PLANNING COMMITTEE REPORT

Development Management Service Planning and Development Division Environment and Regeneration Department PO Box 333 222 Upper Street LONDON N1 1YA

PLANNING COMMITTEE		
Date:	19 April 2016	NON-EXEMPT

Application number	P2015/5073/FUL
Application type	Full Planning Application
Ward	Holloway
Listed building	Unlisted
Conservation area	Adjacent to Hillmarton Conservation Area
Development Plan Context	Local View LV4 from Archway Road to St Paul's Cathedral
Licensing Implications	None
Site Address	Garages at Thornton Court (to rear of 41-45 Hartham Road, N7 9JJ) and undercroft garages at 1-12,43-52 and 76-98 Surr Street, London, N7 9EJ
Proposal	Demolition of 7 single storey garages at Thornton Court; erection of 3 x 4-bedroom, 3-storey townhouses; refurbishment of 39 undercroft garages to form 12 flats (7 x 1-bed and 5 x 2-bed); associated landscaping and cycle parking.

Case Officer	Rebecca Neil
Applicant	Hyde Housing
Agent	Davies Murch

1.0 RECOMMENDATION

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

- 1. subject to the conditions set out in Appendix 1;
- 2. conditional upon the prior completion of a 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**.

2.0 SITE PLAN

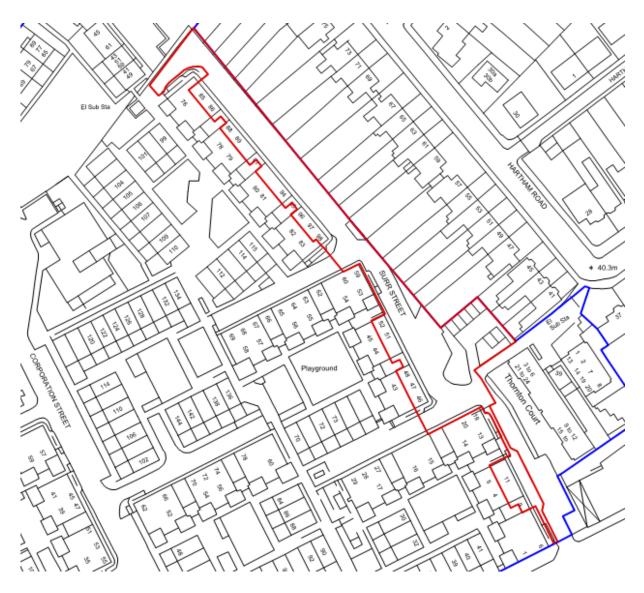


Fig. 1: Site location plan (site outlined in red)

3.0 PHOTOS OF SITE/STREET



Fig. 2: Aerial view of site (looking west)



Fig 3: Garages at Thornton Court ("Site 1")



Fig. 4: Garages beneath 1-12 Surr Street ("Site 2a")



Fig. 5: Garages beneath 43-52 Surr Street ("Site 2c")



Fig. 6: Garages underneath 76-98 Surr Street ("Site 2e")

4.0 SUMMARY

- 4.1 The application site is located within Hyde Village, a housing estate located between North Road and Hungerford Road. The site is adjacent to the Hillmarton Conservation Area.
- 4.2 The application proposes the demolition of 7 freestanding garages to the east of the site, and the erection of 3 new town houses, each with their own front and rear amenity space. The application also proposes the conversion of 39 undercroft garages along Surr Street into 12 new residential units, consisting of 5 x 2-bed units and 7 x 1-bed units, one of which will be wheelchair accessible. These units are all affordable, with 9 being offered for social rent and 3 for shared ownership.
- 4.3 The redevelopment of the site is welcomed in principle, and would represent a significant improvement on the existing poor quality environment along this edge of the estate. The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 4.4 The proposal is considered largely acceptable in terms of land use, design, impact on neighbouring amenity (in terms of daylight, sunlight, overshadowing and overlooking), highways and transport, trees, landscaping, energy and sustainability, subject to conditions and an appropriate Section 106 agreement.
- 4.5 The proposed affordable housing offer is 80% based on units. The applicant has submitted evidence to demonstrate that the proposed development could not support a higher provision. This has been assessed by the council's independent viability consultant, BPS, and is accepted.

- 4.6 The council's Development Viability officers have raised concerns about the deliverability of the scheme but have not insisted on the statutory declaration for verification of deliverability (as required by the council's Viability SPD), as they believe there is a low risk of applicants applying for a reduction in affordable housing through Section 106BA.
- 4.7 The proposed undercroft garage units do not fully meet planning policy in terms of the quality of residential accommodation provided. In particular, they have a non-compliant amount of private amenity space, and are all single aspect. However, they would receive an adequate amount of daylight and sunlight and meet the minimum room sizes as stipulated in the London Plan and Islington Development Management Policies. Overall therefore, having regard to the inherent constraints of the site, they are considered to provide a good standard of accommodation.
- 4.8 The proposal is also non-compliant with policy in terms of dwelling mix, providing 3 x 4-bed private houses and an oversupply of 1-bed units. The 4-bed houses are proposed in order to cross-subsidise the garage conversions, and the existing buildings on Surr Street have an envelope which precludes the creation of any units larger than 1- and 2- bed flats. The council's Housing Team have confirmed that they support the proposed dwelling mix in relation to the social rented units, and on balance the dwelling mix can be accepted.
- 4.9 It is considered that the new town houses may result in a minor loss of outlook to the occupiers of some flats in Thornton Court. This would only affect their outlook to the west rather than their direct outlook, and would not be so oppressive so as to warrant refusal of this planning application.
- 4.10 Appropriate Section 106 Heads of Terms have been agreed with the applicant.
- 4.11 The benefits of the proposed development (including the amount of affordable housing provided, the physical improvements to the site and the enhancement of natural surveillance) have been considered in the final balance of planning considerations, along with the shortcomings of the proposed development (which include some neighbour amenity impacts, the single aspect outlook from the undercroft garage conversions and the small amount of amenity space provided). On balance, it is recommended that permission is granted.

5.0 SITE AND SURROUNDINGS

- 5.1 The application site consists of four distinct areas, referred to in the application documents and throughout this report as 'Site 1', 'Site 2a', 'Site 2c' and 'Site 2e'. Site 1 is an area of approximately 580m², located on the eastern side of Surr Street and containing seven freestanding garages and a grass verge fronting Surr Street. This site backs directly onto the rear of three terraced properties (41-45 Hartham Road), which lie within the Hillmarton Conservation Area. Sites 2a, 2c and 2e correspond to the addresses of 1-12 Surr Street, 43-52 Surr Street and 76-98 Surr Street, and are garage spaces located underneath existing residential maisonettes.
- 5.2 The application sites are all within Hyde Village, a 6.4 hectare estate owned and operated by Hyde Housing. The existing buildings on the western side of Surr Street are three-storey brick-built residential blocks with garages on the ground floor and

maisonettes on the upper floors, which are accessed via first-floor walkways. The existing residential units have private gardens provided at ground floor level on the western side. The southern block (Site 2a) sits at the corner of Surr Street and North Road, and there is small local convenience shop at ground floor level. Surr Street itself is a 'dead end', and the only vehicular access is via North Road.

- 5.3 The buildings in the immediate vicinity rarely exceed three storeys. To the east of Surr Street is the boundary with Hillmarton Conservation Area, which is characterised by three and four storey town houses, wide streets and high quality trees. The majority of the houses on Hartham Road have long rear gardens, which are segregated from Surr Street by a 3m high concrete wall. The gardens at 41-45, however, appear to have been truncated at some point to accommodate the Thornton Court garages (Site 1), and their rear amenity spaces are smaller as a result.
- 5.4 Hyde Village currently contains a large amount of private parking provision. This includes several spaces on the eastern side of Surr Street, as well as the undercroft garages, which are governed by Hyde's own permit system (Surr Street is an unadopted, privately-owned estate road). There are 24 on-street parking spaces and 46 garage units within the application site. The property has a PTAL rating of 4/5 due to its proximity to Caledonian Road Underground Station and several bus routes. There are three semi-mature trees on Site 1 (an ash and two cherry), and a fourth cherry to the south east of the site, outside 21-24 Thornton Court.
- 5.5 The Local View LV4 from Archway Road to St Paul's Cathedral passes over the site.

6.0 PROPOSAL (IN DETAIL)

6.1 The first part of the proposal involves the erection of three new town houses on Site 1. These will be three storeys in height, with entrances onto Surr Street.



Fig. 7: Proposed townhouses on Site 1 (front elevation)

- 6.2 Each terraced house will have a private amenity space of between 38m² and 44m² to the rear, a private storage shed and separate cycle store. Each house also has a front garden area (ranging from 14m² to 29m²) fronting onto Surr Street. The houses are brick-built and of a functional, utilitarian design with a flat roof (which will be 'green'). The proposed windows are double-glazed with aluminium frames, and the entrance doors are timber.
- 6.3 The second element of the proposal is the conversion of 39 ground floor garage units into 12 new residential flats, of which 7 will be 1-bed units and 5 will be 2-bed units. All flats feature level entrances onto Surr Street. This part of the proposal involves bringing the ground floor building line forward at regular intervals to meet the edge of the balcony walkway above, which currently forms an overhang. The new front walls will be brick and the entrance doors timber, with aluminium framed windows fronting the street. Each garage unit has a private amenity space (12m² for the 1-bed units and 12.4m² for the 2-bed units) separating it from the road. The twelve undercroft flats will be affordable, with 3 offered for shared ownership and 9 for social rent. The affordable units will be delivered through the cross subsidy generated by the sale of the three private town houses. The small convenience stored on the corner of North Road and Surr Street is to be retained.



Fig 8: Proposed garage conversion (Site 2c)

- 6.4 The proposal involves the removal of three mature trees located on Site 1. This loss is proposed to be mitigated by replacement trees and new soft landscaping located throughout the development, including in the rear and front gardens of the new town houses, and in the new soft landscaped areas opposite Site 2e. A total of 8 on-street parking spaces will be lost as result of the development, as well as 46 garage spaces. According to the submitted documents, the garages are currently partially vacant. Two new bin stores will be created in blocks 2c and 2e.
- 6.5 Members may wish to note that the undercroft garage conversion is similar in many respects to the developments at Vulcan Way and Trefill Walk (Refs: P110560 and P122113), both of which were Islington's own social housing schemes.

7.0 RELEVANT HISTORY

7.1 The following history is considered relevant to this planning application.

Planning applications

7.2 P2014/4092/FUL: Installation of replacement double glazed UPVC windows including fanlights and replacement external flat entrance doors with composite permadoors - *Approved 18/12/2014*

Enforcement

7.3 None.

Pre-application advice

7.4 Pre-application advice was sought in June 2015 in relation to a scheme similar to the one currently under determination, the only substantial difference being that the previous scheme proposed 13 undercroft units (as opposed to 12) and involved the loss of the small convenience store on the corner of North Road. Following advice that the loss of the shop would be non-compliant with planning policy which seeks to maintain and promote small and independent shops (namely Policy CS14 of the Core Strategy and Policy DM 4.1 of the Islington Development Management Policies), one residential unit was removed from the scheme and the shop is to be retained. It is considered that all matters raised by the case officer at pre-application stage have been satisfactorily addressed in this application.

