

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration Department

PLANNING SUB COMMITTEE A	AGENDA ITEM NO:	B4
Date: 6 th September 2018	NON-EXEMPT	

Application number	P2018/1764/FUL
Application type	Full Planning (Householder)
Ward	Hillrise
Listed building	Not Listed
Conservation area	None
Development Plan Context	Article 4 Direction A1 to A2 Borough wide
Licensing Implications	None
Site Address	89 to 91 Holland Walk, London, N19 3XU
Proposal	Change of use of the ground floor Retail unit (A1) to a mixed use consisting of Retained Retail Unit (A1), Community Cafe (A3), and Night Shelter (Sui Generis), including associated new openings to the front and rear of the site and associated alterations.

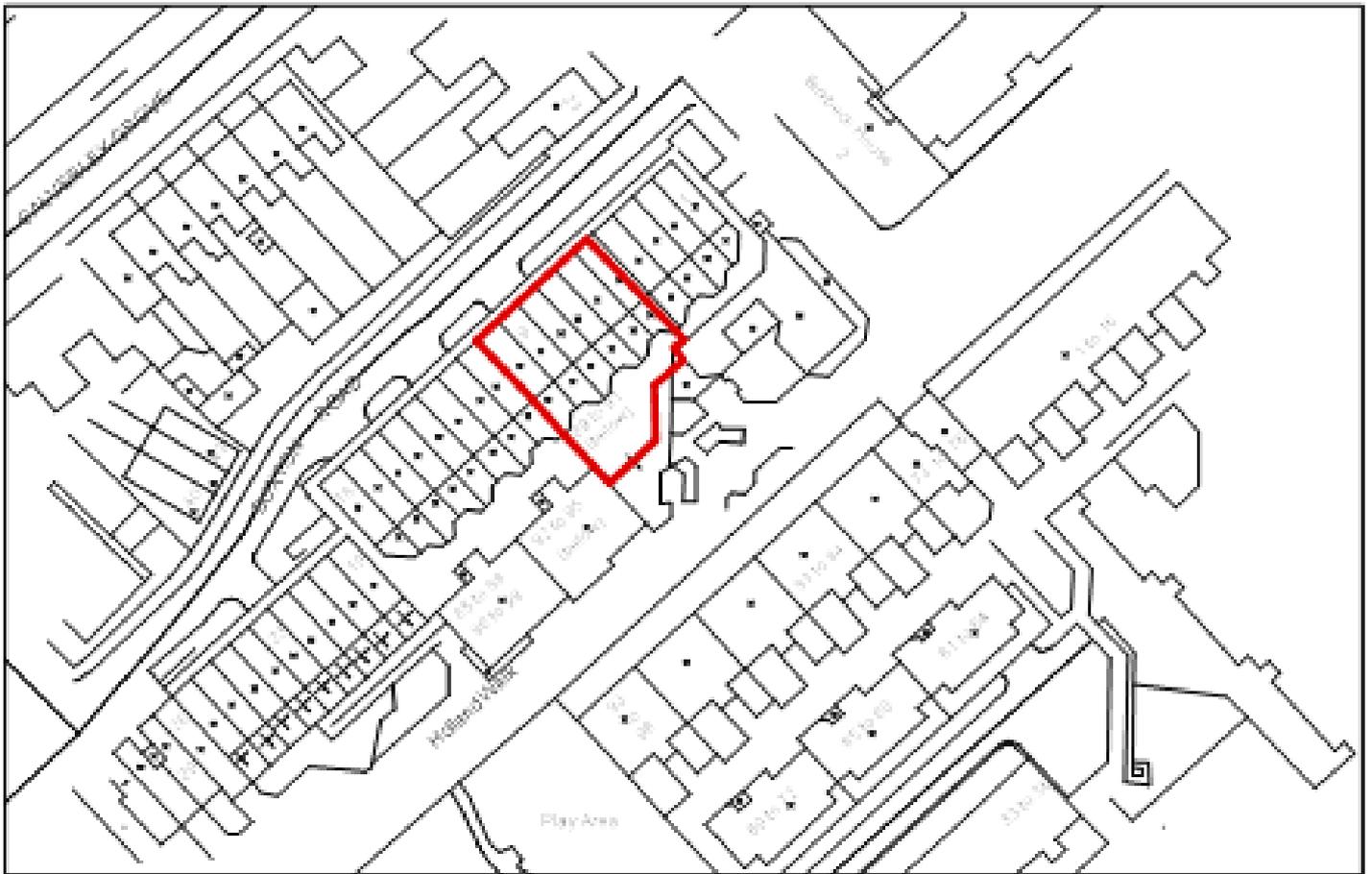
Case Officer	Jessica Robinson
Applicant	Shelter from the Storm
Agent	Planning Potential Helen Cuthbert

1. RECOMMENDATION

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

1. Subject to the conditions set out in Appendix 1

2. Site plan (outlined in red)



3. PHOTOS OF SITE/STREET

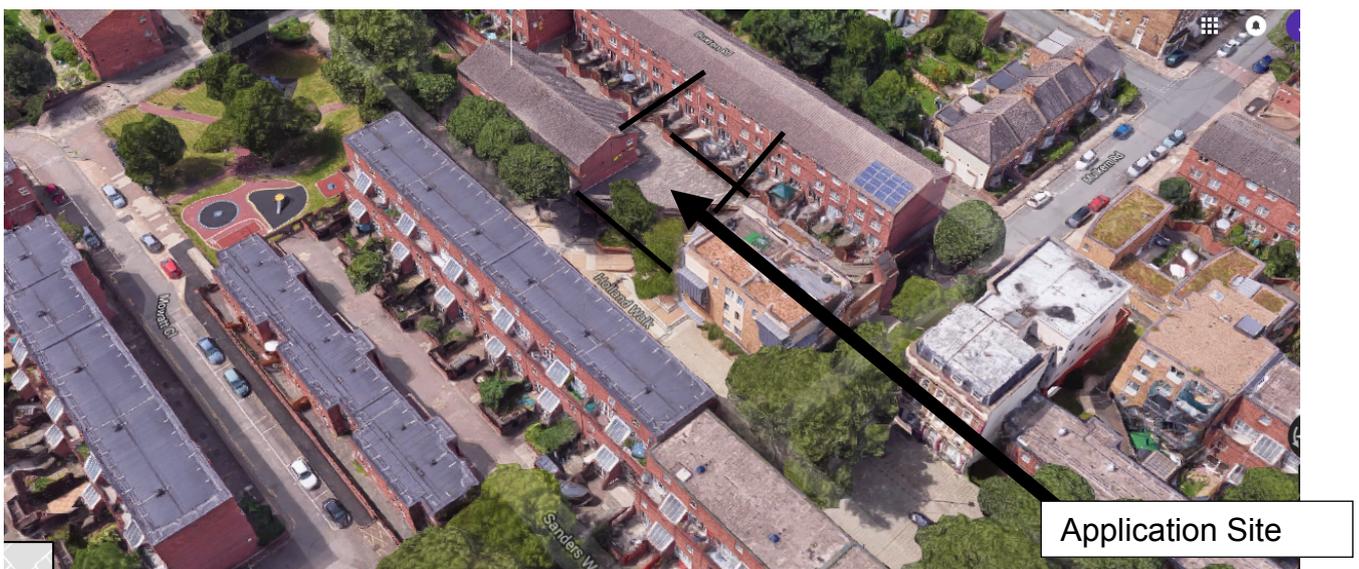


Image 1: Aerial View of the Application Site



Image 2: Photograph of the rear of the site (Buxton Road)



Image 3: Photograph of the rear elevation of the Site (Buxton Road)



Image 4: Photograph of the principal elevation (Holland Walk)



Image 5: Photograph of the principal elevation (Holland Walk)



