



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

AGENDA FOR THE PLANNING COMMITTEE

Members of Planning Committee are summoned to a meeting, which will be held in the Council Chamber - Town Hall on **5 October 2021 at 7.30 pm.**

Enquiries to : Ola Adeoye
Tel : 020 7527 3044
E-mail : democracy@islington.gov.uk
Despatched : 27 September 2021

Welcome:

Members of the public are welcome to attend this meeting.

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

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

Quorum: 3 councillors



A.	Formal Matters	Page
1.	Introductions	
2.	Apologies for Absence	
3.	Declarations of Substitute Members	
4.	Declarations of Interest	

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

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

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

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

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

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

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B.	Consideration of Planning Applications	Page

1. Stacey Street Nursing Home, 1 Stacey Street, Islington, London , N7 7JQ 17 - 46

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

D. Urgent non-exempt items (if any)

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

E. Exclusion of press and public

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

F. Confidential/exempt items **Page**

G. Urgent exempt items (if any)

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

Date of Next Meeting: Planning Committee, 2 November 2021

Please note all committee agendas, reports and minutes are available on the council's website: www.democracy.islington.gov.uk

WEBCASTING NOTICE

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

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PROCEDURES FOR PLANNING COMMITTEE

Planning Committee Membership

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

Order of Agenda

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

Consideration of the Application

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

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

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

What Are Relevant Planning Objections?

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

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

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COMMITTEE AGENDA

1 Stacey Street Nursing Home

1 Stacey Street
Islington
London
N7 7JQ

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Application Number: P2021/1395/FUL
Ward: Finsbury Park
Proposed Development: Change of Use from Care Home (C2) to Hostel (Sui Generis)
Application Type: Full Planning (Council's Own)
Case Officer: Robin Tulloch
Name of Applicant: FAO. Georgina Earthy
Recommendation:

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- The Planning Officer advised of a correction to paragraph 11.1, that Class B8 use does not now fall under Class E and remains unchanged , however the change of use from B8 to B1 (now Class E) is supported by policy and is considered acceptable in land use terms .
- Condition 1 is to be amended, that the requirement to complete the roof by 4th February 2022 be deleted and replaced by a standard 3 year commencement condition.
- Members were advised that in order to be consistent with the enforcement notice, an additional condition is recommended stating 'that Notwithstanding condition 1 and 6, within 7 months of the date of the permission, the new roof shall be constructed in it's entirety in accordance with the hereby approved plans and particulars and shall be maintained as such thereafter'
- The Planning Officer advised that site falls within the Hillmarton Conservation Area, does not comprise any Listed Buildings or fall within the setting of any Listed Buildings and lies within the Nags Head & Holloway key core area.
- The application has been submitted in response to a Council planning enforcement investigation on 17 Oct 2018, that the use of the subdivided main warehouse and the townhouse in use as 8 flexible units within Class B were in breach of planning control and required planning permission. Similarly the new felt roof is in breach of planning control.
- Members were informed that it has now been established that the change of use of the townhouse floorspace is a permitted change not requiring planning permission as detailed in paragraph 4.10 of the report
- With regards the external alterations involving the new metal roof and roof lights, meeting was advised that it is considered that it will preserve the visual appearance and character Hillmarton Conservation Area and would be acceptable in design terms
- The proposed use of the warehouse for 18 separate units represents a more intensive and efficient use of the site and supports local employment and contributes to the local economy and is supported by development plan policy
- It was noted that although the proposal is recognised as having potential to generate noise levels due to the various uses, the Council's Environmental Health Pollution officers have recommended controls through suggested conditions to mitigate any impact
- In response to a member query the applicant confirmed that a solar PV array would be installed on the roof and a £16,100 carbon offset payment was proposed to meet policy requirements in relation to sustainability and renewable energy
- In response to a question about wheelchair access, the meeting was advised that although there is no requirement to consider wheel chair access, there is already a ramp access to the building
- Members welcomed the scheme, noting that it is a successful project for small and medium enterprise and policy compliant.

Planning permission was granted subject to the amended conditions noted above and the inclusion of an additional conditions

RESOLVED:

That following consideration of the case officer's report (the assessment and recommendations therein), the presentation to Committee, submitted representations at this meeting, planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report and the additional condition outlined above; and subject to 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 of the officer report as amended above, the wording of which was delegated to officers; and subject to any direction by the Mayor of London to refuse the application or for it to be called in for determination by the Mayor of London.

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LAND AT PARK VIEW ESTATE COLLINS ROAD, N5 2UD (Item B2)

Application for a minor-material amendment under S73 to vary condition 2 (approved Drawings) and condition 11 (Energy Statement) following a grant of planning permission Ref: P2017/2444/FUL dated 28/11/2017 for the construction of 40 new dwelling units comprising 8 x 1B2P units, 3 x 2B3P units, 27 x 2B4P units, 2 x 3B5P units with associated amenity space and 41.8sqm community use floorspace, provided in six new residential blocks ranging from 2 to 6 storeys in height, along with bicycle storage, improvements to the public realm, and the demolition of existing garages and storage units
The amendments sought are: Increasing affordable housing provision to 100% social rented housing; amendments to the landscaping plan, removal of an additional tree, swapping a 2-bedroom wheelchair accessible home in Block B with a 3-bedroom home from Block G, amendments to design and layout and relocation of cycle parking spaces.

(Planning application number: P2020/3313/S73)

In the discussion the following points were made:

- The Chair reminded members that the application was a S73 planning application for amendments to a planning permission so to avoid revisiting the issues considered previously that are not subject to the amendments.
- The Planning Officer informed the meeting that 10 further objections were received since the publication of the agenda, 9 of which did not raise any additional points to those addressed in the report. One representation raised questions regarding the location of Block D. The Planning Officer advised that Block D is enlarged by 0.3 square metres but would continue to be located on the boundary wall. It was advised that the originally approved Design and Access Statement incorrectly refers to the retention of this boundary wall. The Planning Officer advised that recommended condition 2 would be amended to remove reference to the relevant part of the Design and Access Statement
- The Planning Officer advised that the reference in paragraph 7.4 to paragraph 9.135 should read as paragraph 9.116.
- The Planning Officer advised of the number of signatories to an online petition

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- In comparison to the previously approved scheme, the Planning Officer informed members that the proposal will result in an increase in affordable housing provision from 55% to 100% social rented housing; an amendment to the landscaping plan; removal of an additional tree; swapping of a 2 bedroom wheel chair accessible home in Block B with a 3 bedroom home from Block G and amendments to design and layout and relocation of cycle parking spaces
- Key planning considerations are the increase to 100% social rented units, design and layout considerations, which are sympathetic and are of high quality, improvements to daylight levels, tree mitigation and the translocation of a mulberry tree.
- Members were advised that the amendments to the scheme will result in an improvement to daylight levels received by the flats, and that applicants have provided sufficient tree mitigation measures for the translocation of the Mulberry tree.
- In terms of design changes from the original scheme, the Planning Officer informed the meeting that it involves a minor increase in the footprint of all blocks, a decrease in the parapet height of Block E, revisions to the fenestration of blocks A, B, D and G, revisions to the materiality of some of the blocks and amendments to balconies and windows
- Members were advised that as a result of the various design amendments, the internal layouts and private amenity spaces have been affected however, all units continue to meet minimum space standards.
- The Planning Officer advised members that the proposal will result in the relocation of the mulberry tree from the north of the site despite that it was detailed to be retained in the original application, that the proposed mitigation which includes an early mature mulberry tree and the planting of another 12 trees in addition to the translocation of the existing mulberry tree will result in an uplift in tree canopy cover from the approved development.
- An updated Energy strategy has been submitted to reflect the amendments to the proposal which is to be secured by condition and a legal agreement ensuring that applicant undertakes a feasibility assessment for the location of additional PV's on the estate in order to achieve the target of 27% CO2 reductions
- A resident objected to the removal of the mulberry tree and the subsequent decision by the applicant to relocate a highly valued tree especially after applicants had reassured the community that it would be retained in its present location, that the tree represents a focal point for the community and has sentimental value to residents.
- The objector was concerned that residents had been misinformed in 2018 that the tree was dying, only to be informed that it is not infected with any fungus. Objectors asserted that the removal of the tree is contrary to the Council's declaration of climate emergency and that planning officers had not taken this into consideration. Objectors also asserted that residents have been unfairly treated throughout the whole exercise, despite having conceded a plot of land which had been previously allocated as a play area for children to build a block building.

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- Another resident objected to the ever changing reasons provided to justify its decision to remove the tree since the scheme was approved, reminding the meeting that its removal would require the use of a large equipment, that it was a risky operation and that there is no guarantee of the tree survival in its new location. He was concerned with what he asserted was the developers numerous attempts to undermine the health of the tree in order to justify its removal. The objector questioned how a young mulberry tree could be described as adding value when it is well known that the value of any tree is in its age.
- In response, the agent acknowledged the sentimental value of the tree to residents but reminded members decision to relocate the tree was not taken lightly, that in light of the ongoing complex groundworks, to the tree cannot be retained in its present location, that a tree radar survey was carried out which indicates that the roots are in the way of the development. Members were advised that conditions have been recommended to ensure that both its removal and care are properly managed.
- In response to Chair's concerns about the numerous minor amendments to the originally agreed scheme, the Planning Officer advised that according to a high court decision, changes that do not affect the description of the scheme can be regarded as minor.
- The Chair acknowledged resident's frustration especially having been initially informed that the tree would remain when application was approved but reminded members that as planning authority, it is important that members decide on whether it is reasonable for the tree to be relocated to another section of the estate.
- Members agreed that although the removal of a tree can be viewed as expensive, the urgent demand for housing for Islington residents is paramount in this instance.
- A Member questioned the reasons for the removal of the tree noting the unanimity of the committee when the scheme was approved 3 years ago, that the tree was a selling point. Member suggested the possibility of inviting the architect or project manager to explain why the tree cannot be retained.
- The Chair reiterated the above concerns but informed the meeting that having viewed the plans, it was obvious that a significant proportion of the tree roots would lie deep under the proposed building footprint, concluding that the tree would unlikely survive in its present location, that the option to relocate the tree seems more suitable, noting the amount of work carried out and the cost involved.
- Councillor Khondoker moved a motion on the possibility of strengthening a recommendation to recognise residents cherished memories by designing the hard landscaping in the area where the tree had previously stood in such a way as to mark the area that it had occupied. This was seconded by the Chair.
- The Chair noted conditions 24 and 25, requesting the possibility of modifying condition 12 with an informative which will help identify the relocated tree

Councillor Klute proposed a motion to grant planning permission subject to amending the above condition. This was seconded by Councillor Poyser and carried.