Scheme revisions

- 7.5 This application originally proposed 6 x 1-bed units and 6 x 2-bed units underneath the buildings on Surr Street. However, due to the limitations posed by the site, it was not possible to provide a fully accessible wheelchair unit without converting one of the 2-bedroom units into a 1-bed flat. The Inclusive Design officer has confirmed that on-site provision of wheelchair accessible (Category 3) housing is preferable to offsite provision, and the applicant has therefore agreed to provide one fully accessible unit, fitted from first occupation. This has altered the dwelling mix to 7 1-bedroom and 5 x 2 bedroom flats.
- 7.6 The design of the town houses has also been amended by the architects following comments from the Design & Conservation Officer that the fenestration lacked visual interest. The windows were subdivided and recessed, and a rusticated brickwork detailing was added at ground floor level.

8.0 CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 447 adjoining and nearby properties on Surr Street, Hartham Road (including Thornton Court), Hungerford Road, Corporation Street, North Road and Carpenter's Mews on 15 January 2016. A press advert was published and a site notice displayed on 21 January 2016. The public consultation of the application expired on 11 February 2016; however it is the Council's practice to continue to consider representations made up until the date of a decision.

8.2 At the time of the writing of this report, a total of 12 objections (from 8 unique respondents) had been received with regard to the application. The issues raised can be summarised as follows (the paragraph which deals with each issue is indicated within brackets):

Land use and density

• Locating three multi-occupancy buildings in a tiny enclave of land represents an unacceptable level of density and an overdevelopment of the site (10.2 and 10.4)

Design and conservation

- The town houses will change the character and feel of the area, and detrimentally affect the sense of space (10.8 10.11)
- The proposal would result in a modern building being constructed right up against a Victorian one, leaving no space to allow for the distinction in architectural styles (10.8 10.13)
- The flat roof is at odds with the current pitched roofs of both the Victorian terraces and the current Hyde Village estate (10.12 – 10.13)
- The proposed town houses are overly simplistic in design and have no distinguishing features (10.12 10.14)
- The proposal has a negative impact on designated heritage assets, including the adjacent Hillmarton Conservation Area (10.11 10.14)

Impact on neighbouring amenity

- The proposed town houses will block daylight and sunlight to dwellings on either side, including their private garden spaces (10.22 10.27)
- The windows of the new town houses will overlook the properties in Hartham Road, resulting in an unacceptable invasion of privacy to both the houses themselves and their respective garden spaces (10.31-10.33)
- Residents of the new houses will be able to access the flat roofs of these properties, resulting in a further loss of privacy (10.33)
- The addition of high numbers of new residents will cause congestion, noise and antisocial behaviour, and have a negative impact on waste disposal arrangements (10.34 and 10.83)

Parking and transport

- The proposal would result in the loss of much-needed parking spaces, resulting in congestion in the surrounding area (10.62 10.63)
- The seven garages on Site 1 are specifically allocated to disabled residents; these would be lost (10.62 10.64)
- The proposal will add to congestion and compromise road safety (10.57 10.60)

Other issues raised

- Concerns about future maintenance of the green roofs (10.79)
- Concerns about disruption from building works (10.81 and 10.85)
- Loss of greenery, bird and insect life (10.65 10.68 and 10.78-10.79)
- Concerns about the structural impact of the development on the rear boundary walls of the houses in Hartham Road (not a planning consideration)
- Loss of views from gardens on Hartham Road and resultant impact upon the value of these properties (not a planning consideration)

Applicant's consultation

8.3 The applicant carried out its own resident consultation process, consisting of two public consultation events, details of which are contained within the Appendix to the Design and Access Statement. The main concerns raised during this process were loss of parking, the impact of the increase in local population on infrastructure and services, neighbouring amenity concerns and the impact of the construction works.

External Consultees

- 8.4 **London Fire and Emergency Planning Authority:** No objection.
- 8.5 **Metropolitan Police (Crime Prevention) Officer:** Supports the proposal subject to visually permeable boundary treatment with a minimum height of 1.2 metres for the undercroft garage conversions, and rear boundary fences of at least 1.8 metres with a 300m trellis for the three private townhouses.
- 8.6 **Thames Water:** No objection, subject to an informative regarding minimum water pressure.

Internal Consultees

- 8.7 Access and Inclusive Design Team: Have no objection, subject to the provision of one wheelchair accessible unit (Category 3b of the Housing Design Standards) and associated accessible parking space.
- 8.8 **Building Control Team:** No comments.
- 8.9 **Design and Conservation Team**: Initially objected to the design of the three town houses, as they felt that the roof of the terraced houses should be pitched in order to match surrounding properties, and that alternative fenestration options could be explored in order to make them more visually interesting. Revised plans were submitted on 08 March 2016, but were also deemed unacceptable due to the addition of inappropriate projecting bay windows. These revised drawings did, however, show a ribbed brickwork design at ground floor level which was considered to add interest and texture, and was welcomed. Revised drawings have now been submitted to show this detailing at ground floor level and appropriate window subdivision. The Design and Conservation team are now happy with the proposed fenestration, subject to a condition requiring approval of details for the brickwork.

- 8.10 **Energy Team:** The carbon dioxide offset requirement will be £38,934. The applicant's strategy (of providing individual high-efficiency gas boilers and combiboilers for hot water) is considered acceptable given that communal heating is inappropriate in this instance. The U-values of the proposed buildings are very good, and there is no objection to the proposed heating systems, cooling hierarchy and ventilation.
- 8.11 **Highways (Traffic and Engineering):** No objections to the scheme subject to the development being car-free, however are concerned that construction vehicles may not be able to access the site from North Road.
- 8.12 Housing Team (New Build): No objection.
- 8.13 **Housing Team (Housing Options):** No objection, and support the inclusion of a 1bed Category 3 unit.
- 8.14 **Planning Policy (Sustainability):** No objection.
- 8.15 **Public Protection (Noise Team):** No objection subject to a condition requiring the submission of a Construction Environmental Management Plan.
- 8.16 **Public Protection (Contaminated Land):** Have recommended a condition requiring the submission of a verification report to demonstrate the effectiveness of the proposed remediation (as outlined in the submitted Geo-Environmental Assessment).
- 8.17 **Refuse and Recycling**: No objection.
- 8.18 **Tree Preservation Officer**: Objects to the loss of two of the trees. However, in the event that there is considered to be an overriding planning justification for the loss, wishes to see adequate mitigation provided in the form of replacement trees providing an equivalent amount of canopy cover.

9.0 RELEVANT POLICIES

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

National Guidance

- 9.2 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.
- 9.3 Since March 2014, Planning Practice Guidance for England has been published online.
- 9.4 Under the Ministerial Statement of 18 December 2014, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage

solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

9.5 On 01/10/2015 a new National Standard for Housing Design was introduced, as an enhancement of Part M of the Building Regulations, which will be enforced by Building Control or an Approved Inspector.

Development Plan

9.6 The Development Plan is comprised of the London Plan 2015 (Consolidated with Alterations since 2011), the Islington Core Strategy 2011, the Islington Development Management Policies 2013, the Finsbury Local Plan 2013 and the Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 9.7 The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:
 - Local View LV4 from Archway Road to St Paul's Cathedral
 - Adjacent to Hillmarton Conservation Area

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10.0 ASSESSMENT

- 10.1 The main issues arising from this proposal relate to:
 - Principle of development
 - Land use
 - Density
 - Design, conservation and heritage
 - Inclusive design
 - Neighbouring amenity
 - Quality of residential accommodation
 - Affordable housing and financial viability
 - Dwelling mix
 - Highways and transportation
 - Trees and landscaping
 - Energy conservation and sustainability
 - Biodiversity
 - Other planning issues
 - Planning Obligations, Community Infrastructure Levy and local finance considerations

Principle of development

10.2 Whilst the wider Hyde estate has a large amount of green space and provides a relatively high-quality environment, the part of Hyde Village which is subject to this application reads very much as the 'forgotten edge' of the estate. The dwellings face a high brick wall separating them from the properties on Hartham Road, and the dead frontages at ground floor level contribute to uninspiring spaces dominated by vehicle parking, with little natural surveillance and limited soft landscaping (in particular Site 2e). This application provides an opportunity to make use of existing low-density land to provide affordable housing, use the land more efficiently, activate the dead frontages at ground floor level, provide opportunities for natural surveillance and increase greenery along this edge of the estate.

<u>Land use</u>

10.3 The proposal involves the erection of three dwellings and the conversion of garage spaces into residential accommodation in an established residential area and therefore raises no land use compatibility issues. The applicant's claim that these garages spaces are underused is disputed by some objectors; however for the purposes of this application the occupancy of the garages is of little relevance. There are no policies in the development plan to protect existing parking space and the NPPF, London Plan and Local Development Framework promote sustainable transport in principle. The net loss of 46 garage spaces and 8 on-street spaces reduces opportunities for vehicle ownership, and is therefore consistent with the aspirations of the development plan.

<u>Density</u>

10.4 London Plan policy 3.4 states that development should optimise housing output for different types of location within the relevant density range set out in Table 3.2 of the Plan. Policy CS12 (Part D) in Islington's Core Strategy requires development to follow and to not exceed these recommended densities. The site area is 0.25 hectares and has a current density of approximately 104 dwellings per hectare. The development as proposed will result in the site are having an approximate density of 164 dwellings per hectare which, given the site's PTAL rating of 4/5 and urban setting, falls with the recommended density ranges in Table 3.2.

Design, Conservation and Heritage

10.5 The National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Planning policies relevant to design and conservation are set out in Chapter 7 of the London Plan, and the Mayor of London's Character and Context SPG is also relevant to the consideration of the current application.