Image 6: Photograph of Holland walk south of the site

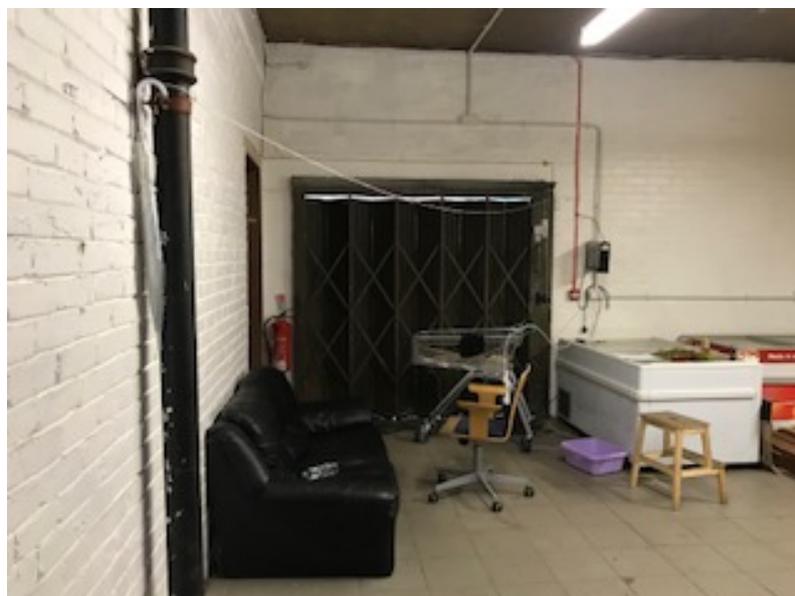


Image 7: Photograph of one store room

4. SUMMARY

- 4.1. Planning permission is sought for the change of use of the ground floor of 89-91 Holland Walk from an A1 shop to a mixed use retained retail (A1), community café (A3), and a night shelter (Sui generis) with minor amendments to the front and rear elevations.
- 4.2. The application has been submitted by a local charity, Shelter from the Storm, as they require new premises to continue the function of the charity. Shelter from the Storm are an independently run charity who provide a bed and facilities for homeless guests and provide support in finding permanent work and accommodation for guests, and the wider community to tackle homelessness.
- 4.3. The key considerations in determining the application relate to the land use, including the loss of A1 floor space and the acceptability of the introduction of a homeless night shelter and community cafe, the associated impact on neighbouring amenity; and the impact of the external alterations on the appearance of the existing building and on the character and appearance of the surrounding area, as well as the quality of the proposed night shelter accommodation including accessibility.
- 4.4. The application is brought to committee because the proposal has received 93 no. objections from neighbouring residents, generating a lot of interest in the development. The main concerns from objectors include the impact of the proposed use on neighbouring amenity and safety of the current residents, children and the potential increase in anti-social behaviour.
- 4.5. The proposal would require internal reconfiguration of the existing shop to facilitate the change of use. The proposal seeks to retain a small convenience store within the proposed scheme, this is to be separate from the main function of the shelter and community café. The external alterations include the creation of new openings to provide windows and doors to the front and rear elevations.
- 4.6. The proposed mixed use development is considered to satisfy the policies set out within the adopted development plan as set out within this report. The principal of development is concerned with the loss of dispersed retail floor space and the appropriate location and use of the site as a community café and night shelter.
- 4.7. The Council consider that information submitted sufficient to justify that a large retail unit in this location is commercially unviable, and, that there is no realistic prospect of it being used in its current form within the foreseeable future.
- 4.8. The proposed scheme seeks to retain a portion of the site to provide a retail unit (A1 use) within the same location but at a reduced size. It is considered that this size of unit is more viable in this location and will still provide the essential day-to-day necessities to local residents.
- 4.9. It is therefore considered that the proposed scheme will not cause the loss of a valuable service to the community. As such, policy DM4.7 is considered satisfied and there is no objection to the reduced size of a retail unit in this location. Which would also provide a suitable space for small independent retailers (DM4.1)
- 4.10. The proposed scheme is not considered to fall within the remits of Policy DM3.8 (sheltered housing and care homes) as it is not considered to satisfy the test of paragraph 3.88 therefore the proposed use is not considered against the parameters of this policy.
- 4.11. Guests are also not charged for their stay or any other facilities or benefits during their stay, therefore the proposed use is not considered to fall under the classification of a hotel, hostel or visitor accommodation as referred to in Development Management Policies DM3.9 or DM4.11. The development is not considered to fall within what would be classed as a House in Multiple Occupation as defined by the government in 2010.
- 4.12. The guests of the shelter accommodation will be provided with a bunkbed, within a shared dormitory, with shared washing facilities. Their meals will be prepared for them and they will be provided with advice, support and counselling with no charge. The combination of these activities and the way in which they are provided does not allow for the development to fall within a definable use class for which either policy DM3.9 or DM4.11 are applicable. As such, the scheme must be assessed on its overall merit and primarily DM4.3.

- 4.13. Development Management Policy DM4.3 seeks to ensure that the location and concentration of uses do not cause harm to the character, function and amenity of an area or negatively impact the health and wellbeing of the boroughs residents.
- 4.14. It is considered that the proposed scheme satisfies Development Management Policy DM4.3 in assessing the potential impact of the mixed use scheme in relation to the likely impact caused to the amenity of, or the cumulative negative impact, to the surrounding area, subject to relevant conditions.
- 4.15. It is therefore considered, for the reasons outlined in response to the relevant parts of policy DM4.12, that the proposed scheme is of significant benefit to the local and wider community of the immediate area, the wider needs of the Borough and to London. The loss of the existing service would be detrimental to vulnerable members of the community. The mixed use proposal will be of significant public benefit and provide and re-provide social infrastructure within Islington.
- 4.16. The proposed change of use in regard to the principal land use and the mixture of uses as a shop (A1), community café (A3) and night shelter (Sui Generis) at the site on Holland Walk is considered acceptable and complies or satisfies policies CS8 of the Core Strategy, DM3.8, DM4.3, DM4.7, and DM4.12 of the Development Management Policies, and policy 3.16 of the London Plan.
- 4.17. It is considered that the properties would provide a good level of accommodation, suitable for use as a homeless shelter. As policy DM3.4 does not directly set out the parameters for this form of accommodation the policy has been applied retrospectively and considered as such. Therefore, the proposal is considered to not be directly relatable to policy 3.5 of the London Plan and policy DM3.4 of the Development Management Policies 2013, but on balance and in light of the intended use of the shelter that factors of policy DM3.4 have been considered in sufficient weight to ensure that proposed scheme delivers an adequate level of housing standard.
- 4.18. It is considered that the proposed night shelter will not cause a detrimental impact to the amenity of neighbouring properties, or the use of the park or other public spaces within the vicinity of the site. The guests of the night shelter will not be permitted to leave the shelter once admitted past 7.30pm and will therefore not occupy the park during this time. The rules of the shelter are explicit in their respect for the local area and when guests are not at the shelter they are within work, or seeking work, or in further education.
- 4.19. The application has been supported by the Designing Out Crime Officer.
- 4.20. Further, active use of the site is likely to result in a reduction in anti-social behaviour within the area, due to the CCTV monitoring and consistent observation throughout the day and night. This is also likely to reduce the fear of crime along Holland Walk which currently benefits from little natural surveillance during evening and night time hours due to it being pedestrianised.
- 4.21. The night shelter is completely dry, meaning that no alcohol or drugs are permitted and no one is admitted if they are under the influence of drugs or alcohol. Admittance to the night shelter is done on a referral basis only and no drop-in services or walk ins are permitted whatsoever. This means that every person that uses the service is already known to the charity and has been vetted to ensure the safety of other guests, staff and the community.
- 4.22. The proposed development satisfies the cycle parking requirements as set out within Development Management Policy DM8.4 and the London Plan policy 6.9.
- 4.23. The proposed development is considered to accord with the policies of the National Planning Policy Framework 2012, the London Plan 2016, the Islington Core Strategy 2011, the Development Management Policies 2013, and Supplementary Planning Documents and as such is recommended for approval subject to appropriate conditions.

5. SITE AND SURROUNDING

- 5.1. The application site comprises a retail space (A1), formally the Nisa convenience shop, located off of Holland Walk within the Elthorne Estate, Holloway. The site is located within the ground floor of a residential apartment block and is accessed by stairs/ramp off of Holland Walk. To the rear of the site, off of Buxton Road, are service and delivery entrances. The site is only accessible by foot to the principal entrance and by cars to the rear.
- 5.2. The application site is not located within a conservation area, nor does it fall under any other designations other than a Borough Wide Article 4 direction.
- 5.3. The area is largely residential in character, and the immediate area around the application site is characterised by similar residential flatted developments to the east, south and north, and terraced residential properties fronting Mulkern Road/Calverley Grove to the rear. The north east of the site is a former public house, and to the south there is a community centre and a housing office. To the south-west of the site is a girl's secondary school (Mount Carmel RC) and to the south-east is Zoffany Park.