RESOLVED:

That following consideration of the case officer's report (the assessment and recommendations therein), the presentation to Committee, submitted representations and objections provided verbally at this meeting, planning permission be granted subject to the conditions and amended informatives set out in Appendix 1 of the officer report and subject to 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 of the officer report.

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LAND AT YORK WAY ESTATE YORK WAY LONDON N7 (Item B3)

Demolition of existing community centre building and MUGA and the erection of four blocks of between four and seven storeys (Buildings A, B & C - part six and part seven storeys and Building D - four storeys) to provide a total of 91 x Class C3 units (17 x studios, 25 x 1-bed, 21 x 2-bed, 25 x 3-bed & 3 x 4-bed), a community centre and estate office, estate-wide play space and landscaping. Alterations to vehicular, service and pedestrian access from North Road, York Way and Market Road, pedestrian footpaths and ramps, car and cycle parking and other associated works including landscaping; amenity space; and refuse storage.

(Planning application number: P2021/0969/FUL)

In the discussion the following points were made:

- The Planning Officer highlighted a correction within the report which incorrectly states that the site is within Caledonian ward instead of Holloway ward
- Meeting was advised of two updates, an additional condition is being recommended which will require further details of future proofing to connect to a DHP potential energy network connection and secondly on page 151 of the report, reference is made to a contribution of £60,000 towards transport and highway improvement, that a section 278 highway agreement has to be agreed prior to commencement.
- Site is an existing housing estate and consist of four residential blocks separated by relatively large areas of open grassland and hardstanding and the estate currently includes 275 dwellings with a range of unit sizes and tenures.
- Site is not within a conservation area and does not contain any designated heritage assets, however there is a grade II listed building (the old 'Lion' pub)
- Members were advised that in land use terms, the scheme involves the re-provision and improvements to community infrastructure and 91 new high quality affordable housing units, all of which will be made available for social rent which is policy compliant
- Although the scheme will result in the reduction of amenity grassland, members were advised that there will be an overall increase in green space including a well considered landscape proposal with high quality playspace provision.

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- The Planning Officer advised that Blocks A & B will be built on existing green space with some landscaping interventions while blocks C will be around where the existing community centre is located and Block D will be on the site of the existing MUGA
- Members were advised that following consultation with residents and an audit of the surrounding areas, it was agreed that there is a generous provision of playspace in and around the area, including extensive football facilities.
- Meeting was advised that Block A which is a part 6/7 storey building will provide 22 new dwellings, Block B will provide 23 new dwellings and Block C with a larger footprint will provide 29 dwellings. In addition, provision for larger families and wheel chair accessibility which is block D which is 4 storey high will accommodate 17 new dwellings
- A new space is proposed on the podiums at the centre of the estate defined by play and fitness opportunities, meeting the social spaces and new planting and trees. The existing MUGA and play area would be replaced by two play areas on the eastern and western podium
- Members were advised that all new dwellings will be for social renting with Islington council having nomination rights for 45 units and the remaining units will be for City of London.
- In terms of design, conservation and heritage considerations, the Planning Officer informed the meeting that the well-designed buildings will mediate successfully between the architecture of the existing estate and the built form of the surrounding streetscape.
- 952 letters were sent to neighbouring occupiers of which 36 objections were received. At the initial stage of the proposed scheme an online petition was initiated.
- One of the issues raised by existing residents was the impact of the scheme on neighbouring amenity, however the daylight and sunlight report concludes that 96% of all rooms will meet BRE guidelines for daylight distribution and 92% of windows will meet the VSC test as detailed in the report. With regards to the height and massing of the three blocks of the scheme, the Planning Officer advised that it is broadly accepted in principle, that the irregular size and shape of the buildings are sculpted to the specific conditions of their locations so as to allow views into the estate from York Way and ensure that the large greens are still visible, maintaining the estate's sense of openness and to avoid direct overlooking and reduce overshadowing of existing buildings. Members were advised that the shape of the buildings also allows for all new units to be dual aspect.
- The Planning Officer reiterated that special regard has been given to the desirability of preserving the setting of the listed building and surrounding heritage assets and it is considered that the proposal would conserve the significance of surrounding heritage assets by being sympathetic to the assets significance and appreciation within their surroundings
- In terms of noise and pollution concerns, members were advised that although no objections have been received from the Council's protection team, conditions 11-14 has been recommended to mitigate any noise and pollution impact as a result of the scheme.

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- In addition, the Planning Officer noted that as the development is car free except for the wheel chair accessible units, the impact on local highway network or increase in air pollution would be minimised.
- In terms of noise during construction works, members were advised that a Construction and Management Plan has been submitted and approved as recommended in condition 5
- Members were advised that there are no concerns about the overdevelopment of the site and that it is accepted that it is not a significant issue
- In terms of anti-social behaviour and security concerns, meeting was advised that the proposal will result in an improvement to pedestrian routes and increase to passive surveillance. In addition, the Council officer has made submission and recommended condition 31
- Meeting was informed of a contribution of £83,812 towards offsetting carbon reduction and £60,000 towards highway improvements
- In response to a question on the requirements for mechanical ventilation for some of the units, the Planning Officer noted that this would be for some of the units fronting the busy York way and the south facing windows, that an assessment was undertaken on the requirement and a condition has been recommended to address this issue
- In response to a question regarding the dwellings allocated to Islington residents, the Planning officer informed that meeting that for the 45 units, this will be 1 x 4bed, 13x 2 bed, 14 x 3 bed and 17 x 1 bed
- Play spaces on the eastern podium will be for younger children up to 8 years while the western podium will be for all ages, that the indicative layout shows a combination of swings, table tennis, gym equipment and other further details will be conditioned.
- Members were advised that the hard standing in the south eastern side of the estate which is currently used for car parking will be turned into landscape community garden and the other one on the central part of the estate will be converted into a playspace for all ages with a lot of soft landscaping interventions including planting of trees and shrubs.
- In response to the net loss of existing car parking on the estate, meeting was advised that no car parking will be provided, that a condition has been recommended removing the eligibility of new residents from being able to obtain new parking permits on the estate and the surrounding streets
- The meeting was advised that the development maximises the amount of permeable surfaces as stated on page 105 of the report, that condition 7 has been recommended which requires the applicant to demonstrate what more can be done to increase the permeable surfaces.
- In response to an enquiry on whether officers had taken into consideration the need to improve the existing buildings and to integrate the proposal more successfully into the existing estate, the Planning officer advised that although the landscaping improvement provides a form of integration, officers have recommended condition 34 which require improvements to the existing building's entrances with a view to improving them aesthetically and functionally.

- In addition to the above, meeting was informed that City of London will be making significant improvements to the scheme which has been delayed due to Covid, that these improvements are not highlighted in the report being considered
- A member pointed out that the existing MUGA is a basketball facility, which sport is far less well provided for in the area.
- In response to a question why applicants had not taken the opportunity of re providing the same games facilities in particular the basketball court or hoops, the agent acknowledged that this can be reviewed as part of the landscaping of the area. The chair proposed that the landscape condition be amended to include exploring the option to include a basketball hoop as part of the play facilities.
- On the question of the benefit of the scheme, the meeting was advised that funding of this application was for provision for new social housing, and in terms of the existing residents, this is provided in the improvements to the public realm. Further estate-wide improvements including refurbishments of the existing building are planned in the coming year, but are part of a separate budget, and are not covered by the current application.
- On future works being communicated to residents, the meeting was advised that timelines of work are communicated via Newsletter and with any updates when work commenced.
- A member enquired whether the provision of refurbishment works to the existing housing on the site could be tied by condition to the construction of the new blocks. legal advice was that this would not be technically possible from a legal perspective.

Councillor Klute proposed a motion to grant planning permission subject to including an additional condition. This was seconded by Councillor Poyser and carried.

RESOLVED:

That following consideration of the case officer's report (the assessment and recommendations therein), the presentation to Committee, submitted representations and objections provided verbally at this meeting, planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report and the additional condition outlined above; and subject to 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 of the officer report as amended above, the wording of which was delegated to officers; and subject to any direction by the Mayor of London to refuse the application or for it to be called in for determination by the Mayor of London.

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WILLEN HOUSE 8-26 BATH STREET, LONDON EC1V 9DX (Item B4)

Extension, alteration and refurbishment of the existing building to provide re-modelled student accommodation comprising 212 student bedrooms (with 10% wheelchair accessible) with ancillary amenity spaces and secure cycle parking (sui

generis use), together with retention and extension of existing office units (Class E) at ground floor and new landscaping at basement level, installation of pavement lightwells, removal of access ramp and replacement with platform lift (Planning application number: P2021/0616/FUL)

In the discussion the following points were made:

The Planning Officer highlighted a number of updates and amendments listed below:-

- That description of the proposal be amended to state that 'Access ramp will now be provided to the front of the building rather than a platform lift'
- A number of responses received from objectors following the third consultation phase on June 2021 be included, although all issues raised have been addressed in the report
- Amend Condition 26 to ensure that it secures a method of evacuation for the ambulant disabled.
- To amend the BREEAM (New Construction) Condition 14 -to change the reference from BREEAM (New Construction)(2018) to BREEAM "Bespoke"
- To include condition on hours of use for the external courtyards, that it shall not be used between the hours of 2300 and 0700 and
- To modify the bird and bat boxes condition, details shall be submitted including the number, design, specification and location prior to the commencement of work.