- 10.6 At the local level, policy CS9 of Islington's Core Strategy sets out an aim for new buildings to be sympathetic in scale and appearance and complementary to local identity, and provides that the historic significance of Islington's unique heritage assets and historic environment will be conserved and enhanced, whether designated or not. Policy DM2.1 of Islington's Development Management Policies requires new development to respect and respond positively to existing buildings, and sets out a list of elements of a site and its surroundings that must be successfully addressed this list includes that development must be safe and inclusive, use the site efficiently, improve the quality, clarity and sense of spaces around or between buildings, enhance legibility and have a clear distinction between public and private spaces.
- 10.7 Development is also required to respect and respond to surrounding heritage assets. The site is directly adjacent to the Hillmarton Conservation Area, and so Policy DM2.3 of the Islington Development Management Policies is relevant, which provides that new developments within the borough's conservation areas and their settings are required to be of a high quality contextual design so that they conserve or enhance the conservation area. The applicant has submitted a Heritage Statement with this application identifying the conservation area and the buildings within it as the only heritage assets potentially affected by this development, and this is accepted by officers.
- 10.8 The existing freestanding garages on Site 1 are not considered to contribute positively to the character of the street scene on Surr Street, nor the setting of the adjacent conservation area. The proposal to demolish these garages is therefore supported. The modest front extensions proposed as part of the conversion of the integral garages on Sites 2a, 2c and 2e would not be harmful to the character or appearance of the host building or surrounding area; neither would the insertion of the glazed panelling in these elevations, both of which are considered to be of an acceptable design and an improvement on the existing solid garage doors. The majority of the garages are located opposite the high boundary wall with Hartham Road, and all are located underneath existing buildings. They bear little relationship to Hillmarton Conservation Area and have no impact on its character or appearance.
- 10.9 The buildings in Hyde Village are predominantly two and three storeys in height, and the block of flats to the south east and the terraced houses in Hartham Road are between three and four storeys. At three storeys (9 metres), the proposed town houses are considered to represent an appropriate response to the surrounding townscape in terms of height, bulk and massing. The front elevations of these terraced houses are marginally forward of the brick wall separating Surr Street from the rear of Hartham Road, and therefore read as a logical continuation of this building line. This area currently lacks definition and the erection of three new dwellings will create a new, well-defined corner and enhance local legibility, as well as introducing front garden spaces which will introduce greenery into the street scene.
- 10.10 It is accepted that the three houses, when viewed from the junction of Surr Street and North Road, would be highly visible. The side elevation also features no windows, but does have a ribbed brickwork detail at ground floor level which adds some visual interest and prevents the building appearing as a blank façade. The front

elevations are also angled slightly, so that views when entering the estate would offer a glimpse of the front elevations, and of the greened front gardens, as well as the flank wall. It is also noted that the trees outside Thornton Court would, particularly when in full leaf, soften the impact.

- 10.11 A number of objectors have expressed the view that the houses will be detrimental to views of the conservation area, which can be seen when looking through the estate from North Road. Whilst the houses would considerably obscure the view through to the rear of the terrace on Hartham Road, this does not automatically mean that harm will result. As highlighted by paragraph 138 of the NPPF, not all elements of a conservation area will necessarily contribute to its significance. The rear of the terrace in Hartham Road is non-uniform, consists of varying heights and is already partially obscured by the block of flats at Thornton Court. Whilst they mark the 'start' of the designated heritage asset and represent a significant change in character and built form, they do not contribute to the significance of the Hillmarton Conservation Area.
- 10.12 The existing 1970s buildings within Hyde Village are of a rather unique design and, unusually for housing estates, are rather decorative. They feature a host of different materials, including brick, hung tile and weatherboard, the latter of which is painted a different colour (yellow, red, blue) for each block. Their layout and general appearance are of some architectural merit, but they are not reflective of architecture in Islington generally and are of a very different style to the Victorian buildings located to the east. Site 1 straddles these two architectural contexts. It is located on land which it is presumed belonged to 41-45 Hartham Road at some point in history; however due to the high boundary walls which now surround this part of Hyde Village, it reads very much as part of the estate, an area which is very different to Hillmarton in terms of scale, form, urban grain and layout.
- 10.13 Having regard to the above, it is officers' view that the new houses should not be a pastiche of one style or the other, but should be of a simple, functional design which reflects elements of one or both contexts. The design put forward as part of this application achieves those aims. The houses are uncomplicated, three-storey dwellings which reflect elements of the traditional architecture seen in Hartham Road, but with a simple, contemporary design which is considered appropriate for their context. The proposed fenestration features deep window reveals and horizontal subdivision of windows in order to create visual interest and give the narrow dwellings horizontality.
- 10.14 The houses are to be constructed from brick, which is considered an appropriate material within this context, and the windows are black aluminium. It is essential that all materials used in the construction of the three town houses is of the highest quality, particularly the brickwork, and for this reason a condition (Condition 3) is recommended requiring the submission and approval of all materials used on all parts of this development, including the facing bricks, all doors and windows, and the sheds in the rear garden of the three terraced houses. For the avoidance of doubt, a condition requiring minimum reveal depths of 200mm will be also attached to this consent (Condition 4).

- 10.15 The boundary treatments to both the garage conversions and the town houses are considered to be broadly acceptable in terms of siting, however the front boundary fences do not meet the minimum heights suggested by the Crime Prevention Officer, and are shown as being constructed from timber, which can be difficult to maintain and is not characteristic of front boundaries on the estate. It is therefore recommended that a condition is attached requiring details to be submitted of all boundary treatments to be used across the site (incorporated within Condition 7, which requires details of all landscaping). The sheds in the rear gardens of the terraced houses are of a modest size and are largely hidden from view, and are therefore considered acceptable in visual terms.
- 10.16 With a maximum height of 3 storeys (9 metres), the development will not interfere with the local view from Archway to St Paul's Cathedral (LV4), which runs over the site.

Inclusive Design

- 10.17 Policies 3.5 and 7.2 of the London Plan require all new development to achieve the highest standards of accessible and inclusive design, and meet the changing needs of Londoners over their lifetimes. These aims are reflected in Policy DM2.2 of the Islington Development Management Policies, which requires developments to demonstrate, *inter alia*, that they produce places and spaces that are convenient and enjoyable to use for everyone and bring together the design and management of a development from the outset and over its lifetime. Policies CS12 (Part H) of the Islington Core Strategy and Policy DM3.4 of the Islington Development Management Policies require all new housing to be flexible, and 10% of all new homes to be wheelchair accessible or easily adaptable for residents who are wheelchair users.
- 10.18 On 01 October 2015, a new National Standard for Housing Design was introduced as an enhancement of Part M of the Building Regulations. The new National Standard is broken down into three categories: Category 2 is similar to the Lifetime Homes standard and Category 3 is similar to the council's existing wheelchair accessible housing standard. The Greater London Authority ('GLA') has made recent alterations to the London Plan, and has reframed Policy 3.8 to require that 90% of new housing is built to Category 2 (flexible housing) and 10% to Category 3 (wheelchair accessible housing), and has produced evidence of that need across London. The council will therefore seek to secure the relevant Category 2 and 3 standards by way of condition.
- 10.19 This application initially proposed 6 x 1-bed units and 6 x 2-bed units, with an 'option' for one of the 2-bed units to be converted into a 1-bed wheelchair unit. On a technical interpretation of Policy DM3.4, a total of 4 habitable rooms (or 2 units) would be required at Category 3. However, the Inclusive Design officer is satisfied with the inclusion of a single wheelchair accessible unit, providing it is fitted out from first occupation (Category 3b). The council's Housing Needs team have been consulted and have confirmed a need for smaller occupancy wheelchair accessible units. In this instance, the most appropriate unit is the 2-bed unit in Block A, which is located close to local amenities and parking spaces. This has been agreed with the applicant and will be secured by condition (Condition 8).

10.20 A condition will also be attached to secure Category 2 standards ('flexible homes') for all other residential units on the site (Condition 9).

Neighbouring amenity

10.21 Policy 7.6 of the London Plan provides that development should not cause unacceptable harm to the amenity of surrounding properties, particularly residential buildings. This is reflected at local level in Policy DM2.1 of the Islington Development Management Policies, which requires developments to provide a good level of amenity, including consideration of noise, disturbance, overshadowing, overlooking, privacy, direct daylight and sunlight, over-dominance, sense of enclosure and outlook.

Daylight and sunlight

- 10.22 The submitted Daylight and Sunlight report assesses impacts of the three new town houses on Site 1 upon the following neighbouring residential properties:
 - 41, 43 and 45 Hartham Road, located to the east of Site 1;
 - 47 Hartham Road, located to the north east of Site 1;
 - Block C, Surr Street, located west of Site 1;
 - 13, 14 and 19-21 Surr Street, located south west of Site 1.
- 10.23 The applicant has also submitted an addendum to their initial report, reporting daylight and sunlight test results for the closest windows at Thornton Court, located to the south east.
- 10.24 The applicant's chosen methodology follows guidance provided in the Building Research Establishment's 'Site Planning for Daylight and Sunlight' document (2011). A total of 58 windows of surrounding properties have been identified as potentially affected by daylight and sunlight issues, and the 25° and 45° 'rule of thumb' tests have been applied in order to determine whether or not more detailed calculations are required. Where they *are* required, three further tests are used to assess natural light impacts, namely the Vertical Sky Component (VSC), No Sky Line (NSL) and Annual Probable Sunlight Hours (APSH)/Winter Probable Sunlight Hours (WSPH) tests.
- 10.25 The BRE guidance advises that if the VSC, with the new 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 daylight. With regard to Nos. 41, 43 and 45 Hartham Road, of the 18 windows tested, 12 pass the 25° test, and consequently there will be no significant adverse impact on daylight reaching these rooms. The remaining 6 windows, all located at ground floor level, have been tested for VSC, and all retain between 0.87 and 0.95 of their former value. Although the VSC tests are fully met, the applicant has also provided NSL figures which show that these 6 windows retain between 0.86 and 0.95 of their former values. These figures are within the parameters of the BRE guidance. With regard to all other remaining properties tested under the auspices of the initial report (47 Hartham Road, Block C and 13, 14 and 19-21 Surr Street), all windows identified pass the 25° plane test, and therefore do not need to be tested for VSC or NSL.

- 10.26 The applicant has identified 25 windows within 90° of due south and therefore potentially affected by the proposed development in terms of sunlight. These windows are all at 41-47 Hartham Road. The applicant has used the APSH test to ascertain whether the centre of adjacent windows (facing) would receive 25% of annual probable sunlight hours, including at least 5% of those hours in the winter months between 21st September and 21st March, as required by the BRE guidance. If the available sunlight hours are both less than these amounts and less than 0.8 times their former value, occupants would notice a loss of sunlight. Of the 25 windows tested, again 19 of these meet the 25° line test and do not require further testing. The remaining 6 windows have been tested for ASPH and WSPH. In terms of ASPH, the windows retain between 0.84 and 0.99 of their former values, and between 5.8% and 6% of those hours during the winter (WSPH). Therefore, there will be no significant adverse impact on sunlight to these windows.
- 10.27 With regard to Thornton Court, the test results reported in the addendum reveal that of the two closest columns of windows at ground to second floor level, 5 of the 6 pass the 45° line projection test, all of them pass the 25° plane test, and all 6 achieve a VSC of greater than 27% (with the first column of windows achieving 27%, and the second 28.9%). These windows also passed the tests for sunlight, all receiving 25% APSH and 5% of those hours during winter.