6. PROPOSAL IN DETAIL

- 6.1. Planning permission is sought for the change of use of the current A1 retail unit into a mixed use development comprising a retained retail (A1) space of a reduced size at 40m², a community café (A3) and a night shelter (sui generis). The community café and night shelter will occupy the remainder of the ground floor unit.
- 6.2. The proposed local convenience store will retain 40m² of the existing A1 retail floor space and be independent from the community café and night shelter. The unit has proposed opening times of 7am-11pm. The existing store has suffered with loss of tenants and rent arrears for a number of years owing to the existing store being too large for the site and loss of footfall along Holland Walk. The applicants statement details that there is a case for the proposed mixed use to increase the footfall of the area and therefore viable to support a smaller sized retail unit.
- 6.3. The homeless shelter will comprise both male and female dorms located to the rear/side of the building and disconnected from the multifunctional and café spaces. The dorms will also have access to bathroom and wash facilities. The kitchen associated with the community café and the multifunctional areas will provide areas for cooking, eating and recreation for the night shelter. The night shelter and community café will function at separate times and the kitchen/multifunctional spaces will not be used by the public and the night shelter guests at the same time. The night shelter will have a separate side access so that café can be shut and the night shelter function independently and discreetly.
- 6.4. The night shelter will provide overnight accommodation for between 36 and 42 people. Each guest is referred to the shelter by outside agencies and are then provided with accommodation, food and facilities (including showers, laundry and computer access) during their stay. Guests can stay for more than one night and are assigned and supported by a case worker during this time.
- 6.5. The night shelter will operate from 6pm to 6am Monday – Saturday and 6pm to 9am on Sundays. Christmas and bank holidays may differ from this. Volunteers and staff will access the shelter one hour before the night shelter opens to set up and leave half an hour after the shelter closes in the morning to ensure the premises is clean and tidy.
- 6.6. As detailed within the operational management plan there will be a strict procedure to ensure that guests arrive within the defined arrival time of between 6pm and 7.30pm, unless pre-arranged in exceptional circumstances.
- 6.7. Whilst open as a night shelter the premises shall have three volunteers present and at least one will be awake throughout the entire night shift.

- 6.8. The shelter is 'dry' which means there is zero tolerance for alcohol or drug use and any guest found to be under the influence will be required to leave. The shelter does not accept walk-ins or any guest which has not be referred through the correct channels.
- 6.9. The proposed community café will be open daily from 9am to 5pm and will not be identifiable with the charity 'shelter from the storm'. It will offer hot drinks, snacks and occasional lunches to the community. The café will be open to anyone within the community and will provide local community space for charities and community groups. There will be the offer of communal computers with internet access, ESOL (English for Speakers of Other Languages) as well as other endeavours such as yoga, mum and baby mornings and IT classes all provided free of charge. The café and multifunctional space will make use of the large floor area of the night shelter and associated facilities whilst the shelter does not function during daytime hours.
- 6.10. Planning permission is also sought for works to the principal and rear elevations to implement new windows and doors, this will also include removing the existing Nisa signage from windows along Holland walk to expose the glazing. The existing entrance will be used as the café entrance, a new entrance will be created adjacent to this for the proposed retail unit, and a new entrance will be created to within the rear elevation as an entrance to the night shelter.
- 6.11. New windows and doors will be implemented within the rear elevation. Three windows will be located within the rear wall which abuts the pavement to Buxton Road, and three will be located within the undercroft wall, which will be bound to Buxton Road with green screened fencing to provide a covered outside area and bicycle storage. The outside area will have access to allow for bicycles to be stored conveniently from both Buxton Road and from the building. There are no proposed changes to the side elevation which would be viewable from external areas.
- 6.12. Five cycle storage spaces have been provided as part of the proposal.

7. RELEVANT HISTORY:

P092163 – Demolition of existing single storey structure. Erection of new building comprising 6 x residential units (two x 2 bedroom and four x 3 bedroom flats including 1 x wheelchair accessible unit), along with landscaping and other associated works and alterations. Application Granted 21/12/2009.

P092163(MC1) - Approval of details pursuant to conditions pursuant to conditions 2 (materials), 4 (landscaping), 5 (code for sustainable homes), 6 (boundary treatments), 9 (tree protection) and 12 (lighting) of planning permission LBI reference P092163 dated 21 December 2009. Granted 24/09/2013

P2013/0584/FUL - Ashbrook Road: Refurbishment of existing steps and surfacing; creation of new ramp with handrail. Holland Walk: Rationalisation of area outside shop, reducing steps, planters, dark corners, creating more open, welcoming and accessible space Partington: Creation of new community garden, with planters, shed, paths and water connection. Change of use from unused green space to community garden. Westacott: Refurbishment of existing play area and creation of new play opportunities in the grass area, allowing for increased natural play. Granted 14/05/2013

P2013/4351/AOD - Approval of details pursuant to condition 2 of planning permission ref: P092163. Granted 13/02/2018

P2013/3847/AOD - Approval of details pursuant to condition 3 (Playspace provision) of planning permission Ref P2013/0584/FUL dated 14/05/2013. Granted 16/12/2013

ENFORCEMENT

- 7.1. None

PRE-APPLICATION ADVICE

7.2. None.

8. CONSULTATION

Public Consultation

- 8.1. Letters were sent to occupants of 2322 adjoining and nearby properties on the 31st May 2017 and the 17th July 2018. The public consultation of the application therefore expired on 13th August 2018, however it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2. A site and press notice was also issued on the 31st May 2018.
- 8.3. A petition of 247 signatures was received at Council on the 12th July 2018 to reject the planning application for the change of use of 89-91 Holland Walk. The petition requests the Council to reject the current proposal under reference P2018/1764/FUL due to the site being proposed for use 24 hours a day introducing a diverse element that by reason of the use is likely to result in noise, disturbance and nuisance to the detriment of neighbours residential amenity.
- 8.4. At the time of the writing of this report 218 no. unique responses had been received from the public with regard to the application, with 124 no. letters of support, 93 no. letters of objection and 3 no. providing comment. The objecting responses raised the following summarised concerns (paragraph numbers refers to where the matter is addressed in this report):
- A number of objectors have expressed concerns regarding to the potential increase in noise, especially at night, as a result of the night shelter and detailed that the intended use, use of the outside garden and the passage of guests will cause significant impact to the residential amenity of nearby dwellings. (**paragraphs 10.42-10.46**)
 - The loss of a small and dispersed shop within the estate that currently serves the local community. The shops failure can be addressed by new management not by changing its use. The proposed store is too small to be useful or viable and unlikely to success due to the internal arrangements of the building. (**Paragraph 10.11-10.16**)
 - The proposed café would not attract the local community as it is too close to the shelter dorms and would become a day version of the night shelter for guests. (**Paragraphs 10.39-10.41**)
 - There is no identified need for a hostel in this location. (**Paragraph 10.48**)
 - Residents are not satisfied with the amount and type of consultation and would request a 'question & answer' meeting with the Council to understand the application further. (**Paragraphs 10.85-10.88**)
 - This is not an appropriate location for a night shelter due to the nature of the residential estate being a family environment with young children and outside play spaces which may be compromised. (**Paragraphs 10.74-10.80**)
 - The shelter will bring alcohol and drug use, along with anti-social behaviour, to the area and attract the wrong type of people to the community. The estate already has a bad reputation and this will exacerbate it further. (**Paragraphs 10.74-10.80**)
 - There are other, more suitable locations for a shelter. (**Paragraph 10.89**)
 - Smoking from the outside garden will cause pollution to neighbouring properties at all hours of the night. (**Paragraph 10.80**)