In the discussion the following points were made:

- The Planning Officer advised the meeting that application site comprises Willen House, a 7 storey building which is a non-designated heritage asset located within the Moorfields Conservation and is not situated within the setting of any designated listed or locally listed buildings
- Meeting was advised that building was converted into student halls of residence following planning consent in 2007, initially with 142 bedrooms and with a rear extension it has increased to 157 for post graduate students in City University
- In land use terms, the Planning Officer advised that the scheme proposes the intensification rather than the provision of new student accommodation which is not constrained by adopted and emerging policy
- 35% of the bedrooms in the uplift will be provided as affordable bedrooms.
- The accommodation is tied to higher education institutions and existing bedrooms are upgraded and retaining the commercial floor space on the ground floor
- 50 additional student accommodation units will be provided within the development to make it 207 in total
- Members were advised that the front elevation will be materially and thermally upgraded and the rear elevation will be reconstructed in brick and cladding with new fenestration to make it more sympathetic to surrounding areas and having minimal impact on conservation area
- In terms of land use consideration, the Planning Officer advised that the scheme proposes the intensification rather than the provision of new student accommodation, that the scheme provides 35% of the uplift as affordable bedrooms, provides for student bursary payments at £22000 pa at the policy compliant rate of 2.4%

- Members were reminded that the accommodation is tied to higher education institutions ie City university, that the existing commercial floor space on the ground floor is retained and all the existing bedrooms are upgraded and that 10% of the whole development will be wheel chair accessible bedrooms.
- Scheme has been subject to a number of iterations over the course of its submission to the council so as to mitigate the impact of the scheme from sunlight and daylight loss, height has been reduced so that occupiers of Merino and that all units have passed BRE guidelines
- On the issue of daylight and sunlight loss , the planning officer advised that the new scheme is compliant
- In terms of design, meeting was advised that scheme does not have any significant impact on locally listed buildings, that council design officers have not submitted any objections.
- With regards to height and massing concerns, meeting was informed that the proposed increase in height is considered acceptable, that it is a building with proportionate comfortable contextual fit. In addition it was noted that the proposed elevational treatment is considered successful, and that the proposed changes of the rear of the building will enrich the appearance of the building overall
- A number of key amenity considerations as highlighted in the report include, an updated student management plan which will be secured through legal agreement; curfew hours between 2300- 0800 will be introduced with associated disciplinary procedures in place; an on-site concierge and facilities management will be put in place.
- Further to the above it was noted that single bedrooms is only available for post graduates and foreign students; that conditions are recommended to prevent the use of flat roof as amenity spaces and operating hours for external courtyards will be introduced. Air quality report has been submitted and conditions have been recommended to limit noise impacts from plant.
- Members were advised that as the proposal is fundamentally refurbishment and extensions, which prevents harmful release or embodied carbon, for the CO2 reductions target to be met, a carbon offset contribution of more than £213000 has been secured.
- In addition to the above, PV panels will be provided and connections to the District Heat Network is proposed which will be secured through S106
- Other measures include a green procurement plan secured through condition with a commitment for green procurement and the installation of a bio diverse brown and green roof
- In response to a question on whether all the units will have access to natural and daylight, especially as some of the previous studio flats had no access, the planning officer advised that all units above ground floor will have windows, however with units particularly close to Merino Court, these will be glazed units to protect due to its proximity.
- On the question of whether there is any material difference between units described as affordable bedrooms and the other bedrooms, the Planning Officer advised that the scheme proposes a variety of room sizes ranging from 16-27sqm floor space so prices will be charged at different market rates.

- In terms of daylight and sunlight loss, the planning officer reiterated that the revised scheme has resulted in significant reductions to the quantity of daylight received in the units, acknowledging that there were some units that fails in terms of BRE daylight distribution of VSC. Members were reminded that with the reduction of the height of the rear building, it is noticeable that the degree of losses has now reduced from 20 to 4 units
- Members were advised that following a number of revisions and negotiations with applicant, a suitable compromise has been reached not only in reducing daylight and sunlight losses but also to ensure that the scheme has no harmful effect on the conservation and streetscene
- On the definition of affordable rent, the Planning officer referred to page 203 paragraph 9.2 of the report which states that an affordable student bedroom is provided at a rental cost for the academic year equal to below 55% of the maximum income of a new full time student studying in London and living away from home.
- A Neighbouring resident had concerns with the daylight and sunlight assessment results as presently 4 flats completely fail VSC, that the figures of 97 % in the report are questionable. Objector also had concerns that the assessment was based on a small sample and only assessed windows of living room and bedrooms especially in this period of covid when lots of people are likely to be working from their bedrooms if working at home
- The objector highlighted health and safety concerns as he lives in a designated red zone especially with dust and noise pollution from construction activities, that this had not been taken into consideration.
- The objector was concerned that issues raised within the contamination pollution report such as possible asbestos risk and unexploded ordinances had not been assessed in the officer's report. He also queried the Air quality report that was submitted with the scheme, indicating that it is flawed as it claims that the BIS figures should be used rather than Defra figures. Additional concerns included loss of privacy, the visual appearance of the building, increase in levels of traffic and noise as a result of ongoing construction activities, all not fully addressed in the report.
- In response, the agent acknowledged the daylight sunlight impact on Merino Court, that the scheme has been amended to mitigate the loss, acknowledging the tight relationship between the site and Merino court, that applicant has been working closely with officers to strike a planning balance between enhancing the building, reducing its massing so as to have slight impact on neighbouring amenity
- Members were advised that a dust assessment has been submitted and with conditions to address pollution and that there are no issues of unexploded bomb on the site as it is a post war building. Agent stated that the Air quality report is not flawed. On the issue of loss of privacy a proposed condition has been recommended
- In response to an enquiry about removing the two storey building from the scheme, the agent noted that although a viability assessment was not a requirement for the scheme, any further loss of room will make it unviable, that the extra rooms at the back is essential for the viability of the scheme

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- The agent reminded the members that with this new scheme , there is a marginal loss of sunlight if there is no two storey building and the loss of 8 rooms out of the 50 extra rooms is quite a lot.
- The Chair noted the difficulty of the site and close proximity to other buildings; that construction noise and plant noise and other issues have been addressed in the report.
- Cllr Khondoker moved a motion to remove the two storey extension from the scheme. Motion was not seconded.

Councillor Klute proposed a motion to grant planning permission This was seconded by Councillor Poyser and carried.

RESOLVED:

That following consideration of the case officer's report (the assessment and recommendations therein), the presentation to Committee, submitted representations and objections provided verbally at this meeting, planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report and the additional condition outlined above; and subject to 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 of the officer report as amended above, the wording of which was delegated to officers; and subject to any direction by the Mayor of London to refuse the application or for it to be called in for determination by the Mayor of London.

The meeting ended at 10.00 pm

CHAIR

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PLANNING COMMITTEE REPORT

PLANNING COMMITTEE		AGENDA ITEM NO:	B1
Date:	5 th October 2021		

Application number	P2021/1395/FUL
Application type	Full Planning (Council's Own)
Site Address	Stacey Street Nursing Home, 1 Stacey Street, Islington, London, N7 7JQ
Proposal	Change of Use from Care Home (C2) to Hostel (Sui Generis)
Ward	Finsbury Park
Listed building	No nearby heritage assets
Conservation area	No
Development Plan Context	None
Licensing Implications	None

Case Officer	Robin Tulloch
Applicant	Georgina Earthy, Homes and Neighbourhoods
Agent	Calford Seaden

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission subject to the conditions set out in Appendix 1;

2. SITE PLAN (site outlined in red)



3. PHOTOS OF SITE/STREET



Image 1: South view



Image 2: South west view



Image 3: Aerial view

4. Summary

- 4.1 Planning permission is sought for the change of use of no. 1 Stacey Street from a residential care home (Use Class C2) to a hostel for homeless persons (Sui Generis). The care home was assessed by the Care Quality Commission in 2012 and received a “Poor” rating. The care home reduced the number of residents and became vacant in 2018 after the last residents were relocated to a local facility. The proposed hostel would provide medium term accommodation for up to 30 residents. The hostel would be staffed 24 hours a day and subject to an Operational Management Plan to protect the amenity of local residents.
- 4.2 No external alterations are proposed, other than the provision of a cycle store. A minimal number of minor internal alterations are required including the provision of an accessible bedroom, additional staff facilities, kitchens and bathrooms.
- 4.3 The two main policy considerations are the loss of a care home and the provision of a new hostel. In terms of the loss of the care home use, Development Management policy DM3.8 notes that such a loss can be justified if adequate replacement accommodation is provided, or it can be demonstrated that the existing use is not fit for purpose.
- 4.4 In terms of the provision of new hostels, the Development Plan advises that new hostels will be supported where, among other things, they are suitable for the intended occupiers in terms of location, standard of accommodation, levels of supervision, management and support, and that the proposal will not give rise to any significant adverse amenity impacts on the surrounding area.
- 4.5 The proposal to re-use a vacant building and meet a demonstrable need, is considered to be a sustainable form of development, which would comply with the relevant policies and provide much needed accommodation for homeless persons. It is considered that with the appropriate operational management measures in place the safety and amenity of future residents of the hostel and the existing local community will be protected.
- 4.6 For the reasons given above and detailed in the subsequent sections of this report, the proposed change of use to a hostel is considered to be acceptable and in accordance with relevant planning policies (including those of the National Planning Policy Framework (NPPF) and the London Plan) and guidance, and is thus recommended for approval subject to conditions.

5. Site and Surrounding

- 5.1 The site comprises a three storey chevron-shaped building with external amenity space at the rear. It sits at the junction of Stacey Street and Steve Biko Road and provides 30 bedrooms and associated staff facilities, kitchens, bathrooms and communal areas. It forms part of Isledon Village, a 1990’s estate built and operated by a number of housing associations.
- 5.2 The estate is largely made up of three-storey terraces of maisonettes with flats above constructed in stock brick with mono pitched roofs. The estate originally comprised 211 units, along with community facilities such as a doctor’s surgery, nursery, workspaces and Isledon Gardens open space which contains children’s play areas and a multi-use games area (MUGA). The number of homes has subsequently increased to nearly 300.
- 5.3 The wider area is predominantly residential and, apart from the Harvist Estate to the south west, the predominant built form is traditional terracing. The mainline railway from Kings Cross runs alongside the east side of the estate, with Gillespie Park beyond that. To the west is the Michael Sobell Sports Centre, and the Emirates Stadium is located 300m to the south.
- 5.4 The site is not within a conservation area and there are no nearby heritage assets. The Isledon Road Site of Importance for Nature Conservation runs alongside the railway line to the east and Isledon Gardens is designated open space.