Overshadowing

10.28 The applicant's overshadowing assessment identifies 5 amenity spaces potentially affected by the proposed development in terms of overshadowing. These are the rear gardens of 41, 43, 45, 47 and 49 Hartham Road. A Solar Access Analysis was undertaken in relation to these areas for a full 24 hours on 21 March, in accordance with the methodology set out in the BRE guidance. According to this guidance, 50% of amenity areas should receive at least 2 hours of sunlight on 21 March. The report indicates that between 60% and 99% of each space tested will receive more than 2 hours of sunlight on 21 March under the proposed conditions. There will be no adverse impacts in terms of overshadowing.

Sense of enclosure and outlook

- 10.29 The flank (south) elevation of the three dwelling houses is situated approximately 8 metres forward of the block of flats at Thornton Court. At present, the freestanding garages are single storey, whereas the replacement houses would be three storeys high and introduce a solid façade on the boundary. It is therefore considered that there would be *some* impact upon the residents in the closest dwellings in Thornton Court, affecting their outlook to the west. However, the houses are not directly adjacent (they are 4 metres away, on the other side of the access road), and would not affect the *direct* outlook from these properties, which remains unobstructed. It is considered on balance that the occupiers of these properties would not have their outlook affected to the extent that it would be considered oppressive.
- 10.30 The new houses would not result in the loss of outlook or sense of enclosure to any other neighbouring properties.

Overlooking and loss of privacy

- 10.31 Paragraph 2.14 of Islington's Development Management Policies states that to protect privacy for residential development and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. Due to the existence of the rear boundary wall belonging to 41-45 Hartham Road, overlooking into the habitable rooms of these properties could only occur at first floor level and above. The windows on the main rear elevations of 41-45 Hartham Road are located approximately 21 metres away, and the three first floor windows located on the rear projections are 18 metres away from the rear elevations of the proposed houses. The 18-metre guideline is therefore met.
- 10.32 The properties opposite the proposed houses, on the other side of Surr Street, are located between 12 and 16 metres away from the front windows of the new terraced houses. The supporting text in the Development Management Policies (para. 2.14) states that the 18 metres guideline '*does not apply across the public highway, which does not constitute an unacceptable loss of privacy*.' In this instance, the road running between the existing properties on Surr Street and Thornton Court is not strictly a 'public' highway, being owned by Hyde Housing and managed as an estate road. However, this makes little difference insofar as the practical application of the policy, which is still considered to apply in this instance.
- 10.33 Some objectors have raised concerns that the flat roofs of the three new terraced houses could be accessed by the occupiers of those properties, resulting in greater levels of overlooking into their gardens and habitable room windows. These houses are to have a green roof, details of which will be secured by condition (see paras. 10.78 10.79 below). There are no hatches or roof lights proposed, and maintenance for these green roofs will be conducted via access from ground level only. It is therefore considered extremely unlikely that the flat roofs will be used as amenity or 'sitting out' areas and a condition preventing the occurrence of this is considered to be unnecessary.

Noise and disturbance

10.34 A number of objectors have commented that the increased number of residents may result in noise, disturbance, increased movement, traffic congestion and antisocial behaviour. There are no noise-inducing activities being introduced onto this site (other than during the construction period, dealt with in para. 10.92 below). The proposed properties are residential and the possibility of 'noisy neighbours' is not a valid planning consideration.

Quality of residential accommodation

10.35 The London Plan and Development Management Policy DM3.4 set out detailed requirements for new residential accommodation to ensure that it provides a high level of residential amenity and quality of living accommodation for prospective occupiers. Policy CS9 (Part F) of the Core Strategy and Policy DM3.4 (Part D) of the Islington Development Management Policies require that new residential units provide dual aspect accommodation, unless exceptional circumstances can be

demonstrated. The Mayor's Housing SPG and the London Housing Design Guide (Interim Edition) is also applicable.

Room and unit sizes

10.36 Tables 3.2 and 3.3 in the Islington Development Management Policies set out minimum room and unit sizes for residential dwellings, and are reflective of the Mayor of London's residential standards. The 3 terraced houses comfortably exceed the minimum unit and room sizes, with the exception of the bedrooms at the rear at first and second floor level which, at 2.5 metres in width, are narrower than the 2.75 metres specified in Table 3.3. Despite this, on balance these properties as a whole are considered to provide a good standard of amenity. They also provide significantly more than the recommended amount of storage space. The garage conversion units meet and in some cases exceed the minimum unit and room sizes. The 1-bed units also have a policy-compliant amount of storage space. The 2-bed units do not have any separate storage space, due to the need to accommodate an extra bedroom of a policy-compliant size. Given the constraints of the site, this can be tolerated.

Daylight, sunlight and outlook

- 10.37 The applicant has submitted an Internal Daylight and Sunlight Report, which again follows guidance provided in the Building Research Establishment's "Site Planning for Daylight and Sunlight" document (2011), and uses 3 tests to assess internal daylight and sunlight, namely the Vertical Sky Component (VSC), Average Daylight Factor (ADF) and Annual Probable Sunlight Hours (APSH)/Winter Probably Sunlight Hours (WSPH) tests. All windows in the new town house properties and all windows in the new garage conversions were tested.
- 10.38 The undercroft units are all single aspect. In terms of VSC, 6 rooms are slightly below the recommended value (between 25% and 27%). The units most affected are units 1 and 2, all of whose rooms fail to meet the 27% target. Sunlight tests are also unfavourable in respect of 11 of the 12 living spaces, three of which receive less than 20% ASPH. However, the applicant has also provided ADF figures for each garage unit. The ADF is defined as the ratio between a room's average internal illuminance at the working plane to that of the external global horizontal illuminance. The ADF therefore takes into account the area of glazing, the glazing transmission factor and the area of the internal surfaces, and calculates daylight directly from the sky as well as daylight reflected from external and internal surfaces. The BRE guidelines stipulate a minimum ADF for 2% for living rooms and kitchens and 1% for bedrooms.
- 10.39 The applicant's ADF testing reveals that all rooms meet the BRE guidelines. Therefore, despite the fact that they are single aspect, they do provide good standards of internal daylight when assessed using ADF, which is the most appropriate test when determining internal daylight levels for new dwellings. The proposed development involves converting existing ground level garages underneath an existing structure, with a number of inherent obstructions and constraints. The applicant has dealt with these constraints in the best way possible, in particular by orienting the layout so that the bedrooms and living spaces are located at the front of the property, extending the front wall forwards in line with the walkway above to

maximise light reaching the bedrooms, and using large glazing panels for the living spaces. Overall, an appropriate level of amenity is provided commensurate with the constraints of the site and having regard to the key benefits of this scheme, as outlined elsewhere in this report.

10.40 With regard to the proposed town houses, these are all dual aspect and provide a good quality of accommodation in terms of daylight and outlook. All rooms passed the VSC and ASPH tests, with the exception of the living rooms, which fall marginally below the recommended 27% in terms of VSC, and also fail the ASPH and WSPH tests. This is due to their north-east orientation; however they exceed the ADF target of 1.5% (at 5.4%, 5.4% and 5.2% respectively), due in part to the French doors which span almost the entire width of the ground floor. On balance, it is considered that these houses provide a good standard of internal amenity and that these losses can be accepted.

Amenity space and play space

- 10.41 Policy DM3.5 (Part C) of the Islington Development Management Policies provides that all new residential development will be required to provide good quality, private outdoor space. The minimum requirement is 5m² on upper floors and 15m² on ground floors for 1- and 2-person dwellings, and a minimum of 30m² for family housing (3-bed units and above). Policy DM3.5 (Part E) requires that private external amenity spaces should have a depth and width of not less than 1.5 metres, and DM3.5 (Part F) provides that any basement or ground floor unit should have a defensible space not less than 1.5 metres in depth in front of any window to a bedroom of habitable room.
- 10.42 The three terraced houses have between 38m² and 44m² of private garden space, plus front garden space, which is compliant with policy. The garage conversion units have 12m² of amenity space, which falls short of the minimum standards. Again, this is due to the constraints of the site (in particular the need to extend the wall forward in order to meet unit size stipulations and maximise daylight and sunlight, and the need to retain adequate footpath/road width). There is a defensible space in front of the windows to both the living space and the bedroom, however due to the need to retain sufficient road and footpath width, this is only 0.75 metres in front of the bedroom. It is considered that the applicants have reached an appropriate compromise given the site constraints, and have provided *some* defensible space. On balance, the amount of amenity space provided is acceptable.

Play space

10.43 Policy DM3.6 provides that all major residential developments are required to make provision for 5m² of private/informal play space per child. The town houses provide an adequate amount of playspace in the form of private gardens. The garages do not provide any play space, however Hyde Village already possesses a large amount of communal green space, including three landscaped courtyards behind Sites 2a, 2c and 2e, one of which also has a children's playground. It is considered that the context of this site, located on an estate with a large quantity of good-quality play space, negates the need to provide on-site play space in this instance.

Noise and pollution

10.44 The council's Noise Team have confirmed that the site is shielded from sources of noise, and that measures to prevent noise transmission between the residential uses will be covered by Building Regulations. A condition requiring the submission of sound insulation details is therefore considered unnecessary.

Affordable housing and financial viability

- 10.45 The Planning Practice Guidance (PPG) states that viability is an important consideration when local authorities negotiate planning obligations and affordable housing. Policy 3.11 of the London Plan sets a strategic London-wide goal to maximise affordable housing provision, and states that boroughs should set their own overall target for the amount of affordable housing provision needed over the plan period. Policy 3.12 confirms that sites should provide the maximum reasonable amount of affordable housing which can be achieved, having regard to current and future requirements, targets adopted by each borough, the need to encourage residential development, the promotion of mixed and balanced communities and the specific circumstances of individual sites. Policy CS12 (Part G) of the Islington Core Strategy states that 50% of new housing to be built within the plan period should be affordable. For individual sites, the council will seek the maximum reasonable amount of affordable housing, especially social rented housing.
- 10.46 Policy DM9.2 of the Islington Development Management Policies establishes that the council will use planning obligations to deliver sustainable development. Paragraph 9.12 states that in cases where applicants submit that financial viability issues do not allow for the full range of planning obligations to be met, applicants shall provide a financial appraisal and pay for an independent review of the appraisal by a suitably qualified expert appointed by the council. Only where financial viability is a demonstrable issue and where developments have overriding planning benefits should consideration be given to a grant of planning permission.
- 10.47 This application proposes a total of 15 units, of which 3 (the town houses) are for private sale. The profit (20% based on gross development value) generated by the sale of these 3 private units will be used to cross subsidise the delivery of 12 affordable units (9 social rent and 3 shared ownership) through the conversion of the undercroft garages. This application therefore proposes an affordable housing offer of 80% by unit (61% by habitable room).
- 10.48 The applicant has provided a viability report prepared by Douglas Birt Consulting. This has been reviewed by an independent Chartered Surveyor (BPS) in order to test the applicant's assertion that the current affordable housing offer is the maximum reasonable amount that can be provided. The viability review (attached as **Appendix 3**) confirms that the affordable housing values, sales values and development costs applied by the applicant's surveyor are reasonable and realistic, and that the benchmark land value applied is suitable. It also confirms that any further increase in the number of affordable housing units would have a major negative impact on viability, given the importance of the revenue generated by the sale of the three private houses. Consequently, it is accepted that the 12 affordable units proposed is the maximum that can reasonably be delivered.