- The shelter will be run independently and will not be associated with the Local Authority, therefore the management plan will not be enforced. (**Paragraph 10.91**)
- The shelter will be staffed by volunteers who are not trained to deal with vulnerable or problematic guests. (**paragraph 10.92-10.94**)
- There is likely to be a lack of resources, including local police, to manage the shelter effectively to ensure no effect was caused to the estate. (**paragraphs 10.76-10.79**)
- It is unclear where the users of the shelter would go during daytime hours and the operation of the shelter would clash with school drop off times and the function of the nearby community services (**paragraph 10.82**)
- The entrance to the night shelter from Buxton Road will cause noise and disturbance to residents. (**Paragraph 10.74**)
- This is the wrong location for a night shelter, the estate is a maze and guests will not be able to locate the shelter, there must be a better location for it. (Paragraph 10.93-10.94)
- The proposed change of use would have a detrimental impact upon the character of the area. (**Paragraph 10.33-10.36 & 10.54-10.56**)
- Other areas such as Cannonbury and Barnsbury should take a share of this type of amenity. (**Paragraph 10.93-10.97**)
- The current location of the shelter is much more appropriate and should remain as such. (**Paragraph 10.99-10.100**)
- The café will attract high risk individuals looking to use the homeless shelter and the charity will have no way of stopping them. (**Paragraph 10.74-10.81**)
- The estate already houses venerable residents and the homeless shelter will bring drugs and associated activities to the area. (**Paragraph 10.74-10.81**)
- The failed shop should be made into homes for local people to buy or rent. (**Paragraph 10.96**)
- There is already a huge level of crime and little police or CCTV monitoring which will be exacerbated by a homeless shelter. (**Paragraph 10.75-10.81**)
- No information on how the referral process is carried out and from what agencies they come from and there is no process established of how SFTS deal with non-referred guests. (**Paragraph 10.75-10.81**)
- It is not appropriate to house homeless people 500m away from a primary school as they may have drug and alcohol problems & There would be an unacceptable concentration of hostels and shelters in one area as two already exist.
• (**Paragraph 10.83**)
- Will this proposal replace the Elthorn Community centre (**Paragraph 10.97**)
- There would be an increase in litter and graffiti, and injury and infection from discarded needles to pets. (**Paragraph 10.75-10.81**)
- It would attract drug dealers to the area (**Paragraph 10.75-10.81**)
- Having to avoid the area due to anti-social behaviour and discouraging friends and family from visiting (**Paragraph 10.75-10.81**)

- The propose dormitories do not have good outlook or ventilation. **(Paragraph 10.62-10.64)**
- This application does not take into account major planning application P2018/2269/FUL for 130 new dwellings on the Elthorn Estate, 54 of which will be on Holland Walk, generating footfall to the shop and redevelopment of the community centre. **(each planning application must be assessed on its own individual planning merits)**

Internal Consultees

8.5. **Environmental Pollution, Policy & Projects Team:** I did discuss this with the applicant prior to submission. The app is for change of use to a night shelter from the existing retail. There do not appear to be any noise complaints about the previous usage. The noise report assesses potential sound sources from the use of the space. They will need to provide further details on the proposed sound insulation schemes for the separating structures with residential directly above. This should be conditioned:

“Full particulars and details of a scheme for sound insulation between the proposed community café and night shelter use and adjacent residential uses shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.

The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.”

As discussed the sound insulation should be at least 5dB above the ADE standards for resi-resi separation.

Any night shelter will draw in rough sleepers to the space and there will need to be effective management to minimise the potential noise impacts. The app includes an operational management plan. The plan seems to cover noise issues and we would advise that operation in compliance with the plan is conditioned also, something like this:

“The use hereby permitted shall be operated strictly in accordance with the Operational Management Plan and no change therefrom shall take place without the prior written consent of the Local Planning Authority.”

The app has a community café with kitchen but does not include any mechanical plant on any of the plans or elevations and it is assumed that a separate application will be sought if this is required at a later date.

8.6. **Public Realm:** No Comment

Inclusive Design: In any event the facility should be accessible and inclusive.

- I note that there is an existing ramp to the main entrance – clarification is requested re the gradient of that structure.
- It seems that a baby change facility is included in the WC – this is far from ideal – particularly when there is only one such facility on the premises.
- The wash and shower rooms are inaccessible – at least one facility should be wheelchair accessible.
- No furniture is shown on plan but all spaces should be wheelchair accessible and 1:10 bed spaces should be wheelchair accessible.

External Consultees

8.7. Jeremy Corbyn:

I am writing to express my support of the planning application submitted by the homeless organisation Shelter from the Storm (SFTS).

As you may be aware SFTS provide an excellent service to some of our more vulnerable Islington residents by offering emergency night shelter accommodation and a range of holistic support to address the complex needs many homeless people experience.

I recently visited SFTS to see first-hand the work that they do and I was very impressed by the service they offer. Upon speaking to staff and service users it was very evident that the shelter was a safe haven for those residing there and that without the service their only option would be to face the harsh reality of having to survive rough sleeping on the streets of London.

Shelia Scott, Founder and Director of SFTS, is very committed to helping this very vulnerable group and has developed a service that understands the complexities of being homeless and has tailored the support in such a way that addresses those needs. The team provide advice and assistance around accommodation, counselling, benefits and accessing employment.

I have no doubt in SFTS being able to deliver the proposed service highlighted in their planning application. If this proposal were to go ahead it has the potential to create a more attractive environment and provide more day time activity to the people, they are committed to helping.

The demographic of London is changing rapidly and we are seeing a forever widening gap between the rich and the poor. Sadly, this results in the creation of many social problems and hardship for our more vulnerable constituents. It is imperative that services like SFTS are available for individuals to access. Due to the current housing crisis Islington Council is not in a position to offer accommodation to all who have an identified housing need which indicates a further reason for ensuring such a vital service and working partner is not lost.

I am also strongly in favour of the proposed community café which is a great opportunity for building a stronger community feel within the area.

8.8. Cllr K Comer-Schwartz:

I am writing in support of Shelter from the Storm's planning application. As Executive Member responsible for the Voluntary sector in Islington, I have had the pleasure of visiting their current shelter. I was highly impressed by the comprehensive service they provide to those that use their services. They provide emotional, health, employment and housing support. As well as practical support such as food, washing facilities and a safe place to sleep. They do all this whilst also creating a very calm and caring environment.

Whilst I understand local residents might have concerns about noise and anti-social behaviour from the shelter, from what I have observed on my visit this is unlikely to be the case. They have clear processes and procedures, especially around entering and exiting the shelter. They also have a clear threshold on the level of need that they are able to accommodate.

A community facility as part of the application, clearly states Shelter from the Storm's intention to be a helpful and contributing neighbour. I feel this will enhance the great community offer in Hillrise.

Housing and homelessness are key challenges in the borough, I know the council is doing all it can to tackle these issues. However, losing a brilliant charity like Shelter from Storm in Islington would be a regressive act against our priorities.

8.9. Cllr Marian Spall:

I will agree with Kaya that we need to look at how we can deal with homelessness in Islington however I visited your current site the other day (I was passing) and you have a lovely site which by all means look perfect for your activities.

However, I also saw at least 20 people sitting out side on the benches playing fairly loud music and chatting fairly loudly which would not be able to happen slap bang in the middle of Elthorne Estate and may cause considerable Anti Social Behaviour. In addition to that I feel that relocating your shelter to the middle of Elthorne Estate is the wrong move, the history of that particular part of there Estate is a long uphill struggle with ASB, drugs, gangs and drunkenness which to be honest is still ongoing in pockets. This is just simply the wrong location your shelter.

The residents have suffered many many years of crime and ASB in that area and indeed bringing the Shelter to the middle of the Estate will just add to this, As you are aware not everyone gets in to your Shelter those who are turned away are then left to sleep on the Estate in the local park (facing) in the bin chambers and to cause ASB with no recourse to you as you've turned them away. But have been the magnet for them to come to Estate in the 1st place.

I would like this registered as an objection to planning application as I feel this site is not suitable for the Shelter and that they have a far better site where they currently are situated maybe the council and SFTS should seek a venue which not slap bang in the middle of the 2nd largest council estates in Islington.

8.10. Metropolitan Police:

The applicant and met police have engaged in meetings prior to the submission of these comments. The application has addressed concerns raised by the met police about the physical security of the building. I believe that if they continue with the project they will still maintain contact and use the services of the DOCO. I would certainly encourage this and will be more than happy to help out with advice in any way I can. The Elthorn Estate is experiencing a regeneration programme with the addition of residential units and new community centre. This will increase the footfall in the area so the change in use for a café and small shop would benefit the local community. I still have no objections to the application.

8.11. London Fire Brigade:

The Brigade will be satisfied the application meeting the access requirements of Approved Document B5 of the Building Regulations.

9. RELEVANT POLICIES

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

National Guidance

9.1. The National Planning Policy Framework 2018 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations.

9.2. The NPPF (2018) clearly outlines, within its Social Objective (paragraph 8), *'that development should support strong, vibrant and healthy communities, by ensuring that... accessible services that reflect current and future needs and support communities' health, social and cultural well-being*. Further to this paragraph 91 stipulates that *'decisions should aim to achieve healthy, inclusive and safe places which promote..:*

a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, .and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through... high quality public space, which encourage the active and continual use of public areas.

9.3. Paragraph 92 of the NPPF seeks to ensure that social, recreational and cultural facilities and services the community needs are provided. It identifies the following as key considerations in planning decisions;

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places....) and other local services to enhance the sustainability of communities and residential environments;

b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

9.4. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals, specifically the paragraphs mentioned above.

RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS & POLICIES

9.5. Islington Council (Planning Sub-Committee A), in determining the planning application has the following main statutory duties to perform:

- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
- To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
- As the development affects the setting of listed buildings, Islington Council (Planning Committee) is required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990) and;
- As the development is within or adjacent to a conservation area(s), the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).

9.6 National Planning Policy Framework (NPPF) (2018): Paragraph 11 states: "at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: approving development proposals that accord with the development plan without delay.

9.7 At paragraph 8 the NPPF (2018) states: "that sustainable development has an economic, social and environmental role".

9.8 The updated National Planning Policy Framework 2018 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The

NPPF is a material consideration and has been taken into account as part of the assessment of these proposals. Since March 2014 Planning Practice Guidance for England has been published online.

9.9 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.

9.10 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:

- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
- Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.

9.7 Members of the Planning Sub-Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

9.8 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty *inter alia* when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

Development Plan

9.10 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

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

- Land use
- Quality of Accommodation
- Design
- Neighbouring Amenity
- Other issues

Land use

10.2. The application site currently comprises a large A1 retail unit, which was most recently trading as a Nisa convenience store, but has been vacant for several months. The premises is currently on the market for lease but remains vacant at this time.

10.3. Information has been supplied in support of this application to justify the reduction in floor space from the current size of retail unit, approx 370m², to approx 40m². The justification includes the extant marketing details of the premises with Currell Estate Agents, detailed letter from Avery Real Estate and information contained within the supporting planning statement.

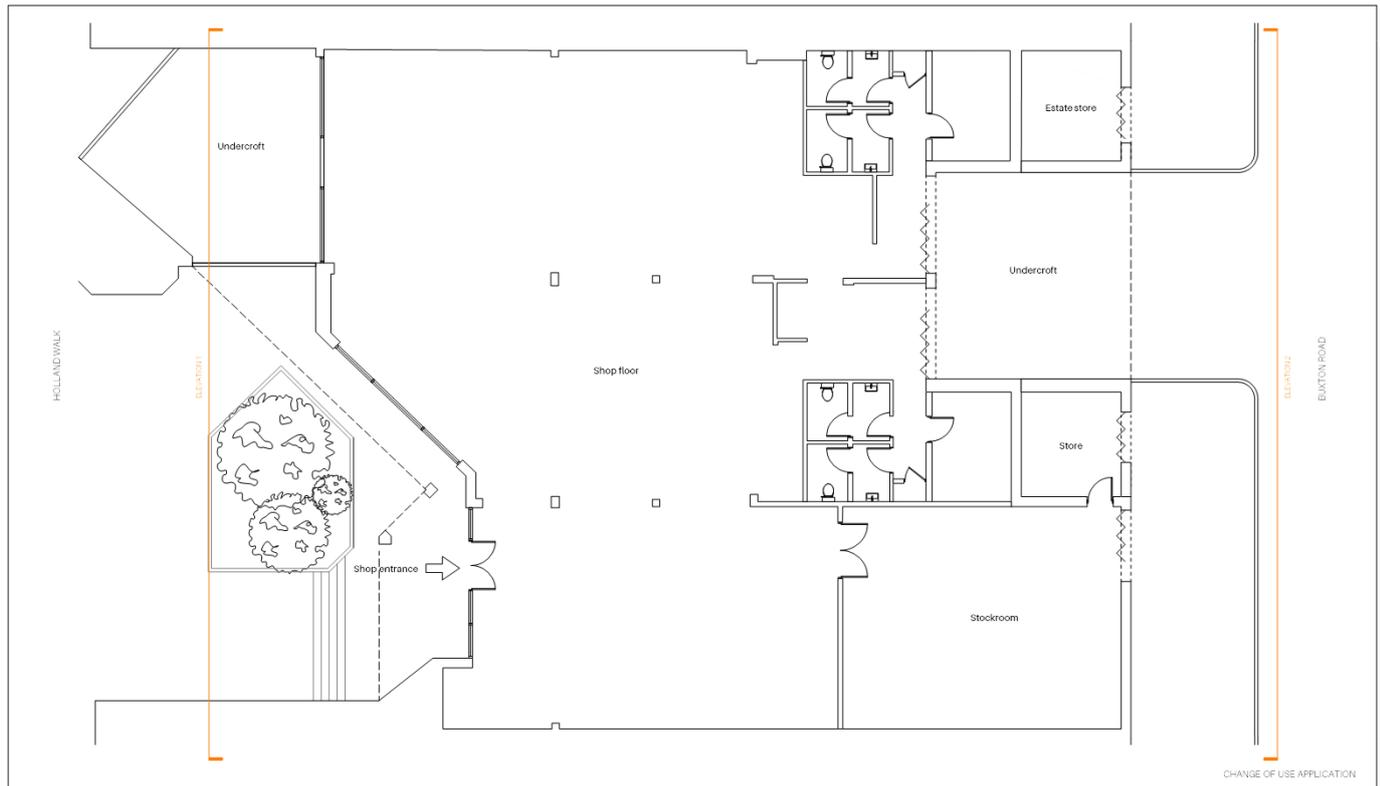


Image 5: Existing plan of the current shop space, entrances and fenestration

10.4. As stated within the development plan local shops and services located outside of defined town centre or local shopping areas can be of significant value to local communities and provide essential day-to-day necessities within dispersed locations.

10.5. Policy DM4.7 of the adopted Development Management Policies (2013) details that the retention of dispersed shops outside of defined town centres and local shopping areas are to be retained unless sufficient evidence can be provided to justify their loss.

- 10.6. The letter dated 16th May 2018 from Avery Real Estate, who have managed the application site since 2008, details the history of the site with regard to its trading as a supermarket and respective tenants since 2014 when Avery Real Estate took possession of the property due to substantial rent arrears. They marketed the unit with Currell Commercial with only one expression of interest. Currell agreed terms to re-let the unit to another supermarket, Nisa Local, who refurbished the unit in July 2015. Avery Real Estate state that they immediately experienced rent arrears, with the tenant expressing that there was a lack of custom in the area with a too smaller catchment area to support such a large store, and competing supermarkets Sainsbury's & Tesco's in close proximity rendered the unit unviable. Avery Real Estate granted a 6 month rent concession, but the vendor was still unable to keep up with their obligations. After one year of no rental payments Avery Real Estate was forced to take possession of the unit. Avery have been re-marketing the unit since September 2017 with no interest.
- 10.7. Avery Real Estate conclude that the existing size of the unit is unviable for this secondary location and not commercially viable as there is not enough trade to sustain a large supermarket, and that a smaller retail unit would be more viable within this location.
- 10.8. A supporting letter from Currell has been submitted during the course of the application to corroborate the letter from Avery Real Estate and confirms Currell as the marketing agents for the property since November 2014. Currell marketed the property in November 2014 and despite heavy marketing had no interest due to the size of the unit being considered too large for a viable shop in this location. In July 2015 Nisa supermarket was interested and the unit was let to them. Nisa then informed Currell that the current tenant was in rent arrears and would likely need to vacate due to lack of passing trade to sustain an adequate business. Currell therefore commenced marketing again in September 2017, contacting larger operators (such as Tesco, Sainsbury's, Budgen's) but the location was not high profile enough and their due diligence revealed that the catchment trade was not sufficient to sustain a new store. Since marketing there has been two expressions of interest one from a supermarket and one from a gym. The supermarket stated they only needed a premises of less than half the size and the gym, after consideration, decided that catchment area was not sufficient for its business.
- 10.9. The supporting letter details the full particulars of the marketing taken to date. The feedback Currell have received favours a significantly small corner/newsagent type shop, this is therefore the advice of the letting agent based on the history of the site since 2014 to provide a much smaller unit.