5.5 The Nag's Head Town Centre is 360m to the west of the site, covering sections of Hornsey Road, Seven Sisters Road and Holloway Road, and the Finsbury Park Town Centre is 400m to the north of the site. The site has a PTAL rating of 6a (Excellent) with Tollington Road less than 100m away providing bus routes to Zone 1 and North and East London, and more bus routes on Seven Sisters Road, Hornsey Road and Holloway Road. Arsenal tube station is 250m to the east and Finsbury Park tube and mainline station is 520m to the north.

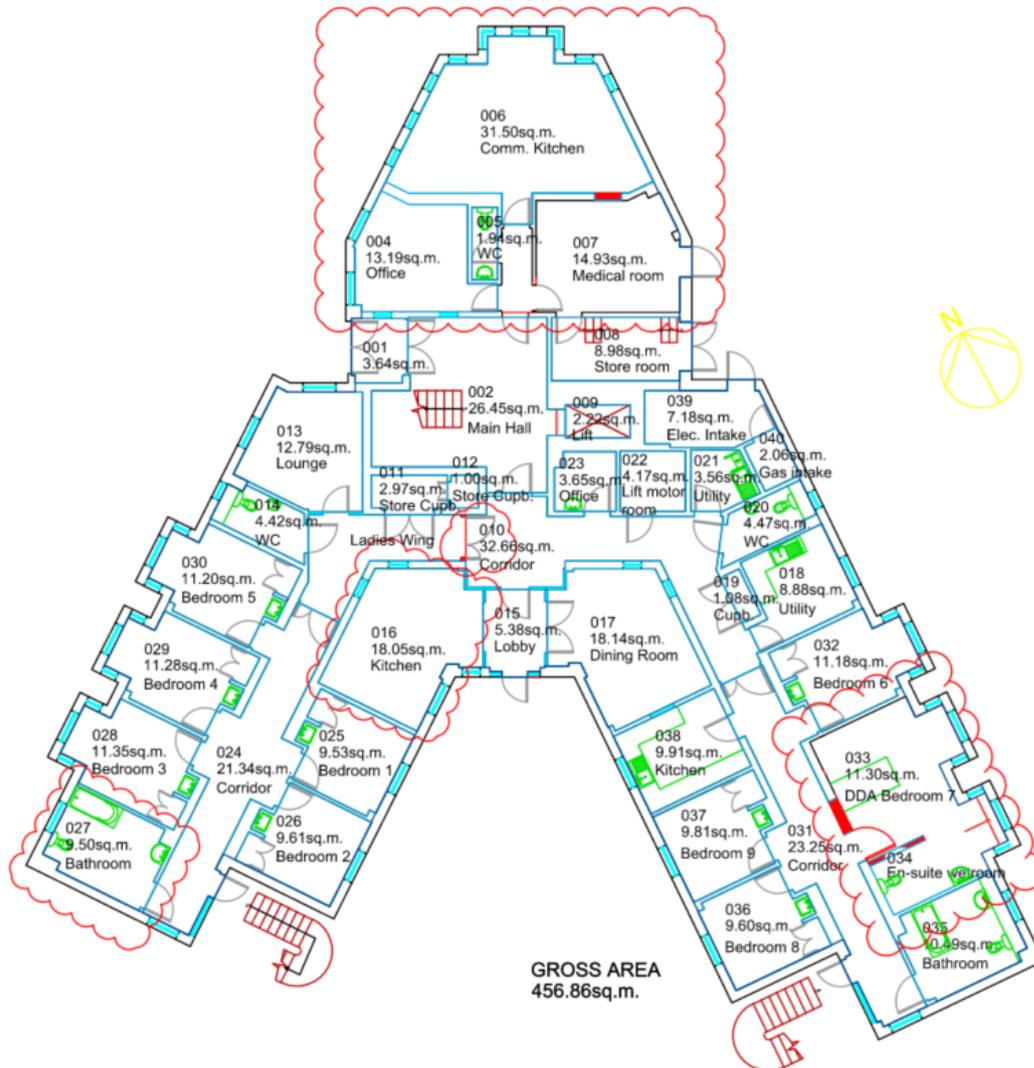
6. Proposal (in Detail)

6.1 The proposal is for the change of use of the existing building from a residential care home (Class C2) to a hostel for homeless persons (Sui Generis). The existing building originally provided accommodation for 30 residents suffering from dementia and other mental health conditions, but this number was reduced following a "Poor" rating from the Quality Care Commission in 2012. The primary failings were the size of the rooms and lack of en-suite facilities which made the accommodation unsuitable for its residents.

6.6 As part of the application a draft Operational Management Plan has been submitted (see Appendix 3 of the Planning Statement). This details that a team of 12 staff will be responsible for the operation of the hostel, and be on site 24 hours a day, 7 days a week on a shift basis. The premises will only accept people referred by designated referral agents. A CCTV system will cover all communal areas and external entrances and fire exits, staff will operate local patrols and community engagement will form a core part of the operation. Residents of the hostel will be expected to sign up to a code of conduct, with substance or alcohol misuses, and anti-social behaviour (ASB), potentially leading to a loss of accommodation. A condition is recommended requiring a full Operational Management Plan to be drawn up by the service provider in consultation with the Council's Community Safety Team and the Police, and be regularly reviewed.

6.7 The existing three storey building provides 10x bedrooms and associated kitchens, bathrooms, toilets and staff facilities on each floor, giving a total of 30 rooms, and the proposed layout would remain largely unchanged. Minor internal alterations are proposed at ground floor level where two bedrooms will be converted to a disabled access bedroom with en-suite wet room and additional offices will be provided along with a medical room and communal space for staff.

Proposed internal changes (highlighted) at ground floor level



6.8 At first floor level new meeting and staff rooms, bathrooms and a kitchen are proposed, and at second floor a lounge and WC would be converted to a kitchen and bathroom. Such internal works are not development and therefore do not require planning permission.

6.9 The only external work would be the provision of a cycle store in the rear amenity space to comply with the Council's cycle standards.

7. RELEVANT HISTORY

7.1 None

8. CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 119 properties on Stacey Street and Steve Biko Road on 26th July 2021, and a site notice and press advert were displayed on 27th July 2021. The public consultation of the application therefore expired on 22nd August, 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 31 responses have been received from the public, the Sam Morris Nursery and the Estate Manager with regard to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):
- 8.3 The principal objection raised in representations is that there is an existing anti-social behaviour (ASB) situation with Isledon Gardens (70m north of the site) which spreads out to Stacey Street and Steve Biko Road, and a new hostel will exacerbate such activity:
- People on the estate and users of the nursery no longer use Isledon Gardens due to current anti-social behaviour taking place there such as prostitution, street drinking, rough sleeping, drug taking and drug dealing, these problems are not being dealt with. (10.24-10.40 & 10.45-10.51)
 - The Council and police have been called out to many incidents throughout the day and night and these should all be taken seriously and addressed before considering bringing more vulnerable adults with complex needs into a dangerous area. (10.24-10.39 & 10.44-10.50)
 - The site could be put to other uses such as a community centre, smaller hostel or social housing. (10.19)
 - Recognise the need to accommodate the homeless, but it is not appropriate for the area. A temporary hostel will distort the character and identity of the area, while the transient nature of their stays will have a destabilising impact on the village residents. (10.25-10.40 & 10.45-10.51)
 - The safety of young children could be affected. (10.24-10.40 & 10.45-10.50)
 - There are already 3 supported housing blocks on the estate, some of the tenants have mental health problems of their own, and have caused problems for their neighbours, don't need another residence for people with drug/alcohol problems. (10.24-10.40)
 - The proposal will impact on the mental health of existing residents. (10.24-10.40)
 - Having a mixed gender hostel raises risk of sexual exploitation from other residents. (10.25 & 10.33)
 - 2 dogs per resident will increase the risk of ASB. (10.34)
 - Noise nuisance created by 20 to 30 people coming and going will adversely impact the quality of life on Stacey Street. (10.44)
 - Isledon village is already densely populated to above average numbers and is too small to have 30 more active adults. (10.33-10.34)
 - The gardens at the rear of Stacey Street, Steve Biko and Rixon Street will be vulnerable to more antisocial intrusion and overlooking. (10.43)
 - CCTV and community policing are not adequate to protect the estate. (10.32 & 10.50)
 - The planning statement says the hostel will "contribute towards the creation of diverse communities", but the estate is already diverse. (10.14)
 - The planning statement says the applicant will "ensure the scheme is supported by the local community" but there has been no direct and open communication from the Council. (10.26-10.28)
- 8.6 A 265 signature petition has been presented to Ward Councillors which calls on the council to reduce the size of the hostel, include a community centre/room in the building, and use the remaining space for social housing.
- 8.7 Councillor Heather has submitted a representation on behalf of the Finsbury Park Ward Councillors. The points raised in this are summarised below:
- Support the principle at this location, but the application refers to residents with complex and multiple needs who would be vulnerable as the surrounding area is a well known drug dealing hot spot.
 - Neighbours living in the local community could also suffer from negative impacts to their safety and amenity.

- Finsbury Park Ward has been a police priority for years in order to tackle the high incidence of drug crime in the area.
- There are other vulnerable people housed nearby, as well as the staff, children and parents at the nearby Sam Morris Nursery.
- Concerns are not addressed by the application's supporting information.
- Residents could have criminal records, records of violent behaviour, substance abuse issues, etc.
- Minimal references in the documentation to working in partnership with the local community, and nothing about how safety risks are to be managed and guaranteed in practice.
- The council must be sure that the safety guarantees required by us and the local community are made in writing, and local residents are consulted on them at a public meeting and their confidence of them is gained.
- The planning application makes no mention of community gain or the scale of the proposal being reduced as was raised in a meeting with the director of Housing Needs.
- The local community handed a 265 petition to the Ward Councillors scheduled to be presented to the full council meeting on 23 September. This stated:
We, the undersigned, as tenants and residents of Isledon Village and Sam Morris Nursery staff and parents, call on Islington Council to withdraw their proposal to turn the Stacey St Nursing Home into accommodation for 30 rough sleepers with 'complex needs'. Our estate is already experiencing high levels of ASB and this will add to the problems of the people already living and working here. We believe the Nursing Home should be used as General Needs Social Housing, with a smaller rough sleeper unit and a community centre for the estate."
- The Planning Statement does not mention any space for community use, which is referred to in the petition above.
- Point 3.8 (of the Planning Statement) says that the council will ensure the scheme is supported by the local community there is much more work to be done here to gain the confidence of the local community to support this proposal.
- Point 3.19 mentions future consultation with residents which is welcome, but there has been no formal consultation so far, the Ward Councillors attended a meeting to discuss the hostel proposal on 26 July with the Director of Housing Needs, a Community Safety Officer and a Police Officer and discussed further consultation.
- We are not in a position to support this planning application as it currently stands.
- The planning application should be heard by the Planning Committee to ensure that our views, and those of the local community are fully taken into account.