- 10.49 Section 4 of the council's Supplementary Planning Document (SPD) on Development Viability, adopted on 14 January 2016, requires applicants to "demonstrate how their proposed scheme is deliverable, taking into account their proposed level of planning obligations. The applicant must clearly demonstrate with reference to viability evidence that the proposed level of obligations is the maximum that can be provided and that the scheme is deliverable with this level of provision. A statutory declaration by the applicant company and by finance providers may be required, which verifies that they consider the scheme as proposed to be deliverable, based on the information provided to the council" (SPD paragraphs 4.8-4.9). The applicant's viability appraisal shows a 7.2% profit on gross development value (GDV), which is lower than the target profit rate of a typical private developer, which is not unusual for a registered provider. Assuming a 20% profit on GDV for the private housing (required to cross-subsidise the affordable units), and 6% profit on GDV on the affordable, this gives a blended target profit of 14.8%, which would result in a £344,000 shortfall and thus, in the appraisal, showing an unviable scheme.
- 10.50 Consequently, the council's Development Viability Team has raised concerns about the deliverability of the scheme and has asked the applicants to sign a statutory declaration to verify the deliverability of the project, in line with the requirements of the SPD. The aim of such a declaration is to reassure the council of the commercial basis of the proposed scheme, that development finance is likely to be secured and therefore that the scheme will be implemented. It also aims to insure the council against the risk of a lower level of affordable housing contributions being sought by the applicant at a later date (for example through a Section 106BA application for a reduction in affordable housing) after planning consent has been secured.
- 10.51 Hyde, in a letter dated 17 February 2015, have refused to sign this statutory declaration, claiming that "although Hyde has no intention to try to alter the scheme on the grounds of deliverability", they have been advised that they are "unable to sign the declaration as supplied". They further state that the declaration is unnecessary as Hyde is "committed to delivering affordable housing" and will "undertake outright sale development purely to cross subsidise the affordable housing we build". Finally they confirm that "Hyde is committed to delivering this scheme with the maximum possible amount of affordable housing" and point out that, at 80% affordable housing provision, "the level of affordable provision is well in excess of the borough's policy requirements".
- 10.52 Given the circumstances, officers are minded in this particular case not to insist on the statutory declaration for verification of deliverability. This recommendation is not in conflict with the SPD as this only states that such a declaration *may* be required. Officers believe that in current market conditions, this case has a low risk of applicants applying for a reduction in affordable housing through Section 106BA. One of the reasons for this is that the applicant could reasonably have proposed a significantly lower level of affordable housing provision in line with the Islington strategic affordable housing target and still have secured planning consent (subject to other considerations). Furthermore, general market conditions, with housing values continuing to rise and high rates of the delivery in the borough, signal that the scheme's viability is unlikely to worsen before it is delivered. Officers therefore conclude that in this case, a statutory declaration from the applicant does not need to be insisted on.

10.53 Policy CS12 (Part G) of Islington's Core Strategy seeks a split of 70% social housing and 30% intermediate housing, calculated on a habitable room basis. Of the twelve units to be constructed, 12 are for social rent, equating to 73% by habitable room and 75% by unit, which is compliant with policy.

Dwelling mix

10.54 Policy CS12 (Part E) of the Islington Core Strategy requires developments to provide a range of unit sizes to meet needs in the borough, and maximise the proportion of family accommodation in both affordable and market housing. This is reflected in Policy DM3.1 of the Development Management Policies, which provides that developments should provide for a mix of unit sizes in accordance with Table 3.1, reproduced below.

Tenure	1 bed	2 bed	3 bed	4 bed+
Market	10%	75%	15%	0%
Intermediate	65%	35%	0%	0%
Social Rented	0%	20%	30%	50%

10.55 The applicant's proposed tenure split is as follows:

Tenure	1 bed	2 bed	3 bed	4 bed+
Market	0%	0%	0%	100%
Intermediate	66%	33%	0%	0%
Social Rented	66%	33%	0%	0%

10.56 The proposal is compliant with Table 3.1 in respect of intermediate (shared ownership) units, with 2 (66%) of these units being 1-bedroom. However, the proportion of social rented 1-bed units is also 66%, which is far in excess of the 0% specified in Table 3.1, and there are no 3-bed units. This is primarily due to the constraints of the site, meaning that only 1- and 2-bed units can feasibly be delivered. The council's Housing Team have confirmed that they are satisfied with the number of 1-bedroom units, which mirrors previous council schemes on Vulcan Way and Trefill Walk. The market housing is also non-compliant, with 100% of these properties delivered as 4-bed units. However, this application is a special case in that these units are proposed to fund the 12 undercroft units, which would not otherwise be delivered as part of this scheme. Having regard to these factors, the non-compliant dwelling mix can be accepted in this instance.

Highways and transportation

10.57 Policy DM8.2 of the Development Management Policies provides, *inter alia*, that development proposals are required to fully mitigate any adverse impacts on the safe and efficient operation of transport infrastructure, including pavements and any walking routes, and maximise safe, convenient and inclusive accessibility to, from and within developments for pedestrians and cyclists. Policy DM8.4 of the Islington Development Management Policies requires that, where public realm works are

required as part of a development, these shall be undertaken to best practice standards, meeting the objectives contained in Islington's Streetbook SPD.

- 10.58 At present, the sections of Surr Street included in the application site do not have any footpaths; the maisonettes are accessed at first floor level, although Surr Street is still used as a pedestrian shortcut to both the estate and through to Hartham Road. This application proposes to create three new stretches of pavement outside Sites 1, 2a and 2c. These will be raised and clearly demarcated as footpaths and will provide pedestrian access to the new undercroft units and enhance the existing pedestrian environment in these locations.
- 10.59 There is no footpath proposed outside Site 2e, as there are existing car parking spaces on the eastern side of the street, and the garage conversions would narrow the street to effectively a single-width road. The applicant proposes to deal with this by re-surfacing this part of the street, making it a 'shared surface'. Surr Street is a no-through road, and only accessed by service vehicles and permit holders for these particular spaces, so traffic movements in this stretch are likely to be limited. Nevertheless, there remains a potential road safety conflict between pedestrians and vehicle users. The applicant proposes to 'control' this part of the street, but does not specify how this will be achieved. The council's Inclusive Design officers are, in principle, opposed to shared surface arrangements, however consider that in this instance, suitable measures could be put in place to manage vehicular and pedestrian movements along the street, such as 5mph speed limits and/or traffic calming measures (as in the Vulcan Way scheme). A condition will be attached requiring a traffic management scheme to be submitted and approved by the LPA to demonstrate that sufficient controls can be put in place to encourage safe and responsible driver, cyclist and pedestrian behaviour (Condition 10).
- 10.60 Passing places are provided along this stretch for oncoming vehicles. The applicant has submitted vehicle 'swept path' diagrams to show that refuse and delivery vehicles can safely navigate the estate roads when development has been completed.
- 10.61 Policy CS10 encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use. Policy DM8.4 provides that major developments are required to provide cycle parking which is secure, sheltered, step-free and accessible. The development proposes cycle parking fully in accordance with the thresholds in Appendix 6 of the Development Management Policies (30 spaces). With regard to the town houses, these are provided in secure garden stores, and the spaces for the flats are located in the front amenity areas. The Metropolitan Police have advised that these should have a fixing with two locking points; details of the cycle storage for the flats will be secured by condition (Condition 11).
- 10.62 Policy CS10 of the Islington Core Strategy and Policy DM8.5 of the Islington Development Management Policies provides that all development must be car-free, meaning that no vehicle parking will be allowed for new homes (with the exception of wheelchair accessible parking), and no parking permits will be issued to occupiers of new homes. This application results in a net loss of 54 parking spaces (including 46 garage spaces), but involves the re-provision of 16 on-street spaces within the red-

lined site. The 6 spaces directly opposite Site 2A (outside the red-lined site) are also being retained. The applicant has justified the retention of these spaces on the basis that they need to re-provide as much parking as possible in order to mitigate the loss of parking on existing residents of the state, who already hold permits. Enabling residents to retain the use of car parking space has been a key commitment of Hyde's, as loss of parking was repeatedly raised as an issue during their preapplication consultation with residents. Hyde have confirmed that anyone who holds an existing permit will be given one elsewhere on the estate and that residents who currently benefit from the use of a garage will continue to do so. Hyde have also rescinded their policy of granting permits to residents outside the estate to 'free up' spaces for permit holders displaced from the garages within the application site. Notwithstanding this, the reallocation of garage/parking space is largely a concern for the applicant, and not a consideration that would weigh against approving this application.

- 10.63 In policy terms, this application still results in the net loss of 54 car parking spaces from the site, thereby reducing opportunities for car ownership. It is therefore compliant with the general thrust of the NPPF, London Plan and Core Strategy in terms of promoting sustainable transport. The removal of eligibility for residents' parking permits will be included as a clause in the Section 106 agreement; however it is considered that this can only reasonably relate to the roads adjoining the estate, and not the estate roads owned and managed by Hyde Housing.
- 10.64 Policy DM8.5 (Part C) of the Islington Development Management Policies, supporting paragraph 8.32 and paragraph 5.22 of the Inclusive Design in Islington SPD state that accessible parking bays should be provided on-street. In this instance, there are 6 existing spaces directly opposite the proposed wheelchair accessible unit and the applicant has agreed to convert one of these into an accessible parking bay, details of which can be secured by condition (Condition 12). There are also a number of other accessible parking bays across Hyde Village.

Trees and landscaping

- 10.65 Policy 7.21 of the London Plan provides that existing trees of value should be retained and that any trees lost as the result of development should be replaced. This is echoed in Policy CS15 (Part A) and Policy DM4.5 (B) of the Islington Development Management Policies, the latter of which stipulates that any loss will only be permitted where there are overriding planning benefits and the trees are suitably re-provided. Policy 7.5 of the London Plan provides that any public realm should incorporate the highest quality landscaping, planting, street furniture and surfaces. Policy DM6.5 (A) stipulates that developments must protect, contribute to and enhance the landscape, and are required to maximise the provision of soft landscaping, including trees, shrubs and other vegetation.
- 10.66 This proposal results in the loss of three trees on Site 1. One of these trees (referred to in the tree survey as T3) has been assigned Category U (as per BS5837), and is proposed to be removed, to which there is no objection. However, the two remaining trees on this site an ash (T1) and another cherry (T2) are in good health (Category B.1), provide substantial canopy cover contribute to local amenity. These two trees could not feasibly be retained unless the proposals were substantially

revised; this would necessitate a reduction in the number of houses provided. As discussed in paragraphs 10.45-10.53 above, the scheme as a whole could not proceed with fewer units without a corresponding reduction in the level of planning obligations. As such, the key benefits that this scheme provides in terms of affordable housing provision (and in terms of other improvements to the wider environment) would be lost. It is therefore considered that there is an overriding planning justification for the loss of these trees, and their removal can be supported in the context of policy DM4.5, subject to adequate mitigation.

