure will be on providing sufficient communal spaces given the solitary nature of studio accommodation. No balconies which puts additional pressure on ensuring the communal spaces are successful and suitably spacious. The windows appear small – are they openable? - and the rooms are deep so there are concerns about the resulting quality of space and light.

Could experience significant overheating problems to the west and south facing elevations. This is a vital issue of sustainability and needs to be addressed in detail at this early design stage.

Reduced ground floor puts pressure on suitable placement of non-active uses.

The principles of the language of the building are both engaging and interesting.

Complexity of shapes is challenging and how the technical challenges will be resolved needs to be demonstrated.

The impact of the height and volume will be very dependent on achieving exceptional design quality in the completed building.

However, supports the precedent of the palazzo.

**PC** In respect of the masterplan, supportive of the creation of the plaza to the Holloway Road frontage. However it is a highly polluted spot and how to filter out air and noise pollution in order to create the sort of quality space that people will want to mingle and linger in will be a challenge.

The LMU yard, between the two university buildings, presents an opportunity in the longer term for creating a good quality courtyard space given its sheltered position with regard to highway movements.

Highly supportive of the new pedestrian and presumably cycle route being created. Supports the concept of and need for integrating and mitigating the rear facades of the LMU buildings into the new route given their current poor quality.

In respect of the detailed elements, considers the design of the proposed new building to 45 Hornsey Road a great way of containing and responding to the large space to the front of the stadium.

While it is expected that the new routes around the building and connecting to Holloway Road have the makings of being a well-loved connection, there are some concerns as to whether the scale of the pedestrian lane could be overwhelmed by the scale of the proposed architecture.

Applauds the inclusion of the communal roof terrace to the top of the building but cautions against it being dominated by mechanical plant.



### **Chair's Summing Up**

The chair considered that the opportunity to review the project at a relatively early stage is appropriate and helpful in that meaningful change can still be undertaken if needed. The absence of more detailed floorplans and other detailed elements given the stage in the design process is understood.

Masterplan – appreciated the thorough townscape analysis which demonstrated a deep understanding of the context and site. The Panel is supportive of the general principles being articulated within the overarching masterplan as well as the form and language of the designed scheme to 45 Hornsey Road. Advised that the Masterplan is a useful tool in that it shows and guides intent, highlights what the challenges are and when the current proposals for the new route through the site need to be addressed going forward.

Welcomed the proposal to recognise and strengthen the Rollit Road axis further demonstrating how the masterplan is usefully forming a wider vision for the area for when change does begin to happen.

Supportive of the indicative articulation of the railway line building and of the importance of the proposed route through for cyclists and pedestrian together with the renovation of the 3 storey Victorian building.

The frontage of the replacement LMU building to Holloway Road would benefit from greater articulation including the use of shoulders to create a more urbane edge.

The forecourt to the Holloway Road will need to be carefully considered given the harshness of the environment in order for it to be a successful space and agrees that the service yard adjacent to the rears of the LMU building does offer potential for a complimentary piazza space that would be much more sheltered.

The design approach for 45 Hornsey Road was received with enthusiasm from the panel with the scheme design considered to be elegant and appropriate. The Palazzo typology is successfully reflected in the quietly classical composition. It also cleverly transitions the dog leg corner of the road as well as responding to the geometry of the historic Edwardian Board School building nearby. There is a successful and playful discourse with the L'Ecole building which could perhaps be even further developed and expressed.

The chair queried whether the three storey arcade was of the appropriate proportion and its detailed relationship/articulation with the projecting accommodation into the arcade at 2<sup>nd</sup> floor level. Agreed with other panel members that the fenestration needed considerably more attention in order to improve the appearance of the colonnade. It was further suggested that perhaps the transition between the base of the building and its middle could be further explored.

It was reiterated that the interest and delight expressed in the intricacies of the arched brickwork to the base will need to be carefully detailed and well executed in order for the intended and required quality to be achieved.

Some commentary on the middle – its façade – understanding the desire to not to express the horizontal floor banding and 'slipping' the windows does achieve this. However, opportunities could be explored which look at transitioning the facades around the soft sculptural corners. For instance, spandrel panels within some of the window openings could be more solid (brick) in certain locations. Some fenestration differentiation could further enrich the elevation and add detail to its scale. Each of the three elevations might also respond more to their orientation in terms of aspect and environmental performance. A subtle variation to reflect the changing edge conditions might add another layer of sophistication and interest.

The interiors of rooms and spaces that look out to the LMU Science building flank will need to be carefully considered given the poor quality of outlook at lower levels. The need for detailed layouts and drawings across the proposal in this regard is highlighted.

The ventilation strategy and environmental comfort within the accommodation will be an important consideration as will the need for achieving an energy efficient and sustainable scheme.

The roof plan will need to be carefully conceived in terms of providing desirable amenity space for the occupants and well screened plant areas that don't undermine the appearance of the building particularly in longer views from the surrounding area.

To conclude, the scheme was considered to be a refreshing and exciting proposition – both the masterplan and the detailed elements of the railway arches, the new route and the new building at 45 Hornsey Road. The panel feels very positive and wishes the project team well moving forward. It was felt that a further DRP review when the design has been progressed in greater detail should be encouraged and would be welcomed.

### **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,

**Linda Aitken**  
Principal Design Officer