[Officer comment: these issues are addressed in the section relating to the Operational Management Plan and Amenity starting at paragraph 10.24)

External Consultees

- 8.8 Designing Out Crime: Agree that the crime figures have improved in the area, down to the hard work of multiple agencies over the last few years, but there are concerns that if not managed correctly the facility could bring problems to an area where multiple agencies have worked hard to reduce crime. If the application were to be approved then there are certain physical security measures recommended to ensure the safety of the staff, the residents and their property. The most important factor in ensuring the venue does not attract ASB or contribute to issues in the neighbouring area is ensuring there is a strict management plan for the hostel.

Internal Consultees

- 8.9 Planning Policy: No objection, the applicants have demonstrated that the loss of the care home and provision of a hostel would comply with the relevant policies.
- 8.10 Energy Conservation Officer: No energy information required.
- 8.11 Sustainability Officer: Acceptable as the proposal is a change of use.

8.12 Accessibility Officer: No objection.

8.13 Community Safety: The Council has worked extensively alongside policing and other partners from Islington, Hackney and Haringey to address ASB in the area over the past two years. Without a direct route off the streets rough sleeping numbers are likely to rise. The biggest concern is in the risk that future residents become victims of criminality or that any possible vulnerabilities are exploited due to the nature of the challenges being faced in the wider location. The most vital part of ensuring that communities are protected is in the effective management of the site in question. It is imperative that there are robust processes and procedures in place in order to effectively prevent and manage any issues associated with criminality or anti-social behaviour. Community Safety have reviewed the draft Operational Management Plan (OMP) and have provided comments and suggestions:

	OMS	Comments
1	That they observe and manage the behaviour of residents in the area surrounding the premises as well as on site.	This should include nearby amenities such as green spaces, shops and other potential gathering points
2	Frequent locality patrols of the local area to engage with any residents, patrols with other agencies	There should be patrol logs reporting findings which should be brought to the attention of duty manager
3	Activity within the premises will not result in any level of noise nuisance	Any breach should be reported by staff and considered for escalation action
4	Strict policies around drug and alcohol use will be in place & zero tolerance outside of building	Community Safety would like to review both ASB and drugs policy with escalation and sanction process
5	The project will offer resident engagement opportunities to the local community and will encourage the project residents to become involved in any existing community initiatives.	Early communication and arrangements should be setup with all local stakeholders in advance of operation to ensure effective communication

	Additional suggestions	
1	To implement a drugs and ASB policy document which clearly outlines expectations of residents as well as sanctions and that any breaches be linked into care plans for support as well as escalation through the sanction process for enforcement as appropriate.	
2	The contract owner should pro-actively request and monitor ASB and crime data at the site with the data forming part of key performance indicators. Information can be shared via Community Safety.	
3	Ensure that Community Safety are involved in the implementation of the plan.	
4	Implementation of a positive action policy whereby the provider and staff make a commitment to co-operate with the council and police in regard to any criminality, including providing statements to support action where required.	

5	Service should sign an information sharing protocol between council and police in order to share appropriate information quickly to resolve issues relating to crime and ASB.
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9. RELEVANT POLICIES

National Guidance

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

Development Plan

9.2 The Development Plan is comprised of the London Plan 2021, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report and are detailed below.

9.3 **The London Plan 2021 – Spatial Development Strategy for Greater London**

Policy H8 Loss of existing housing and estate redevelopment Policy H12 Supported and specialised accommodation Policy H13 Specialist older persons housing	Policy S2 Health and social care facilities Policy G5 Urban greening Policy T4 Assessing and mitigating transport impacts Policy T5 Cycling Policy G5 Urban greening
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9.4 **Islington Core Strategy 2011**

Policy CS2 Finsbury Park Policy CS10 Sustainable design	CS12 Meeting the housing challenge Policy CS18 Strategic infrastructure
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9.5 **Development Management Policies 2013**

DM2.1 Design DM3.8 Sheltered housing and care homes DM3.9 Houses in multiple Occupation, hostels and student accommodation	DM7.1 Sustainable design and construction DM8.2 managing transport impacts DM8.4 Walking and cycling
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Draft Local Plan

9.6 The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation and subsequent submission to the Secretary of State for Independent Examination. From 5 September 2019 to 18 October 2019, the Council consulted on the Regulation 19 draft of the new Local Plan. Submission took place on 12 February 2020. As part of the examination consultation on pre-hearing modifications took place between 19 March and 9 May 2021. The Matters and Issues have now been published with hearings taking place from 13 September to 5 October.

9.7 In line with the NPPF, Local Planning Authorities may give weight to relevant policies in emerging plans according to:

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

Emerging policies that are relevant to this application are set out below in **Appendix 2**

Policy H7: Meeting the needs of vulnerable older people Policy H9: Supported Housing Policy G1: Green infrastructure	Policy S1: Delivering Sustainable Design Policy T1: Enhancing the public realm and sustainable transport
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9.8 Supplementary Planning Guidance (SPG) / Document (SPD)

<u>Islington</u> Inclusive design 2014 Environmental Design 2012	<u>GLA</u> Social Infrastructure 2015 Planning for Equality and Diversity 2007
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The SPGs and/or SPDs which are considered relevant are also listed in Appendix 2.

10. ASSESSMENT

The main issues arising from this proposal relate to:

- Land use
- Amenity
- Transport
- Accessibility
- Sustainability

Land-use

10.1 The proposal is for the change of use of no. 1 Stacey Street from a care home (Class C2) to a hostel for the homeless (Sui Generis). The primary policy considerations are the loss of the care home and the provision of a new hostel.

Loss of a care home

Policy Context

10.2 London Plan policy H8 (Loss of existing housing and estate redevelopment) states that loss of hostels, staff accommodation and shared and supported accommodation that meet an identified need should be satisfactorily re-provided to an equivalent or better standard. Policy H13 (Specialist older persons housing) does not specifically refer to the loss of care homes, but does state that specialist older person housing should be accessible with the highest standards of accessible and inclusive design.

10.3 London Plan policy S2 (Health and social care facilities) states that boroughs should work with Clinical Commissioning Groups (CCGs) and other NHS and community organisations to identify opportunities to make better use of existing infrastructure through reconfiguration of services and facilitate the release of surplus buildings and land for other uses.

- 10.4 Development Management policy DM3.8 (Sheltered housing and care homes) states at part (B) that the council will resist development which involves the loss of floorspace in sheltered housing and care homes unless either:
- i) adequate replacement accommodation will be provided that satisfies parts A (i) to (iii) (suitability and accessibility); or
 - ii) the applicant can robustly demonstrate that there is a surplus over a long-term of this housing type in Islington; or
 - iii) it can be demonstrated that the existing accommodation is unsatisfactory for modern standards and/or not fit for purpose and the proposed development would provide accommodation to meet an identified acute need, which may include social rented housing.
- 10.5 Draft Local plan policy H7 (Meeting the needs of vulnerable older people) states that the Council will resist the loss of floorspace in specialist older peoples' accommodation unless:
- i) adequate replacement on-site accommodation will be provided; or
 - ii) adequate replacement accommodation is provided elsewhere in the borough; or
 - iii) the applicant can robustly demonstrate that there is a surplus over a long-term of this housing type in Islington; and it can be demonstrated that the existing accommodation is unsatisfactory for modern standards and/or not fit for purpose.
- 10.6 Draft policy H7 has limited weight as it received a significant level of objection as part of the Local Plan consultation process.

Assessment

- 10.7 The site was last used as a nursing home for older people with dementia and other mental health conditions and operated by Camden and Islington NHS Foundation Trust (CIFT). The premises received a "Poor" rating from the Care Quality Commission in 2012 as the bedrooms were too small with no en-suite bathrooms and the physical fabric was in need of improvement. The number of residents was reduced from 30 to 15 to seek to address issues, but this proved unviable and the Clinical Commissioning Group believed that it could obtain better value for money elsewhere. In 2017 it was considered no longer fit for purpose and was closed in 2018.
- 10.8 The disposal of the nursing home should be viewed in the context of the review of acute hospitals by Lord Carter (The Carter Review June 2015) which set out to review efficiencies across the estate and to determine how large savings could be made by the NHS Trusts (£5bn each year by 2020) by rationalising their estates to achieve a more efficient estate model.
- 10.9 In tandem with this, Camden and Islington NHS Foundation Trust is embarking on a significant redevelopment of St Pancras Hospital and the development of Community Hubs rather than multiple sites for small teams, which allows a bringing together of services and providers to enable the coordination of treatment to deliver care closer to people's homes, a better quality service and better outcomes. The Trust needs an estate that can provide a safe and therapeutic environment to those requiring inpatient care. Many of the Trust's 33 sites (including Stacey Street) are spatially inefficient, lack modern safety features and make it difficult to bring together a full range of services (physical and mental health and social care).
- 10.10 Consequently the site has not been identified as a strategic or operational requirement of the Trust's estates strategy or the St Pancras Hospital redevelopment business case. There are also significant revenue costs associated with the option of continuing to retain the property. Disposal of the premises will potentially provide access to capital receipts that can be used to fund the future redevelopment of the Trust's estate.
- 10.11 After review by the Islington Clinical Commissioning Group, St Anne's Nursing Home in Durham Road N7, approximately 0.5 miles away, was identified as a suitable location as it provides larger en-suite rooms and was designed in line with dementia friendly building requirements. The

remaining residents at Stacey Street were relocated to St Anne's in 2017. It has been confirmed by the Acting Director of Joint Commissioning and Strategy that there have been no capacity issues as a result of the closure of Stacey Street.