- 10.67 The applicant has provided indicative drawings with their application to show a number of replacement trees, including three trees on the grass verge adjacent to the town houses, and some smaller trees in the rear and front gardens. However, despite requesting further clarification, no details have yet been provided to clarify the exact location, species or specification of the trees, nor confirmation that the canopy cover can be adequately re-provided. In the absence of these details, a condition will be attached requiring full details of any trees to be planted on the site (including size at planting and canopy replacement) to be submitted to and approved by the local planning authority prior to any works taking place (Condition 5). The tree standing within the front garden of Thornton Court (T4) is to be retained. A condition is proposed to ensure that this tree is suitably protected during the construction process (Condition 6).
- 10.68 This scheme involves some substantial changes to the landscaping arrangements along Surr Street, including the creation of a pedestrian path outside the new dwellings, the rearrangement of parking spaces, and the creation of several new soft-landscaped areas, including the front amenity spaces to the new garage conversions, the front gardens for the new houses, and new landscaping opposite Site 2e (to create vehicle passing places). The introduction of these new greened areas is considered to represent an improvement on the current situation; although there are some trees and a grass verge on Site 1, the remainder of the site consists only of tarmac. A condition is recommended requiring the submission of a full landscaping scheme, including details of all soft landscaping, planting, trees, hard surfaces and boundary treatments, and in particular details of how the public realm improvements are to carried out in accordance with the Islington Streetbook (Condition 7).

Energy conservation and sustainability

10.69 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and policies relevant to sustainability are set out throughout the NPPF. The council requires all developments to meet the highest standards of sustainable design and construction and make the fullest contribution to the mitigation of and adaptation to climate change. Developments must demonstrate that they achieve a significant and measurable reduction in carbon dioxide emissions, following the London Plan energy hierarchy. All developments will be expected to demonstrate that energy efficiency has been maximised and that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. Carbon dioxide calculations must include unregulated, as well as regulated, emissions, in accordance with Islington's policies.

- 10.70 Islington's Core Strategy policy CS10 (Part A) states that all major development should achieve an on-site reduction in total (regulated and unregulated) carbon dioxide emissions of at least 40% in comparison with total emissions from a building which complies with the Building Regulations 2006, unless it can be demonstrated that such provision is not feasible. This 40% saving is equivalent to a 30% saving compared with the 2010 Building Regulations, and 27% compared with the 2013 Building Regulations. Development Management Policy DM7.3 requires all major developments to be designed to be able to connect to a DEN, and connection is required if a major development site is within 500m of an existing or a planned future DEN.
- 10.71 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport, sustainable construction and the enhancement of biodiversity. Development Management Policy DM7.1 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.
- 10.72 The proposed development is expected to achieve a reduction of 0.9 tonnes of CO₂ against the baseline figure. This represents a reduction of 2.1% on total emissions and 4.2% on regulated emissions. This falls considerably short of London Plan targets and the 39% required by Core Strategy policy CS10. However, the Energy Team have confirmed that there is limited opportunity to improve the performance. The building fabric values are generally very good and though some minor improvements in U-values might be possible, this would only result in a small additional reduction to emissions. The remaining carbon dioxide emissions are to be offset with a payment of £38,934. It is recommended that this be included in a Section 106 agreement.
- 10.73 The development is not within 500m of any existing heat network, and therefore connection to a DEN is not proposed. Likewise, no site-wide communal heating network is proposed; the proposed heat loads are not sufficient for a CHP system to be feasible. The applicant is proposing to use individual high-efficiency gas boilers (supplying radiators), and water supply will be provided via combi-boilers. The council's Energy Team have confirmed that they are satisfied with the information provided on heating systems, controls, the cooling hierarchy and ventilation. Low-energy lighting is proposed throughout the development, which is supported. As there are a relatively small number of dwellings spread out over different locations, it would not be appropriate or useful to carry out dynamic thermal modelling for overheating.
- 10.74 No renewable energy has been proposed for the development due to site-specific constraints, most notably the lack of roof space. The council's Energy Team agree with the applicant's conclusion in terms of renewables, although have suggested that solar PV could be used in conjunction with the green roofs. The Sustainability Team, however, has expressed a preference for green roofs without PV, as this provides more favourable habitat conditions for wildlife.

- 10.75 The submission lacks detail regarding sustainable urban drainage. Development Management Policy DM6.6 requires major developments to incorporate Sustainable Urban Drainage Systems (SUDS), and must be designed to reduce flow to a "greenfield rate" of run-off (8 litres/second/hectare) where feasible. Where it is demonstrated that a greenfield run-off rate is not feasible, rates should be minimised as far as possible, and the maximum permitted run-off rate will be 50 litres per second per hectare. A condition, requiring details of measures to ensure compliance with the requirements of policy DM6.6, is recommended (Condition 13).
- 10.76 A Green Performance Plan (GPP) has been submitted with the application. More specific performance targets and indicators will need to be established through a full GPP to be secured via a Section 106 agreement. The council's Energy Team has confirmed that they are happy with the broad thrust of the draft GPP but have made some recommendations, which the applicant is open to incorporating into the final GPP.
- 10.77 The applicant has provided a site waste management statement prepared by BPM Project Management, which confirms an intention to ensure that waste is minimised. A full and detailed site waste management plan will be put in place prior to the commencement of the construction phase.

Biodiversity

- 10.78 Policy 7.19 of the London Plan provides that development proposals should make a positive contribution to the protection, enhancement, creation and management of biodiversity. Policy CS15 of the Core Strategy requires development to maximise opportunities to 'green' the borough through measures such as planting, green roofs, and green corridors. Policy DM6.5 requires that developments must maximise biodiversity benefits, and in particular should maximise the provision of green roofs as far as reasonably possible, and that new-build developments should use all available roof space for green roofs, subject to other planning considerations.
- 10.79 In this instance, all roof space created by the development (i.e. the roofs of the three terraced houses) are proposed to be green. A condition is recommended requiring the green roofs to meet the council's standard requirements as set out in Islington's Environmental Design SPD (Condition 16). Measures to increase the site's currently-limited biodiversity interest, including the installation of bird and bat boxes, are secured by the recommended landscaping condition (Condition 7).

Other planning issues

Contaminated land

10.80 The applicant has submitted a phase 1 and 2 contaminated land survey, as the site has historically had potentially polluting uses nearby. The site will be cleaned up by the excavation of the site and importation of clean soil. The council's Environmental Health (Pollution) Officer has requested the imposition of a condition requiring that, following completion of measures identified in the approved remediation scheme, a verification report demonstrating the effectiveness of that remediation must be

submitted to and approved by the Local Planning Authority in accordance with the submitted Geo-Environmental Assessment (Condition 17).

Air quality

10.81 The whole of the borough has been designated by the council as an Air Quality Management Area. It is recommended that, for the proposed development's construction phase, the submission, approval and implementation of a Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including in relation to air quality, dust, smoke and odour) be secured by condition (Condition 18). This would ensure that the proposal would not detrimentally impact upon the amenity of the neighbouring occupiers with regard to air quality.

Safety and security

10.82 Policy DM2.1 provides that developments must be safe and demonstrate how they have successfully addressed safety in design. Developments must meet the principles set out in Safer Places (2004) and Secured by Design through consultation with Islington's Crime Prevention Advisor. This scheme represents a significant improvement in terms of deterring crime, maximising passive surveillance, and promoting positive behaviour. It has the support of the Metropolitan Police, who have confirmed that the layout is sensible from a security perspective. Whilst details of CCTV and security lighting have not been submitted as part of this application, it is considered that these details can be properly addressed via the attachment of a condition requiring the submission and approval of such details to the Local Planning Authority (Condition 19).

Waste and recycling

10.83 This application proposes the creation of two new bin stores within the buildings on Surr Street (one in block 2c and one in block 2e). Each of these stores contains five 1280L bins. Due to their large capacity, refuse arrangements for the existing buildings on Surr Street will be integrated into these new stores. Refuse vehicles will service the site from North Road and collect the bins at designated collection points. The bins are to be pulled to the collection points by the management company. The council's Waste & Recycling team has raised no objection to the proposed refuse arrangements.

Removal of permitted development rights

10.84 Due to the siting of these houses and their proximity to residential neighbours, it is considered that any further extension or alteration of them would be likely to be represent an overuse of the space, compromise the design of the scheme and impact upon neighbouring residential amenity. It is therefore recommended that a condition is attached removing permitted development rights under Schedule 2, Part 1 of the General Permitted Development Order 2015 (Condition 20).

Construction process

10.85 A number of concerns have been raised in relation to the impact of the construction period upon neighbouring properties, both structurally and in terms of noise, vibration, dust and general disturbance. Damage to neighbouring properties during demolition and construction work is a civil matter to be resolved between the parties involved. A condition is recommended to require the submission and approval of a Construction Environment Management Plan, which details expected construction impacts and measures proposed to mitigate them, as recommended by the Environmental Health officer.

<u>Planning Obligations, Community Infrastructure Levy and Local Finance</u> <u>Considerations</u>

Community Infrastructure Levy

- 10.86 Part 11 of the Community Infrastructure Levy (CIL) Regulations 2010 introduced the 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 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014. The payments would be chargeable on implementation of the private housing. The affordable housing is exempt from CIL payments.
- 10.87 Islington CIL of £105,750, and Mayoral CIL of £21,150, would be payable in relation to the proposed development.

Section 106 agreement

- 10.88 A Section 106 agreement including relevant Heads of Terms would be necessary in order to mitigate the impacts of the proposed development. The necessary Heads of Terms are:
 - On-site provision of affordable housing the development will be required to provide 12 affordable units (9 social rent and 3 shared ownership)
 - The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
 - Compliance with the Code of Employment and Training.
 - Facilitation, during the construction phase of the development, of 1 work placement. Each placement must last a minimum of 26 weeks. The council's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. If these placements are not provided, a fee of £5,000 to be paid to the council.

- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £1,500, and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £38,934.
- 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.
- Submission of a Green Performance Plan.
- Removal of eligibility for residents' parking permits (additional units only)
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.
- 10.89 On 13 March 2016, the applicant's agent agreed to the drafting of a Section 106 agreement based on the above Heads of Terms.