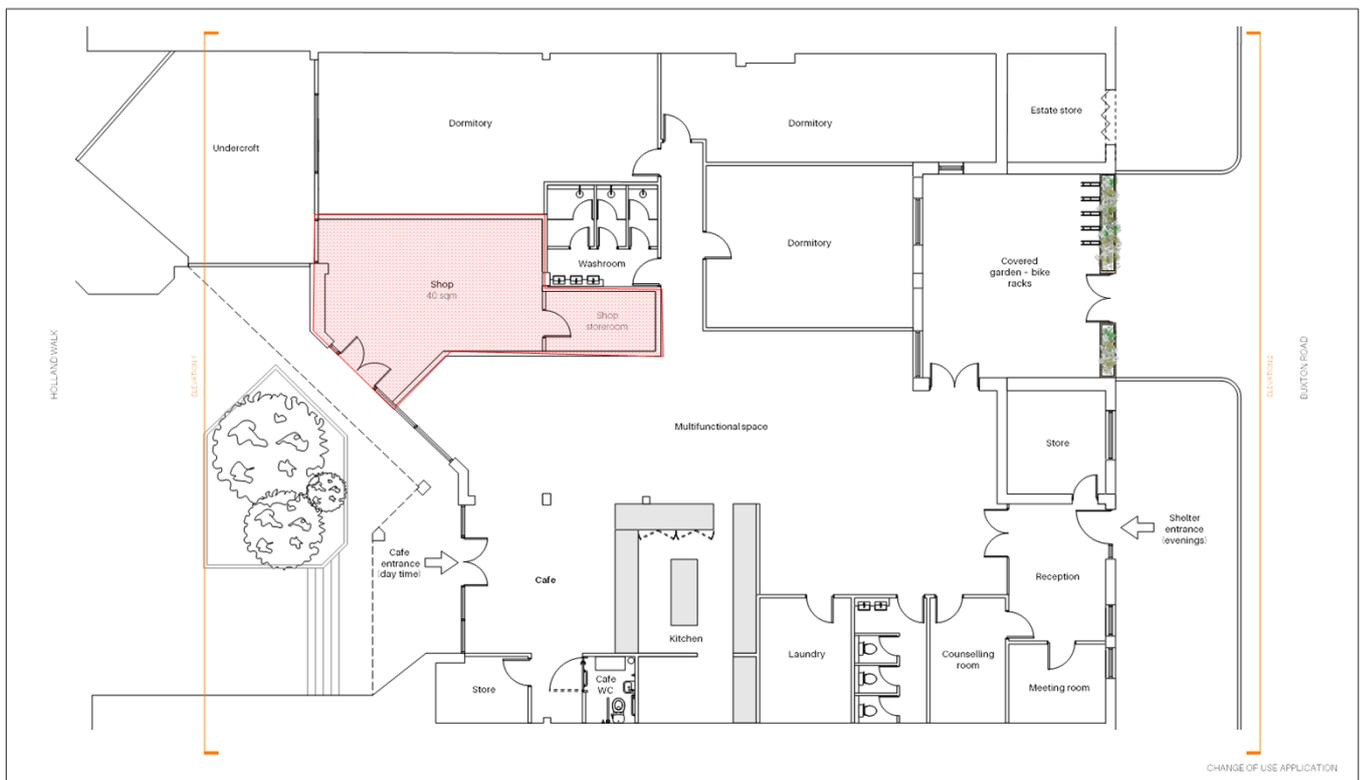


Image 6: Proposed plan of the new shop space, shaded in red.

- 10.10. The proposed scheme seeks to retain a smaller portion of retail (A1) space independent of the main community café and shelter premises. It is considered that a smaller size of unit is more viable in this location and will still provide the essential day-to-day necessities to local residents. It is also considered that there are a range of other convenience stores within close proximity to the site, including a Sainsbury's which is 0.3 miles away, a Tesco which is 0.6 miles away. The site is also sited 0.4 miles away from Archway Town Centre and 0.2 miles away from Hornsey Road which both provide a wide range of stores and services. The applicant has advised that there is significant interest in the smaller retail unit for a number of convenience store vendors. The shop would run separate to the mixed use community café and night shelter and would not be operated by Shelter from the Storm.
- 10.11. The information submitted to justify that a large retail unit in this location is commercially unviable is accepted, whilst it has not been strictly vacant for 2 years it is clear that continuously for 4 years the premises has been incapable of generating a sufficient income to sustain the size of the unit. It is clear that there has been no interest in the last year from the current marketing efforts to let the store in its current state, and, that there is no realistic prospect of it being used in its current form within the foreseeable future.
- 10.12. It is therefore considered that the proposed scheme will not cause the loss of a valuable service to the community, but will instead provide a more appropriately sized retail unit (A1) which is commercially more viable and will still provide day-to-day necessities which are desirable outside of town and local shopping centres. As such, policy DM4.7 is considered satisfied and there is no objection to the reduced size of a retail unit in this location.
- 10.13. Furthermore, the proposed retail unit will provide an active frontage to the street along Holland Walk which adds to the overall active use and natural surveillance of the part of the estate. The shop is proposed to have opening hours of 7am – 11pm, 7 days a week, which would provide a convenient community facility but also late night surveillance of a pedestrianised area and lead to the reduction in the fear of crime through increased activity in this area.
- 10.14. Policy DM4.1 seeks to maintain and promote small and independent shops, the current shop is not considered a small shop as it is in excess of 80m², as identified as the maximum threshold (paragraph 4.10 DMP). The proposed shop would satisfy the policy and be considered to provide a suitable space for small independent retailers.
- 10.15. It is also considered that the proposed use of the current retail space as a community café and a homeless shelter will provide social infrastructure which is to the advantage of the local community, it will provide an active frontage which will provide an increase in safety to the public realm of the immediate area and it will provide a wider resource to the homeless community and need of Islington and London. Therefore, the public benefit of the scheme has been taken into account in taking a balanced view on the available marketing evidence and the proposed acceptability of the change of use.
- 10.16. It is therefore concluded that the proposed reduction in A1 floor space within this particular location is justified and acceptable in regard to policy DM4.1 and DM4.7 of the Development Management Policies and the adopted Development Plan.

Provision of Homeless Shelter & Community Café (Mixed use)

- 10.17. The proposed scheme, notwithstanding the re-provision of the shop, seeks to implement a mixed use scheme comprising a community café and multifunctional space and a night shelter. The community café and the night shelter will operate at different hours of the day, therefore the two uses will not conflict and the space used independently by each user group at one given time.

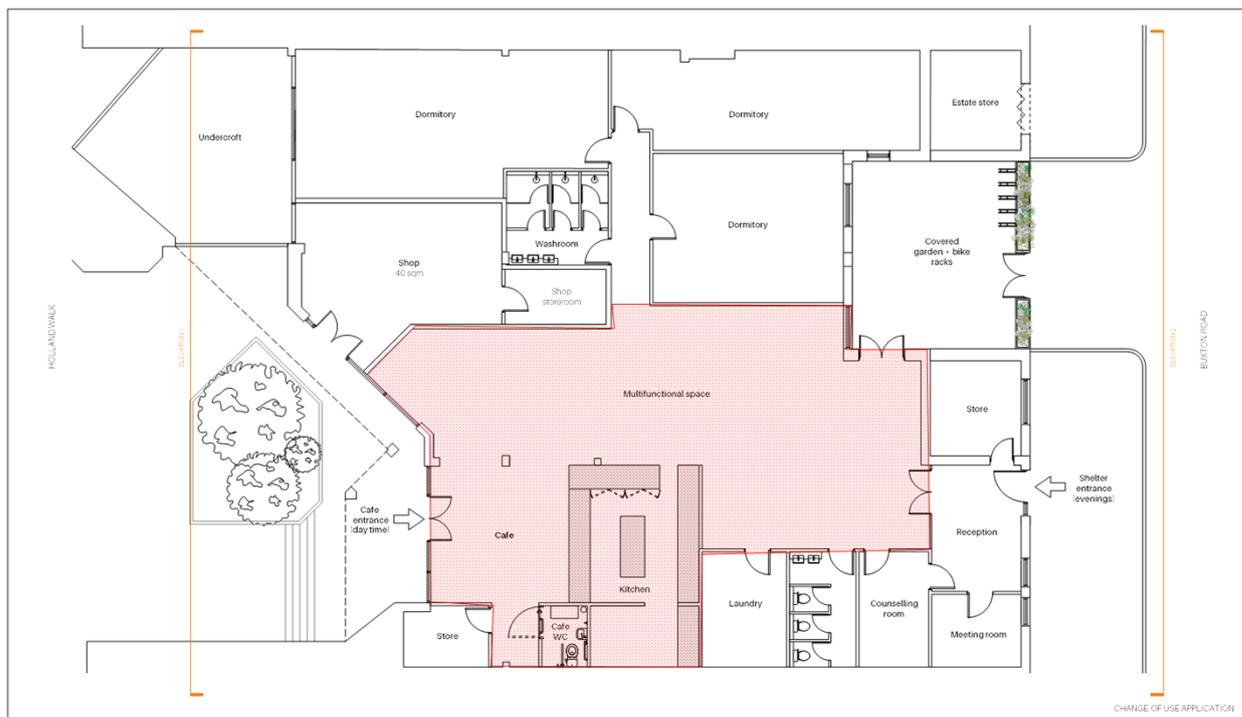


Image 7: Proposed plan of the new community café and multifunctional space, shaded in red.