- 10.12 As such, it is considered that the loss of the care home complies with London Plan policies H8 (Loss of existing housing and estate redevelopment) and S2 (Health and social care facilities), and Development Management policy DM3.8 (Sheltered housing and care homes), as the existing premises are not fit for purpose and adequate replacement accommodation has been provided.

Provision of a Hostel

Policy Context

- 10.13 The NPPF states at paragraph 60:

“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.”

- 10.14 London Plan policy H12 (Supported and specialised accommodation) supports the delivery of specialised housing such as accommodation for rough sleepers and requires new development to provide options for the diversity of London’s population within a wider inclusive community setting.

- 10.15 Development Management policy DM3.9 (Houses in Multiple Occupation, hostels and student accommodation) states at part E that the Council will support the provision of new hostels where they will:

- i) not result in the loss of permanent housing or existing satisfactorily shared accommodation;
- ii) be suitable for the intended occupiers in terms of the location, standard and level of facilities and provide the necessary level of supervision, management and care/support;
- iii) be an appropriate use considering the surrounding area, and contribute to mixed and balanced communities; and
- iv) not give rise to any significant adverse amenity impact on the surrounding neighbourhood.

- 10.16 Draft Local Plan policy H9 (Supported housing) states that the Council will support the provision of new supported housing where:

- i) it meets an identified need, including larger-than-local need;
- ii) it is suitable for the intended occupiers in terms of the standard of facilities and the level of independence, and provides the necessary level of supervision, management and care/support. Regard must be had to Policy H4 (Delivering high quality housing) and any best practice standards that the Council considers relevant and which are related to the specific type of accommodation and the people/groups it is targeted to; and
- iii) there is easy access to public transport, shops, services and community facilities appropriate to the needs of the intended occupiers.

- 10.17 Draft Local Plan policy H9 has limited to moderate weight as it received minor objections in response to the Local Plan consultation process.

- 10.18 The Mayor’s Housing Supplementary Guidance (SPG) states that when considering planning applications boroughs should ensure that specialist housing needs are identified authoritatively and coordinated action is taken to address them in plan making and strategies. The London Plan notes the importance of doing this to both meet the needs of an ageing population and to address

those of other groups which need accommodation based, supported care services such as hostels, refuges and foyers.

Assessment

- 10.19 There is a demonstrable and urgent need for hostel accommodation for people experiencing rough sleeping and other forms of homelessness in Islington, and the proposal represents an opportunity for the Council to fulfil its aim of eliminating rough sleeping in Islington and offering all residents a safe and welcoming home in line with the Council's Homelessness and Rough Sleeping Strategy 2019-2023 and the corporate aims of Building a Fairer Islington.
- 10.20 Islington has experienced a sharp rise in rough sleeping over the last 5 years. As a response to the Covid-19 pandemic and lockdown in April 2020, the Government announced the "Everyone In" initiative to reduce homelessness, and in Islington, emergency accommodation has been found for 375 people. At the time of the application, there were approximately 100 people in emergency accommodation who need appropriate longer-term housing and the Council does not consider it acceptable for people to remain in emergency accommodation for prolonged periods of time.
- 10.21 The building on Stacey Street has been identified by the Council's Homes and Neighbourhoods Team as suitable for a hostel for rough sleepers, and it would offer longer term housing (12- 18 month average stay) for up to 30 people who are currently in emergency accommodation. After this time the residents will move to more stable accommodation at another location.
- 10.22 The site is well served by public transport with a high (6a) Public Transport Accessibility Level (PTAL). The immediate area is residential and the council operates a number of hostels in similar residential areas in the borough; at Southwood Smith Street, at the rear of Old Royal Free Square, which provides 10 flats for 20 people with high support mental health needs; 175-181 Barnsbury Road providing high support mental health with 21 beds; and 26 & 30 Ashely Road providing 18 complex needs high support beds. Procedures are in place in each of these hostels to ensure that any potential impact on residents is mitigated and these are considered to function effectively. The supported accommodation already on the estate does not benefit from either on-site staff or management plans which would mitigate anti-social behaviour.
- 10.23 In terms of the standard and level of facilities, although the adopted plan does not provide specific space standards for hostels, the applicant proposes changes to the layout and arrangement of the rooms to ensure that residents have adequate sized bedrooms, WCs and bathroom, and other facilities which meet the same standards as other homeless hostels provided by the Council.

Operational Management Plan

- 10.24 It is recognised that there are ASB problems within the locality, inclusive of Isledon Park and the surrounding Streets. The applicant has submitted a draft Operational Management Plan (OMP) as part of their Planning Statement. The plan states that staff will be on the premises 24 hours a day on a rota basis and will include a manager, a deputy manager, 6 x project workers, 2 x complex needs worker (or navigators), and peer coaches.
- 10.25 The service provider has yet to be finalised, but a preferred provider is expected to be presented to the Executive in October subject to planning permission. The provider will have to demonstrate a proven track record in providing support to people with a history of rough sleeping and complex needs and operating well managed accommodation projects. The council has a robust procurement history and all applications will be rigorously assessed by a panel against the award criteria. Once in place, the contract will be reviewed on a quarterly basis to ensure the successful provider is meeting its targets and performance is in line with contract and specification requirements.

- 10.26 Part of the service specification relates specifically to locality management and engagement with local residents. This will be an ongoing commitment to the local residents to ensure there is a communication plan in place and any issues or areas of concern are dealt with immediately with an escalation process in place if needed.
- 10.27 The draft OMP states that there is an expectation that the service provider will foster positive relationships with the neighbours, and active steps will be taken to achieve this. A range of measures for the provider are set out which include frequent locality patrols to engage with residents and other local agencies, and various means of resident engagement including how local residents can contact the manager, and how incidents can be escalated to the local authority and Community Safety Officers
- 10.28 Local resident engagement sessions are proposed to be held ahead of the project opening, in order to co-produce the service. The Homes and Neighbourhoods Team plan to hold a range of meetings with residents, partners and stakeholders once the service provider has been announced. The resident engagement will continue for the lifetime of the project, once the support provider is in place they will be expected to hold events throughout the year that enhance and promote integration and social inclusion.
- 10.29 The draft OMP sets out measures to ensure that residents in the facility do not create negative impacts in the local community, and the facility is a safe and healthy place for the residents and staff. These include, but are not limited to:
- Code of Conduct, which residents of the hostel must agree to upon entry.
 - Ensuring that the zero-tolerance approach to drugs and alcohol is observed.
 - Anti-social Behaviour log.
 - Security measures for the safety of the guests, premises, and the wider community including the provision of CCTV.
 - Ensuring noise in the facility does not result in noise nuisance.
 - Quiet time: from 11pm the facility will begin to wind down.
 - Observing and managing residents in the facility and in the surrounding area.
 - Health and safety measures including fire risk strategy, legionella testing, cooking facilities.
- 10.30 The OMP states that upon entry each guest must sign a guest agreement that includes a code of conduct. Substance misuse, and antisocial behaviour will not be tolerated and any incidents will be logged, including emergency service call outs. Any guest that is found to be in contravention of this may lose their bed space with immediate effect.
- 10.31 A log of all incidents of antisocial behaviour will be kept, this includes emergency service call outs and issues of guests acting inappropriately. Support will be offered via the support provider to refrain from these activities. Any issues of anti-social behaviour raised by members of the local community will receive a response from the scheme manager with escalation processes listed above. Persistently causing anti-social behaviour may trigger an eviction from the service.
- 10.32 A digital CCTV system will be installed that covers all communal areas of the project as well as the entrance and outside all fire exits. All footage will be stored as per the provider's policies and procedures the expectation is that footage should be kept for a minimum of 28 days and at least one staff member on site should know how to provide footage to police on request.
- 10.33 The selected provider will also have policies and procedures around safeguarding, and the project will be bound by Islington's procedures on how to raise safeguarding alerts. All safeguarding concerns will be reported to Islington Adult Social Services.
- 10.34 Up to 2 well behaved dogs per resident will be admitted into the project. Their owners will be expected to keep them on a lead and under control at all times and expected to pick up any mess after the dog and dispose of it appropriately.

- 10.35 Representations received have raised concern regarding potential residents having drink or drug dependency, which would add to the ASB in the area. However, the Director of Homeless notes that approximately two thirds of homeless people become homeless due to loss of employment rather than drug or drink problems. Furthermore, the proposed use is for a hostel for the homeless, not a rehabilitation facility. There are a variety of specialist hostels in residential areas in the borough working to get vulnerable people with complex needs into permanent accommodation. These hostels provide specialist care and support, such as offender rehabilitation schemes, substance misuse hostels, and mental health hostels, and are operated by various service providers such as St Mungo's, One Housing and Peabody.
- 10.36 If residents do have substance misuse issues, the Council's substance misuse service provider is based on Seven Sisters Road. There is potential for the service to run harm minimisation work at the hostel and to encourage people to engage to use the service, so occasional initial assessments may be undertaken at the scheme for those who request it, but any specialist support would be provided off site.
- 10.37 Community Safety Officers have been consulted as part of the application and do not object to the proposal. They have also reviewed the draft OMP, making further suggestions to this such as locality patrols covering local green spaces and shops, early communication with all local stakeholders, a drugs and ASB policy document, and ensuring that the Community Safety Team is involved in the implementation of the plan (*see para 8.12 for further details*).
- 10.38 The Designing Out Crime Officer also raises no objection to the proposal and recognises the importance of the Operational Management Plan. They also set out a number of measures that should be taken to ensure the safety of residents, which are listed in the Amenity section of this report.
- 10.39 It is recognised that there is an existing problem with anti-social behaviour in the area, and it is noted that neither the Community Safety Team nor the Designing Out Crime Officer object to the proposal, but rightly recognise the need for a robust Operational Management Plan for the success of the proposal. They request that they be consulted in its drafting and implementation, and officers consider that an appropriate Operational Management Plan, which includes regular communication with local residents and regular review, will protect both future residents of the hostel and the wider community. A condition is recommended that requires a full Operational Management Plan, drawn up in consultation with Community Safety and Designing Out Crime Officers, to be approved before first occupation of the use.
- 10.40 In light of the above it is considered that the provision of a new hostel in this location would comply with London Plan policy H12 (Supported and specialised accommodation) and Development Management policy DM3.9 (Houses in Multiple Occupation, hostels and student accommodation) as it will be suitable for the intended occupiers in terms of the location, standard and level of facilities and provide the necessary level of supervision, management and care/support; be an appropriate use considering the surrounding area, and contribute to mixed and balanced communities; and with a robust Operational Management Plan, not give rise to any significant adverse amenity impact on the surrounding neighbourhood.