11.0 SUMMARY AND CONCLUSION

- 11.1 The redevelopment of the site is welcomed in principle. The proposal would represent a significant improvement on the existing poor quality environment along this edge of the estate and would provide 12 new units of affordable accommodation. The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 11.2 The benefits of the proposed development (including the amount of affordable housing provided, the physical improvements to the site and the enhancement of natural surveillance) have been considered in the final balance of planning considerations, along with the shortcomings of the proposed development (which include some neighbour amenity impacts, the single aspect outlook from the undercroft garage conversions and the small amount of on-site amenity space provided). In the final balance of planning considerations as set out above, and having regard to the Council's priorities in respect of delivering affordable homes, the positive aspects of the proposal significantly outweigh the disbenefits. On this basis, approval of planning permission is recommended.

Conclusion

11.3 It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to 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:

- On-site provision of affordable housing the development will be required to provide 12 affordable units (9 social rent and three shared ownership)
- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation, during the construction phase of the development, of 1 work placement. Each placement must last a minimum of 26 weeks.. If these placements are not provided, a fee of £5,000 to be paid to the council.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £1,500, and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £ 38,934.
- 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.
- Submission of a Green Performance Plan.
- Removal of eligibility for residents' parking permits (additional units only)
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

That, should the Section 106 Deed of Planning Obligation not be completed within the Planning Performance Agreement timeframe, 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 of London) 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:

List of Conditions:

1	Commencement (Compliance)
	CONDITION: The development hereby permitted shall be begun not later than the expiration of 3 years from the date of this permission.
	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).
2	Approved plans and documents list (Compliance)
	CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:
	Town Planning Statement (Davies Murch, November 2015) Design and Access Statement (Waugh Thistleton, November 2015) Heritage Statement (Turley Heritage, November 2015) Daylight and Sunlight and Overshadowing Assessment (XCO ² Energy, November 2015) Daylight Sunlight and Overshadowing Design Note dated 17 March 2016 (to be
	read in conjunction with email from Lindsey Malcolm to case officer dated 15 March 2016)
	Internal Daylight Assessment (XCO ² Energy, November 2015) Internal Daylight Assessment – Addendum (XCO ² Energy, February 2016) Transport Statement (Tully De'Ath, November 2015) Travel Plan (Tully De'Ath, November 2015) Energy Statement (XCO ² Energy, November 2015) Sustainability Statement (XCO ² Energy, November 2015)
	Site Waste Management Statement (BMP Project Management, October 2015) Tree Survey (Arbtech, March 2015) Geo-Environmental Assessment (Idom Merebrook, November 2015) Health Impact Assessment (Davies Murch, November 2015)
	Viability Assessment (Douglas Birt Consulting, December 2015)

	All as amended by:
	1_535-P-00-098;1_535-P-00-099a;1_535-P-00-100a;1_535-P-00-001;1_535-P-00-020;1_535-P-00-021;1_535-P-00-023;1_535-P-00-024;1_535-P-00-101;1_535-P-00-102;1_535-P-00-103;1_535-P-00-104;1_535-P-00-105;1_535-P-00-106;1_535-P-00-120b;1_535-P-00-121b;1_535-P-00-122c;1_535-P-00-123a;1_535-P-00-200b 1_535-P-00-201c;1_535-P-00-202a;1_535-P-00-203a;1_535-P-00-220;1_535-P-00-200b 1_535-P-00-222;1_535-P-00-223;1_535-P-00-300;1_535-P-00-301;1_535-P-00-302 REASON: For the avoidance of doubt and in the interest of proper planning.
3	Materials and samples (Details)
	CONDITION: Details of facing materials, including samples, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details and samples shall include: a) brickwork, bond and mortar courses for both the proposed town houses (including details of the ribbed/rusticated brickwork at ground floor level) and
	 (including details of the hibbeardsheated brickwork at ground hoor level) and the front extensions to the garage units; b) all windows and doors; c) materials to be used in the construction of the storage buildings in the rear gardens of the proposed town houses; and d) any other materials to be used on the exterior of the development.
	The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.
	REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard and contributes positively to the significance of heritage assets in accordance with policies 5.3, 7.4, 7.5, 7.6, 7.8 and 7.9 of the London Plan 2015, policies CS9 and CS10 of Islington's Core Strategy 2011, and policies DM2.1, DM2.3 and DM7.4 of Islington's Development Management Policies 2013.
4	Window and door reveals (Compliance)
	CONDITION: All windows and doors to the three town houses and the windows serving the bedrooms of the undercroft units shall be set within reveals no less than 200mm deep unless otherwise agreed in writing by the Local Planning Authority.
	REASON: To ensure that the resulting appearance and construction of the development is to a high standard, to ensure sufficient articulation in the elevations, and to ensure that the development is in accordance with policies 3.5, 7.4 and 7.6 of the London Plan 2015, policy CS9 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013.

5	Tree replacement (Details)
	CONDITION: No work shall take place on site unless and until the Local Planning Authority has approved in writing full details of all new trees to be planted within the application site, including location, species, size at planting and sufficient specification to ensure survival of the trees. The details shall also include a comparison of the canopy cover lost by removal of the trees on Site 1 and the canopy cover provided by the proposed replacement trees.
	The trees so approved shall be planted during the first planting season following practical completion of the development hereby approved. Any trees which die, or become severely damaged or diseased, within 5 years of planting shall be replaced with the same species or an approved alternative and to the satisfaction of the Local Planning Authority within the next planting season.
	REASON: To ensure adequate mitigation for the loss of the existing trees to be removed under the terms of this consent, and the planting of appropriate species, in accordance with policy 7.1 of the London Plan 2015, policy CS15 of Islington's Core Strategy 2011, and policy DM4.5 of Islington's Development Management Policies 2013.
6	Tree protection (Details)
	CONDITION: No works shall take place on site until a Tree Protection Plan (TPP) in relation to the retained tree marked 'T4' on the plans hereby approved is submitted to and agreed in writing by the Local Planning Authority. REASON: In the interest of the protection of the retained trees and to safeguard visual amenity, in accordance with policy 7.1 of the London Plan 2015, policy CS15 of Islington's Core Strategy 2011, and policy DM4.5 of Islington's Development Management Policies 2013.
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7	Landscaping (Details)
	CONDITION: Details of a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:
	 a) soft planting, including details of any grass and turf areas, shrub and herbaceous areas; b) sufficient specification to ensure successful establishment and survival of new planting; c) hard landscaping, including ground surfaces (including those to be used in the formation of the footpaths to the dwelling entrances), kerbs, edges, ridge and flexible pavings; d) enclosures, including types, dimensions and treatments of any walls, fences, screen walls, barriers, rails, retaining walls and hedges;
	 e) any demarcation of pedestrian, vehicular and pedestrian space within the areas of hard landscaping; f) existing and proposed underground services and their relationship to both

	 hard and soft landscaping; g) confirmation that the landscaping scheme has been designed in accordance with Islington's Inclusive Landscape Design SPD Jan 2010 and Streetbook SPD Oct 2012; h) bat and bird nesting boxes/bricks and any other measures intended to improve and maximise on-site biodiversity; i) details of how the landscaping scheme includes and integrates other measures to enhance biodiversity and sustainable urban drainage solutions and has been designed in accordance with Development Management Policy DM6.6 and London Plan policy 5.13; j) a Landscaping Management Plan describing how the landscaping would be maintained and managed following implementation; k) any other landscaping feature(s) forming part of the scheme.
	All landscaping so approved shall be completed/planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a maintenance/watering provision following planting and any trees or shrubs which die, become severely damaged or diseased within 5 years of planting shall be replaced with the same species or an approved alternative and to the satisfaction of the Local Planning Authority within the next planting season.
	The development shall be carried out strictly in accordance with the details (including the Landscape Management Plan) so approved and shall be maintained as such thereafter.
	REASON: In the interests of sustainability, to ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, to ensure the development is of an inclusive design, and to ensure that a satisfactory standard of visual amenity is provided and maintained in accordance with policies 3.5, 5.3, 5.10, 5.11, 5.13, 7.2, 7.4, 7.5, 7.19 and 7.21 of the London Plan 2015, policies CS9, CS10, CS12 and CS15 of the Islington Core Strategy 2011 and policies DM2.1, DM2.2, DM2.3, DM6.2, DM6.5 and DM6.6 of Islington's Development Management Policies 2013.
8	Wheelchair accessible housing (Compliance and Details)
	CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, the unit marked '2-bed flat' on drawing no. 1_535-P-00-101 and labelled '2' on elevation drawing 1_535-P-00-220 shall be constructed as a wheelchair accessible 1-bedroom unit meeting the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 "Accessible and adaptable dwellings" M4 (3).
	Building Regulations Approved Plans and Decision Advice Notices, confirming that these requirements will be achieved, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works beginning on site.
	The Category 3 unit shall be provided prior to the first occupation of the block within which it is located, shall be maintained as such thereafter and no change therefrom

	shall take place without the prior written consent of the Local Planning Authority.
	REASON: To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs, and to ensure the development is of an inclusive design in accordance with policies 3.8 and 7.2 of the London Plan 2015, policy CS12 of Islington's Core Strategy 2011, and policies DM2.2 and DM3.4 of Islington's Development Management Policies 2013.
9	Wheelchair adaptable housing (Compliance and Details)
	CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, all undercroft units (with the exception of the unit referred to in Condition 6) shall be constructed in accordance with the following standards:
	 a) the approach to the front door shall be level or ramped; b) the clear opening width of the front entrance door shall be least 850mm, with 300mm clear space beyond the leading edge of the door; c) all thresholds shall be flush;
	 d) the corridor and door dimensions within the dwellings shall meet the requirements in Table 2.1 on page 17 of Approved Document M (2015 edition);
	 e) kitchens shall have a clear 1200mm clear manoeuvring space between units; and
	 f) bathrooms shall meet the criteria in Diagram 25 of Approved Document M (Volume 1, 2015 edition).
	The three new town houses shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 "Accessible and adaptable dwellings" M4 (2). Building Regulations Approved Plans and Decision Advice Notices, confirming that these requirements will be achieved, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works beginning on site.
	REASON: To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs, and to ensure the development is of an inclusive design in accordance with policies 3.8 and 7.2 of the London Plan 2015, policy CS12 of Islington's Core Strategy 2011, and policies DM2.2 and DM3.4 of Islington's Development Management Policies 2013.
10	Traffic management plan (Details)
	CONDITION: No development shall take place unless and until a Traffic Management Plan (TMP) has been submitted to and approved in writing by the Local Planning Authority. The TMP must include the following details:
	 a) proposed measures to manage conflict between pedestrian and vehicular traffic using the shared surface outside Site 2e, including details of any traffic calming measures and speed limits; and b) details of how the above measures will be enforced.