- 10.18. The community café will have an entrance from Holland Walk adjacent to the shop entrance, this will lead into the café space where there will be a serving area and seating, and then, in an open plan arrangement, lead through to the multifunctional space which will have computers, seating, and workshop space. Within the application submission it is detailed that the computers will be available for use by the community, that free workshops will be available and the space will be available for the community to access during café opening hours.
- 10.19. The opening hours of the café are intended to be from 9am until 5pm Monday-Sunday, excluding religious holidays, as set out in the operational management plan, which will be conditioned if the committee resolve to permit this application.
- 10.20. The proposed night shelter will have an entrance off of Buxton Road which will lead into a reception area only associated with the night shelter. The guests will only be able to enter the night shelter from 6pm until 7.30pm via this entrance, the main entrance to the café will be locked when the café shuts. The guests will also be required to leave the shelter prior to 8am, also via the Buxton Road entrance.
- 10.21. The guests, during shelter operating times, have access to the multifunctional space, counselling rooms, washing facilities, the covered outside space and the dormitories. When the night shelter guests use the building no members of the public, other than designated staff and volunteers, will access the building. Once a guest has been admitted into the shelter they are not permitted to leave the premises until 6am the next morning in line with SFTSs entrance policy and the operational management plan.
- 10.22. CCTV will be installed to cover all entrances, outside areas, communal areas and fire exits to ensure the safe running of the shelter, its guests and the public.
- 10.23. There will be no smoking outside of the shelter, guests will be permitted to smoke within the outside covered garden from 6-9.30pm, after which a maximum of two guests will be permitted to smoke at one time until 00:00am. The garden will then be closed until 7am when guests can then smoke until departure time at 8am.
- 10.24. From 9pm each evening the shelter will start to wind down and the shelter will be silent from 11pm, with all lights off other than emergency lighting. All guests must be in bed by 00:00am.

- 10.25. The location of the site is within the Elthorne Estate which is primarily a residential area with some ancillary and community uses spread throughout. The existing shop is commercial in use (A1) and holds a licence to sell alcohol and cigarettes. The site is not located within a primary or secondary retail frontage, nor a town or local centre.
- 10.26. The proposed scheme is not considered to fall within the remits of Policy DM3.8 (sheltered housing and care homes) as it is not considered to satisfy the test of paragraph 3.88, which states that the policy is only concerned with supported residential accommodation and care homes designed for older, disabled or other vulnerable people, falling within defined use classes C2 or C3. Whilst the night shelter does provide accommodation for vulnerable people it is not considered to fall within the typical use class of either C2 or C3 and is instead considered Sui Generis. The accommodation type is shared within minimal facilities shared amongst all guests, guests are not provided with specific or essential care nor are they provided with accommodation for a fixed or prolonged period.
- 10.27. Guests are also not charged for their stay or any other facilities or benefits during their stay, therefore the proposed use is not considered to fall under the classification of a hotel, hostel or visitor accommodation as referred to in Development Management Policies DM3.9 or DM4.11. The development is not considered to fall within what would be classed as a House in Multiple Occupation as defined by the government in 2010.
- 10.28. The guests of the shelter accommodation will be provided with a bunkbed, within a shared dormitory, with shared washing facilities. Their meals will be prepared for them and they will be provided with advice, support and counselling with no charge. The combination of these activities and the way in which they are provided does not allow for the development to fall within a definable use class for which either policy DM3.9 or DM4.11 are applicable. As such, the scheme must be assessed on its overall merit and primarily DM4.3.
- 10.29. However, it is clear that, notwithstanding paragraphs 10.26-10.28 of this report, the proposal would satisfy the two tests i & ii of part A, Policy DM3.8 in that the provision of the accommodation brought forward by the scheme is suitable for the intended user in terms of the standard of facilities, and level of support and management required by guests. Furthermore, the site is accessible by public transport, shops, services and community uses appropriate to the needs of the intended users.
- 10.30. Development Management Policy DM4.3 seeks to ensure that the location and concentration of uses do not cause harm to the character, function and amenity of an area or negatively impact the health and wellbeing of the boroughs residents.
- 10.31. In assessing the likely impacts of a proposal regard is given to the type of use, proposed hours of opening, size of the premises, servicing and deliveries, and measures to mitigate odours and noise from the premises.
- 10.32. The proposed mixed use of a community café and night shelter is not common place and therefore has to be considered carefully against this policy to ensure all points are addressed and balanced between the public benefit of the scheme and the potential impact upon the local amenity. Each point above is broken down for consideration below;
- 10.33. Type of use: The proposed unit will include a café and a night shelter. The café is considered acceptable in this location, its hours of operation and type of use will not compete with the residential nature of the area. A community café within this location will enhance the offering and diversify the availability of services and uses within the local area. The café will be open to the public and offer an accessible and inclusive benefit which will also provide additional resources to members of the local community. As such it is considered that a café in this location and operated in line with the submitted operational management plan is acceptable as it will be in the public interest and provide a use to the community which is not already well provisioned in this location.
- 10.34. The proposed night shelter is unique in its use, it does not function as a definable residential establishment, as set out within Section 3 of the Development Management Policies, nor does it function as either sheltered housing or a care home, a hotel, house in multiple occupation, or a hostel, as set out within Development Management Policies DM3.8 & DM3.9. The use is not considered to fall within the remits of paragraph 4.22 as an adult orientated use, but could be considered to be a sensitive community facility. The intended type of use, as set out withing the operational management

plan, is considered acceptable within this location. The use of the building will be operated in a residential way in the sense that guests will remain within the building, with no comings or goings past 7.30pm, the use of the building will be to eat, relax and sleep as one would within a residential setting. The operational management plan sets out the defined times with regard to the structure of the night shelter timings. It is therefore considered that the operation of the shelter will be concurrent with the residential nature of the locality.

10.35. The surrounding uses are considered to not cause a cumulative detrimental impact to either the intended use of the night shelter, the functional use of existing premises such as the housing office, shop or community centre, or residential dwellings within. There are no other competing or similar uses within the immediate vicinity of the site. It has been raised that there are currently two hostels which operate within close proximity to the application site which support vulnerable individuals. To the best knowledge of the Council and based on the evidence available, it is considered that there are not any premises which provide the identical type of care and accommodation within 500m of the site which would be considered to create an unacceptable cumulative impact to the amenity of the surrounding area. Once again it is important to note that the Metropolitan Police who work in the local community and are familiar with any crime issue and perceptions in the area raise no objections to the proposed development.

10.36. Hours of opening: The hours of opening of the shop and café are considered to be acceptable and in line with what would be considered appropriate for these uses within a residential area such as the application site.

10.37. The hours of operation of the night shelter are set out as follows –

- 5pm: Volunteer entry to premises.
- 6pm-7.30pm: Guests permitted to enter the shelter.
- 7.30 pm-9pm : Guests cannot be permitted entry nor leave.
- 7.30pm: Guests are not permitted to leave the shelter.
- 7.30pm-9pm: Guests will be able to eat and socialise/relax.
- 9pm: The shelter winds down.
- 11pm: All lights out and guests in bed.
- 7am: Shelter begins to wake up and serve breakfast.
- 8am (9am on Sundays): guests are required to vacate the premises.
- 8.30am (9.30 on Sundays): Volunteers leave premises.

10.38. The operational hours of the shelter are considered to not compete with the residential nature of the surrounding dwellings. There will be no coming or going of guests past 7.30pm which will eliminate the noise outside of the shelter and will ensure that there are no late night disturbances of guests entering or exiting the premises. All guests are referred and the shelter is aware of who are expected each evening and the guests are made aware of the strict entrance policy and times. As such, it is considered that the operational times of the shelter and the strict policy the application has defined surrounding this will mitigate the potential for an unacceptable operating time/opening hours. Therefore, this part of policy DM4.3 is satisfied.