Amenity

- 10.41 Development Management policy DM2.1 (Design) at Part A(x) requires development to provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook.
- 10.42 Development Management policy DM3.9 (Houses in Multiple Occupation, hostels and student accommodation) states at part E(iv) that the Council will support the provision of new hostels

where such a use will not give rise to any significant adverse amenity impact on the surrounding neighbourhood.

- 10.43 As noted above, there are no external changes proposed at the site so there would be no impact on sunlight/daylight. The building was designed and built at the same time as the residential blocks on Stacey Street and Steve Biko Road, so there is no inherent overlooking issue. None of the rear windows directly face neighbouring residential windows.
- 10.44 In terms of noise, the use is akin to a residential use and the former use, which would not create a noise nuisance, and as noted above the draft OMP includes controls to limit noise and disturbance.
- 10.45 Representations received raise considerable concern that the proposed hostel use will make existing levels of Anti-Social Behaviour (ASB) worse. It is acknowledged and understood that Isledon Gardens, which is approximately 70m north of the site experiences problems with activities such as drug taking, drug dealing, rough sleeping and sex work.
- 10.46 In May 2021 the Council's Community Safety Team produced an Environmental Visual Audit (EVA) of Isledon Gardens. An EVA is intended to produce detailed "Community Intelligence" to support both crime reduction and deliver other improvements to quality of life issues via partnership working. It is used to identify both physical changes to the environment and highlight where additional resources are needed to reduce crime, fear of crime and repeat victimisation
- 10.47 The main reason for ASB activity in the park is due to very limited natural surveillance. There is a sunken garden that is used for drug taking/dealing and street drinking as there is little visibility from the surrounding streets, with an even more obscured area behind it. Other features around the garden also provide cover for drug use and sex work.
- 10.48 The EVA recommended, among other things, removal of the bushes in the areas where drug use is taking place, and lowering the height of the trees and bushes in other areas, the installation of CCTV covering the entrances to the park, opening up sight lines to Isledon Road so passing police vehicles can see into the park, removing the walls around the sunken garden area and some of the seating in the sunken garden to make it less appealing to street drinkers/drug users, and fitting gates that enable the park to be locked at night time. It also recommended better policing and more formal enforcement procedures.
- 10.49 The EVA does state that overall activity at Isledon Gardens is not on a par with other areas locally identified as hotspots and the EVA is not a guarantee that any suggestions will be actioned, but some works, such as pruning, have already been carried out. The purpose of the OMP is to ensure that existing problems are not added to.
- 10.50 There was also concern that future residents would be vulnerable to being in close proximity to various types of ASB. Whilst the hostel will have its own safeguarding and protection procedures, the Designing Out Crime Officer also recommends various physical security measures to ensure the safety of the staff, the residents and their property such as:
- A minimum PAS24 2016 front door with audio visual entry system.
 - Encrypted fob entry and self-closing, self-locking door (ideally LPS1175 SR2 or STS202 to withstand communal use).
 - A secondary self-closing, self-locking door (minimum PAS24 2016) to create an airlock lobby to prevent tailgaters and ensure staff safety, giving staff an opportunity to verify I.D before access to the main body of the building is granted,
 - A secure room for staff to retreat to should an incident break out that they are unable to manage. This would require a PAS24 2016 door to the room with an internal thumb turn. Any glazing on the door is to be a minimum of P1A glazing. The room should also be equipped with a landline.

- Residents rooms to be secured with a PAS24 2016 door to provide them with adequate security.
- Secure lockers to store personal belongings should be provided which are robust enough to prevent anyone tampering with them.
- Any accessible windows and all ground floor opening windows should be PAS24 2016,.
- Doors accessible from the street should be a minimum of PAS24 2016, fire doors should have no external ironmongery.
- CCTV to identify anyone who is causing/attracting problems at the location. This should be of good quality, at a height to capture clear facial images, work in collaboration with any lighting present and held for a minimum of 28 days.
- Security lighting to deter anyone that might not have a bed at the location bedding down in doorways or recesses.

10.51 A condition is recommended requiring details of the appropriate security measures to be submitted to and approved by the Council, and implemented before occupation.

Transport

10.52 London Plan policy T4 (Assessing and mitigating transport impacts) requires development proposals to reflect and be integrated with current and planned transport access, capacity and connectivity. It also requires transport assessments/statements to ensure that impacts on the capacity of the transport network (including impacts on pedestrians and the cycle network), at the local, network-wide and strategic level, are fully assessed.

10.53 Development Management policy DM8.2 (Managing transport impacts) requires development to address its transport impacts in a sustainable manner and in accordance with best practice and have no significant negative impacts from transport arrangements on the local and wider environment. Policy DM8.2 also requires the submission of a transport assessments/statements to enable the Council to fully assess the impact of a proposal.

10.54 Draft Local Plan policy T1 (Enhancing the public realm and sustainable transport) states that proposals must take into account the link between land use, transport accessibility and connectivity, and promoting journeys by physically active means, like walking or cycling. This policy has limited to moderate weight as it only received minor objections.

10.55 Up to 30 residents are proposed to stay at the hostel with a stay of 12-18 months. It is anticipated there would be approximately 15 referrals a year. Residents would make their own way to the hostel by public transport, and it is not anticipated that they would arrive by car, taxi or Borough transport unless this is required due to a disability. However, as noted in the Residential Standards section, Housing Needs and Strategy advise that homeless people with physical disabilities are prioritised and better served in bespoke accommodation. As such it is not considered that an accessible parking bay is required in this case.

10.56 Appendix 6 of the Development Management Policies document sets minimum cycle provisions, for hostels 1 space is required per 4 beds so the provision of 30 beds would require 8 spaces. However, the draft Islington Local Plan requires 1 space per 20 beds. The London Plan does not specifically refer to hostels, but advises using similar relevant uses, similar Class C uses also require 1 space per 20 beds and 1 space per 5 staff.

10.57 The applicant's transport statement indicates the provision of 2x Sheffield stands (which would provide 4x spaces) which is considered to be appropriate for the use.

10.58 In terms of servicing, arrangements, these would be the same as for the nursing home. There would be a monthly laundry service and ad hoc food deliveries. Waste and refuse collection would be weekly in conjunction with the regular local service, and the proposed use would make use of the existing refuse storage facilities.

10.59 In light of the above, it is not considered that the change of use would have a harmful impact on the local transport network.

Residential standards

10.60 Neither the London Plan nor the Development Management Policies document specify space standards for hostels, however Development Management policy DM3.9 (Houses in Multiple Occupation) requires new hostel accommodation to be suitable for the intended occupiers in terms of standard and level of facilities.

10.61 The layout of the building comprises 10x bedrooms per floor with 5 in each wing. The proposed rooms would be non-self-contained, but with a sink and a minimum of 9sqm of floorspace. Each wing would have at least one shared bathroom and toilet per floor, and each floor would have a communal kitchen and communal lounge. External amenity space is provided within the yard at the rear, and its use will be controlled by the Operational Management Plan.

10.62 Policy DM3.9 requires 10% of bed spaces to wheelchair accessible, which would equate to 3x bed spaces, however only one ground floor room is proposed to be adapted.

10.63 Demand for wheelchair accessible accommodation for hostel uses is low within the borough, and over the past few years only 2 rough sleepers have required special accommodation. They are currently housed in appropriate accommodation and awaiting nomination of council accommodation. Wheelchair users are classed as “priority need” under the Housing Act and it has been the Council’s policy to provide homeless wheelchair users with bespoke accommodation as this is better tailored to their needs. Given this, the Accessibility Officer raises no objection to the level of provision as part of this proposal.

Sustainability

10.64 Given that the proposal is for a change of use of an existing building to a highly similar use (i.e. non self-contained accommodation for 30 residents) and that no construction work is proposed, rather than demolition and erection of a new building, or a substantial extension, relevant energy and sustainability requirements are not considered to be reasonably required in this case. The Council’s Sustainability Officer and Energy Team have also reviewed the submission and advised that energy and sustainability details are not required to be submitted in this case.

10.65 Notwithstanding this, the new London Plan 2021 has introduced an Urban Greening Factor Assessment. Policy G5 (Urban greening) states that all major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design. The policy also expects councils to develop their own urban greening factor.

10.66 The London Plan, and the associated draft guidance, advise that Urban Greening is a crucial factor in the design of new developments, but is problematic when applied to changes of use where there are little, or no, physical changes.

10.67 Draft Local Plan policy G1 (Green infrastructure) states that major developments are required to conduct an Urban Greening Factor (UGF) assessment in accordance with the methodology in the London Plan. Schemes must achieve an UGF score of 0.4 for developments that are predominately residential, and a target score of 0.3 for predominately commercial development. Policy G1 received minor objections so has limited to moderate weight.

10.68 An Urban Greening Factor assessment gives a rating to each type of surface on the site, with more biodiverse and permeable surfaces achieving a higher rating than hard landscaping and similar surfaces. The nursing home building covers approximately 500sqm of the site with another 150sqm of hard landscaping at the rear. As the total site area is approximately 780sqm there is

little space to add soft landscaping. The building also has a mono-pitched roof so there is no opportunity for a biodiverse roof, which could improve a UGF score.