	The approved measures shall be implemented prior to first occupation of the development, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.
	REASON: To ensure pedestrian and cyclist safety in accordance with policies 6.9 and 6.10 of the London Plan 2015, policy CS8 of Islington's Core Strategy 2011, and policies DM8.1, DM8.2 and DM8.4 of Islington's Development Management Policies 2013.
11	Cycle Parking (Details)
	CONDITION: Details of the bicycle storage areas for the 12 undercroft units shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing. These details shall include:a) how these spaces will be sheltered and secure;
	 b) the physical appearance of the cycle storage racks and/or enclosures; c) Details of how the cycle storage for unit 2 can be adapted for use by occupants with accessible bicycles and tricycles; d) Accessible cycle parking spaces shall be served by a route at least 1500mm in width and the spaces shall be wider than standard cycle parking spaces.
	All 30 cycle parking spaces hereby approved 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.
	REASON: To ensure an adequate amount of secure bicycle parking is available and easily accessible on site, and to promote sustainable modes of transport in accordance with policy 6.9 of the London Plan 2015, policy CS10 of Islington's Core Strategy 2011, and policy DM8.4 of Islington's Development Management Policies 2013.
12	Disabled parking bays (Compliance)
	CONDITION: Prior to first occupation of Block A, one wheelchair accessible parking bay shall be provided, and laid out in accordance with the standards contained in the Inclusive Design in Islington SPD. This bay shall be located opposite the wheelchair accessible unit (Unit 2), in one of the six spaces shown on drawing no. 1 535-P-00-101.
	This accessible parking space shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.
	REASON: To ensure adequate provision of parking for residents with disabilities in accordance with policy DM8.5 of Islington's Development Management Policies 2013.
13	Sustainable urban drainage (Details)
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15	in accordance with policies 5.2, 5.3 and 5.7 of the London Plan 2015, policy CS10 of the Islington Core Strategy 2011, and policies DM7.1 and DM7.3 of Islington's Development Management Policies 2013.
	of the Islington Core Strategy 2011, and policies DM7.1 and DM7.3 of Islington's
	REASON: In the interests of sustainable development and to ensure that the Local Planning Authority may be satisfied that the carbon dioxide reduction target is met
	CONDITION: The proposed measures relevant to energy as set out in the Energy Statement (XCO ² Energy, November 2015) hereby approved shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.
14	Energy/carbon dioxide reduction (Compliance)
	REASON: To ensure that sustainable management of water in accordance with London Plan Policy 5.13, Core Strategy Policy CS10 and Development Management Policy DM6.
	The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.
	for a sustainable urban drainage system and its ongoing maintenance shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems in accordance with the drainage hierarchy and be designed to maximise water quality, amenity and biodiversity benefits. The submitted details shall include the scheme's peak runoff rate and storage volume for the 1 in 100 year storm plus 33% climate change allowance and demonstrate how the scheme will aim to achieve a greenfield run off rate (8L/sec/ha)and at minimum achieve a post development run off rate of 50L/ha/sec. The drainage system shall be installed prior to the first occupation of the development. The details shall demonstrate how the site will manage surface water in excess of the design event, and shall set out a clear maintenance plan for the system.

	CONDITION: Notwithstanding the plans hereby approved, details of the green roofs
	to the three new houses (including details of the species to be planted/seeded)
	shall be submitted to and approved in writing by the Local Planning Authority prior
	to any works commencing. The green roofs shall:
	 a) form biodiversity-based roofs with extensive substrate bases (depth 80- 150mm);
	b) cover all the areas of flat roof on these dwellings; and
	 c) be planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works.
	The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.
	REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, and to ensure surface water run-off rates are reduced in accordance with policies 5.3, 5.10, 5.11, 5.13 and 7.19 of the London Plan 2015, policies CS10 and CS15 of Islington's Core Strategy 2011, and policies DM2.1, DM6.5, DM6.6 and DM7.1 of Islington's Development Management Policies 2013.
17	Site contamination (Details)
	CONDITION: Prior to first occupation of the development hereby approved, the
	following assessment in response to the NPPF and in accordance with CLR11 and BS10175:2011 shall be submitted to and approved in writing by the Local Planning Authority:
	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 the submitted Geo-Environmental Assessment ref GEA-19535-15-288 dated November 2015.
	REASON: Previous industrial and/or commercial activities at this site may have resulted in contaminated soils and groundwater, the underlying groundwater is vulnerable to pollution and potential contamination must be investigated and a risk assessment carried out to determine impacts on the water environment in accordance with paragraphs 109 and 121 of the National Planning Policy Framework, policies 5.14 and 5.21 of the London Plan 2015 and policy DM6.1 of Islington's Development Management Policies 2013.
18	Construction Environmental Management Plan (Details)
	CONDITION: A Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any
	works commencing on site. The report shall assess impacts during the construction

	 phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. 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. REASON: In the interests of residential and local amenity, and air quality, in accordance with policies 7.14 and 7.15 of the London Plan 2015, policy CS12 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013.
19	Security and general lighting (Details)
19	Security and general lighting (Details)
	CONDITION: Details of security measures (including CCTV) and any general or security outdoor lighting (including full specification of all luminaries, lamps and support structures) shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.
	The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development hereby approved and shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.
	REASON: In the interests of good design, security and protecting neighbouring and future residential amenity and existing and future habitats from undue light-spill in accordance with policies 7.3, 7.5, 7.13 and 7.19 of the London Plan 2015, policies CS9, CS10 and CS15 of Islington's Core Strategy 2011, policies DM2.1 and DM6.5 of Islington's Development Management Policies 2013.
20	Removal of permitted development rights (Compliance)
	CONDITION: Notwithstanding the provision of the Town and Country Planning (General Permitted Development) Order 1995 (or any amended/updated subsequent Order) no works under Schedule 2, Part 1 of the above Order shall be carried out to the dwellinghouses hereby approved without express planning permission.
	REASON: To ensure that the Local Planning Authority has control over future extensions and alterations to the resulting dwellinghouses in view of the limited space within the site available for such changes and the impact such changes may have on residential amenity and the overall good design of the scheme.
21	Waste storage (Compliance)
	CONDITION: The refuse/recycling stores hereby approved shall be provided prior to first occupation of the development hereby approved and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.
	REASON: To ensure the necessary physical waste storage to support the development is provided in accordance with policy 5.16 of the London Plan 2015,

policy CS11 of Islington's Core Strategy 2011 and policy DM2.1 of Islington's Development Management Policies 2013.	
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List of Informatives:

1	Section 106 Agreement
	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.
2	Definition of 'Superstructure' and 'Practical Completion'
	A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	Community Infrastructure Levy (CIL) (Granting Consent)
	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's Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the council at <u>cil@islington.gov.uk</u> . The council will then issue a Liability Notice setting out the amount of CIL that is payable.
	Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil
	Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these unidentified pre-commencement conditions have been discharged.
4	Site contamination
	The verification report required under condition 37 shall demonstrate completion of the works set out in the approved remediation strategy and the effectiveness of the remediation. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a "long-term monitoring and maintenance plan") for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be

	implemented as approved.
5	Sustainable Sourcing of Materials
	Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
6	Thames Water, Environment Agency and LFEPA
	Your attention is drawn to informatives and advice included in Thames Water's comments of 15/02/2016, the Metropolitan Police's comments of 15/02/2016 and the London Fire and Emergency Planning Authority's comments of 25/01/2016.

APPENDIX 2 - RELEVANT POLICIES

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

1 National Guidance

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

Since March 2014, the Planning Practice Guidance for England has been published online.

2. Development Plan

The Development Plan comprises the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site

Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2015 - Spatial Development Strategy for Greater London (Consolidated with Alterations since 2011)

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.1 London in its global, European and United Kingdom context Policy 2.2 London and the wider metropolitan area Policy 2.9 Inner London

3 London's people

Policy 3.1 Ensuring equal life chances for all Policy 3.2 Improving health and addressing health inequalities Policy 3.3 Increasing housing supply Policy 3.4 Optimising housing potential Policy 3.5 Quality and design of housing developments Policy 3.6 Children and young people's play and informal recreation facilities Policy 3.8 Housing choice Policy 3.9 Mixed and balanced communities Policy 3.10 Definition of affordable housing Policy 3.11 Affordable housing targets Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes Policy 3.13 Affordable housing thresholds Policy 3.16 Protection and enhancement of social infrastructure

4 London's economy

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation Policy 5.2 Minimising carbon dioxide emissions Policy 5.3 Sustainable design and construction Policy 5.5 Decentralised energy networks Policy 5.6 Decentralised energy in development proposals Policy 5.7 Renewable energy Policy 5.8 Innovative energy technologies Policy 5.9 Overheating and cooling Policy 5.10 Urban greening Policy 5.11 Green roofs and development site environs Policy 5.12 Flood risk management Policy 5.13 Sustainable drainage Policy 5.14 Water quality and wastewater infrastructure Policy 5.15 Water use and supplies Policy 5.16 Waste self-sufficiency Policy 5.17 Waste capacity Policy 5.18 Construction, excavation and demolition waste Policy 5.21 Contaminated land

6 London's transport

Policy 6.1 Strategic approach Policy 6.3 Assessing effects of development on transport capacity Policy 6.5 Funding Crossrail and other strategically important transport infrastructure Policy 6.7 Better streets and surface transport Policy 6.9 Cycling Policy 6.10 Walking Policy 6.11 Smoothing traffic flow and tackling congestion Policy 6.12 Road network capacity Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities Policy 7.2 An inclusive environment Policy 7.3 Designing out crime Policy 7.4 Local character Policy 7.5 Public realm Policy 7.6 Architecture Policy 7.8 Heritage assets and archaeology Policy 7.13 Safety, security and resilience to emergency Policy 7.14 Improving air quality Policy 7.15 Reducing noise and enhancing soundscapes Policy 7.18 Protecting local open space and addressing local deficiency Policy 7.19 Biodiversity and access to nature Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation Policy 8.2 Planning obligations Policy 8.3 Community infrastructure levy Policy 8.4 Monitoring and review for London

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment) Policy CS10 (Sustainable Design) Policy CS11 (Waste) Policy CS12 (Meeting the Housing Challenge) Policy CS15 (Open Space and Green Infrastructure) Policy CS16 (Play Space)

Infrastructure and Implementation

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

C) Development Management Policies June 2013

Design and Heritage

DM2.1 DesignDM2.2 Inclusive DesignDM2.3 HeritageDM2.4 Protected views

Housing

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

Health and open space

DM6.1 Healthy development **DM6.5** Landscaping, trees and biodiversity **DM6.6** Flood prevention

Energy and Environmental Standards

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

Transport

DM8.1 Movement hierarchy DM8.2 Managing transport impacts DM8.4 Walking and cycling DM8.5 Vehicle parking

Infrastructure

DM9.1 Infrastructure DM9.2 Planning obligations DM9.3 Implementation

3. Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Local View LV4 from Archway Road to St Paul's Cathedral

4. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

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

London Plan

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

APPENDIX 3 - INDEPENDENT VIABILITY REVIEW