- 10.69 The applicant has submitted an Urban Greening Factor assessment which indicates a score of 0.05. Whilst this is below the interim targets of the London Plan, it is considered acceptable in this case given that no physical development works are taking place and there are little effective measures that could be taken in these circumstances to meet the London Plan target.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.70 Should the application be approved and the development is implemented, the development will not be liable for CIL as there is no additional floorspace being created and there are no new residential (C3) units being created.
- 10.71 There are no obligations required via Section 106. The issues and impacts arising from the development proposal, such as the Operational Management Plan, can properly be addressed by condition. Whilst the Planning Obligations SPD does refer to hostels of 1,000sqm or more it is not considered that the change of use would attract any of the obligations.
- 10.72 The standard construction placement obligation requires placements of 26 weeks during the construction phase of the development to improve the prospects of local people accessing new jobs created in the proposed development. The proposal is for a change of use and therefore no construction is proposed, other than the limited internal works of improvement and making good. Also, the proposed use is a hostel with a small, specialist workforce so the employment and training contribution, which seeks to improve the prospects of local people accessing new jobs created in the proposed development is not applicable, and uses a formula based on the uplift in the number of employees. Similarly no environmental obligations, such as construction practice or highways reinstatement are sought as there are no physical external works being carried that would affect residential amenity or the local transport network.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposal would be a sustainable form of development in line with the NPPF, London Plan and the Council's adopted and draft development policies.
- 11.2 The main policy considerations are the loss of a care home and the provision of a new hostel which include a requirement to protect the safety and amenity of the local area. In terms of the loss of a care home, it is considered that the loss has been justified as adequate replacement accommodation has been provided, and the existing use is not fit for purpose.
- 11.3 In terms of the provision of new hostels, the Development Plan advises that new hostels will be supported where, among other things, they are suitable for the intended occupiers in terms of location, standard of accommodation, levels of supervision, management and support, and that the proposal will not give rise to any significant adverse amenity impacts on the surrounding area. It is considered that these criteria have been met.
- 11.4 The proposal of re-using a vacant building and meeting a demonstrable need within the borough is considered to be a sustainable form of development which would comply with relevant policies and provide much needed accommodation for homeless persons. It is recognised that there are ASB issues in the area, but it is considered that with the appropriate operational measures in place the safety and amenity of future residents of the hostel and the existing local community will be adequately protected.

12. Conclusion

- 12.1 It is recommended that planning permission be granted subject to conditions as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved Plans List (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Site Location Plan BS020 Rev A; BS010 Rev A; BS001 Rev A; BS002 Rev A; BS003 Rev A; BS011 Rev A; BS012 Rev A; BS013 Rev A; BS014; Planning Statement by HTA dated July 2021; Urban Greening Factor Report by Calford Seaden dated August 2021; Disposal of Surplus Property Letter from CIFT</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Cycle Parking (Details)
	<p>CYCLE PARKING PROVISION (DETAILS): Details of the layout, design and appearance (shown in context) of the bicycle storage area(s) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing onsite. The storage shall be covered, secure and provide for no less than 4x cycle spaces.</p> <p>The bicycle storage area(s) shall be provided strictly in accordance with the details so approved, provided/erected prior to the first occupation of the development, and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
4	CCTV, Lighting and Security Measures (Details)
	<p>CONDITION: Details of site-wide general security measures shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development. The details shall relate to:</p> <ul style="list-style-type: none"> a) CCTV; b) security lighting; c) doors & entry system; d) secure room; e) secure lockers; d) ground floor windows and accessible windows;

	<p>The details shall include the location and full specification of: all lamps; light levels/spill; cameras (detailing view paths); lamps and support structures; PAS rating of doors</p> <p>The general security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the doors, security lighting, CCTV cameras and other security measures are appropriately located and designed, do not adversely impact neighbouring residential amenity, and are appropriate to the overall design of the building and are appropriate for the security and safety of future residents and the local community.</p>
5	Operational Management Plan (Details)
	<p>CONDITION: Prior to occupation, an Operational Management Plan (OMP) shall be submitted to and approved by the Council. The OMP shall be drawn up following consultation with the Designing Out Crime Officer, the Community Safety Team and the local community. The OMP shall cover, but not be limited to:</p> <ul style="list-style-type: none"> • Locality management • Community engagement • Staff Training • Contact details and complaint management • Noise control • Dealing with Anti-Social Behaviour (including escalation and sanction processes and ASB policy document) • Code of conduct for residents (including terms of stay) • Substance (drug and alcohol) misuse procedures • Escalation process • Safeguarding • Hours of operation • Referral process • Security • CCTV • Smoking • Fire safety • ASB and crime data Monitoring • Positive action policy (including cooperation with the Council and police and an information sharing protocol) <p>The hostel shall operate in strict accordance with the approved plan thereafter, unless otherwise agreed in writing by the planning authority. Any change in operator will require the submission of a new Operational Management Plan.</p> <p>REASON: To ensure the efficient operation of the hostel and protect the safety and amenity of future residents and the local community.</p>

List of Informatives:

1	CCTV, LIGHTING AND SECURITY LIGHTING
	INFORMATIVE: In relation to condition 4, please refer to the committee report for further details of PAS ratings and other security requirements.
2	OPERATIONAL MANAGEMENT PLAN
	INFORMATIVE: In relation to condition 5, please refer to the committee report for further details of the requirements of the OMP.

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

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

2. Development Plan

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

A) The London Plan 2021 - Spatial Development Strategy for Greater London

Policy GG2 Making the best use of land	Policy S2 Health and social care facilities
Policy D5 Inclusive design	Policy G5 Urban greening
Policy H8 Loss of existing housing and estate redevelopment	Policy T4 Assessing and mitigating transport impacts
Policy H12 Supported and specialised accommodation	Policy T5 Cycling
Policy H13 Specialist older persons housing	Policy G5 Urban greening

B) Islington Core Strategy 2011

Spatial Strategy	Infrastructure and Implementation
Policy CS2 (Finsbury Park)	Policy CS18 (Delivery and Infrastructure)
Strategic Policies	
Policy CS10 (Sustainable Design)	

C) Development Management Policies June 2013

<u>Housing</u>	<u>Energy and Environmental Standards</u>
DM3.8 Sheltered housing and care homes	DM7.4 Sustainable design standards
DM3.9 Houses in Multiple Occupation, hostels and student accommodation	
<u>Health and open space</u>	<u>Transport</u>
DM6.1 Healthy development	DM8.1 Movement hierarchy
	DM8.2 Managing transport impacts
	DM8.4 Walking and cycling

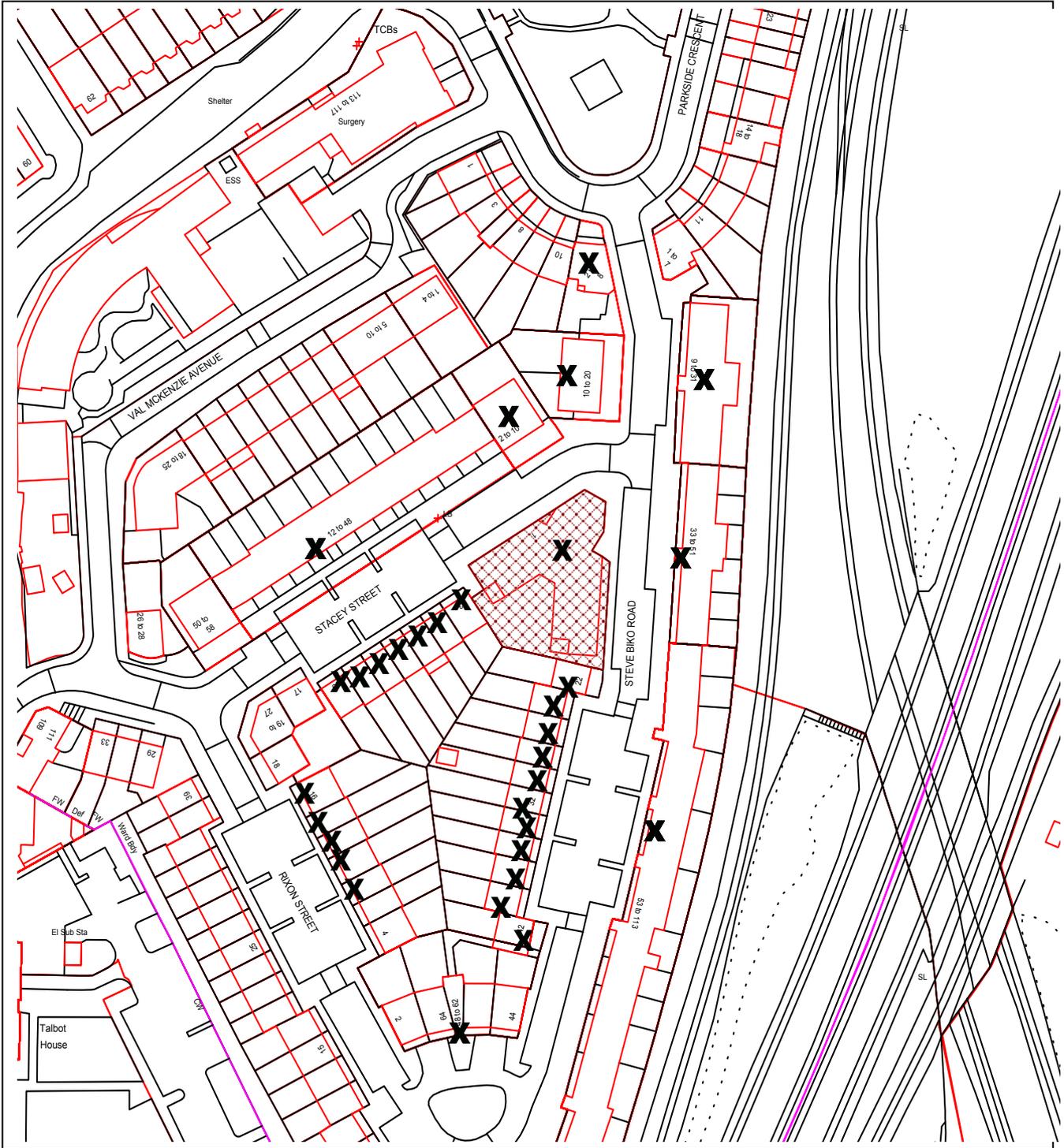
3. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan	London Plan
- Environmental Design	- Social Infrastructure

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