- 10.39. Operation and servicing: The operation of the shop will be independent of the night shelter/café. It is intended to be operated by an independent retailer as a small convenience/corner shop. The shop will be use class A1 and conditions attached that prior to occupation details surrounding the servicing and delivery of the shop are submitted to and approved by, in writing, by the Local Planning Authority. A condition will also be attached to restrict the flexible use or permitted change of use from an A1 use class in this location to ensure that a balance of uses are maintained in this location to serve the local community.
- 10.40. The operation of the community café is to be undertaken by Shelter from the Storm with the main focus to provide the services and spaces associated with the shelter, such as computers, social space, food & beverages and other ancillary facilities, to members of the community during day time hours when the shelter does not function as a shelter. The main functions of the residential aspect of the shelter will be sectioned off and secured during the day and the space will function as if it was not a night shelter. Revised plans have been submitted to further section off the dormitories from the multifunction space with a singular door to ensure that there is no visual or physical connection between the two spaces when the building is functioning as a café. It is considered that the shelter and the café will operate as separate entities during their defined opening times. The guests of the shelter are required to make a meaningful use of their time and are directed towards libraries, day centres, employment and colleges outside of shelter hours. The referral agencies continue to work with the guests and SFTS to help the guests integrate back into society and resolve their homelessness. All guests will be asked to vacate the local neighbourhood during the day and if they are found to not abide this then they will not be given the support they require and will be asked to leave Shelter from the Storm.
- 10.41. The primary café entrance will be located off of Holland Walk. There is no detailed service and delivery plan associated with the café as part of this application. It is considered that the operation of a café in this location is acceptable and would not cause an unacceptable impact upon the current amenity of the area or nearby residents. If the committee resolve to permit this application a condition will be attached to require, prior to the first occupation, a service and delivery plan is submitted to, and approved in writing by, the Local Planning Authority.
- 10.42. Noise: It is considered that the proposed site at Holland Walk is within a more residential context and therefore the supporting evidence submitted alongside the application has been fully taken into account and assessed. The 'Operational Management Plan' (OMP) details how the site will be managed and run. The OMP sets out the hours of operation for the shop, café and night shelter, how guests will enter and exit the shelter.
- 10.43. A noise impact assessment has been submitted in support of this application, which has been assessed by the Councils Noise and Pollution Officer.
- 10.44. As set out in paragraph 10.37 of this report the shelter will operate to a strict timetable to ensure that noise is kept to an appropriate level as to not cause nuisance or disturbance to neighbouring properties.
- 10.45. Further to this the OMP sets out the controlled use of the outdoor area. In accordance with the OMP. A maximum of five guests will be allowed to use the outside area to smoke between 6pm – 9.30pm and 7am – 8am. From 9.30pm until midnight a maximum of two guests will be allowed in the outside area (the undercroft on Buxton Road), and from midnight until 7am the outside area will be closed to guests. The outside area will be monitored by volunteers at all times.
- 10.46. Based on this Management Plan, the Noise Impact Assessment conducted by RBA Acoustics highlighted that the proposed scheme will have minimal noise impact on the surrounding area. The Council's Noise and pollution officer is satisfied that the operational management plan addresses and mitigates the potential for adverse impacts in regard to or noise nuisance to the surrounding properties. They advise that the operation of the building is conditioned to conform to the strict procedures and timings as set out in the OMP. As such a compliance condition will be attached if the committee is resolved to permit this application.

- 10.47. Therefore, it is considered that the proposed scheme satisfies Development Management Policy DM4.3 in assessing the potential impact of the mixed use scheme in relation to the likely impact caused to the amenity of, or the cumulative negative impact, to the surrounding area, subject to relevant conditions.
- 10.48. Development Management Policy DM4.12 sets out the development parameters surrounding, and provision of, social and strategic infrastructure and cultural facilities within Islington.
- 10.49. It is not within the remits of the policy in application to this scheme to protect the existing shelter from the storm site, however it should be noted that this is not a speculative application, the intended use of the proposed site is already in active use elsewhere in the borough with proven need, management and benefit overall. The charity has been running for 11 years and within its existing location within Islington for 8 years. The shelter is extremely well used and provides a clear social benefit to the community of Islington, and London. Therefore, the loss of such a valuable community resource should be resisted and re-provision should be viewed as a significant benefit to the public.
- 10.50. The provision of a community café within an area such as the Elthorne Estate is considered appropriate and accord with policy DM4.12-part B in providing new social infrastructure and facilities as part of a mixed use development, enhancing the existing offering within the estate and wider community. The café would be supported by the 'Shelter from the Storm' and provide facilities and services to the community in line with social infrastructure definitions by virtue of paragraph 4.62 of the Development Management Policies.
- 10.51. Policy DM4.12 sets out that new social infrastructure and cultural facilities must:
- i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;
- 10.52. The proposed development site is located within an extremely accessible location. It is located within walking distance of both Upper Holloway and Archway station, and bus stops on both Holloway Road and Hornsey Road. The site is accessed to the rear off Buxton Road by car and is pedestrianised to the front along Holland Walk. The site is extremely accessible by bike and foot.
- ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;
- 10.53. The proposed development is in line with Islington's inclusive design policy, and provides for safe and accessible use of the building by all intended occupants and the wider community. The space will be flexible in its use, especially within the identified multifunctional area.
- iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and
- 10.54. The proposed shared spaces are flexible and would contribute to providing a range of activities and services, including accommodation for Islington's active voluntary and community sector, meetings or events, which add to its diversity and interest. As such, the space is considered to make a significant contribution to the mental and physical health and wellbeing, sense of place and community learning and education of the area.
- iv) complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.
- 10.55. The proposed use, as assessed within paragraphs 9.33-9.36 of this report, is not considered to cause adverse impact to surrounding uses nor is it considered to compromise the amenity of the area. Furthermore, the proposed community café is considered to compliment the residential estate and provide a daytime active presence within the area for the use of the community. The night shelter would provide a valuable community resource both Borough, and London, wide. The Shelter has a proven track record of operating peacefully and efficiently within its current location for 8 years without compromising the amenity and character of the locality. It is considered that the inclusion of the shelter within a residential area is of significant benefit to the guests as it will foster a more inclusive atmosphere to normal everyday life.

- 10.56. It is therefore considered, for the reasons outlined in response to the relevant parts of policy DM4.12, that the proposed scheme is of significant benefit to the local and wider community of the immediate area, the wider needs of the Borough and to London. The loss of the existing helter service would be detrimental to vulnerable members of the community. The mixed use proposal will be of significant public benefit and provide and re-provide social infrastructure within Islington.
- 10.57. London Plan Policy 3.16 'Protection and enhancement of social infrastructure' further reinforces this stance by stipulating that.. *'London requires additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population'*.
- 10.58. The policy goes on to state that development proposals which provide high quality social infrastructure will be supported and proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted.
- 10.59. Policy 3.16 of the London plan goes on to state that existing or new developments should, wherever possible, extend the use of facilities to serve the wider community. Shared and extended use of facilities, including those of commercial and community-based organisations can help ensure the effective use of resources and land, encourage joined-up and coherent service delivery and shared maintenance and management costs. It can also help minimise travel distances for users and encourage community participation and inclusion. Multi-use community centres that provide flexible and accessible spaces adaptable to communities' needs should be encouraged.
- 10.60. It is considered that the proposed use is in general conformity with policy 3.16 of the London Plan by providing social infrastructure which has an extended flexible use and would provide an invaluable service to Londoners.
- 10.61. In conclusion, for the reasons outlined in this report, the proposed change of use in regard to the principal of the mixture of uses as a shop (A1), community café (A3) and night shelter (Sui Generis) at the site on Holland Walk is considered acceptable and complies well or satisfies policies CS8 of the Core Strategy, DM3.8, DM4.3, DM4.7, and DM4.12 of the Development Management Policies, and policy 3.16 of the London Plan.

Quality of Accommodation

- 10.62. The London Plan 2016 sets out minimum overall residential size space standards (policy 3.5, Table 3.3). The council also sets out minimum housing standards for all new housing developments, including sheltered housing in policy DM3.4 of the Development Management Policies, with regard to size, shape and layout of rooms, aspect, outlook, noise, ventilation, privacy, light and circulation.
- 10.63. The proposed use does not fall within a defined use class or specific policy, however, it is still considered that an element of dwelling standard is appropriate to apply in order to safeguard the inhabitants of the shelter. The proposed scheme reflects the layout of the current shelter in use by the charity and offers shared dormitory rooms for either males or females. Each dormitory will only be used during the evening and night time hours and the larger communal spaces will be the primary focus of facilities and socialising/eating. The main communal areas are large, dual aspect and provide adequate and accessible space for all users. Whilst the dorms do not offer dual aspect or meet minimum spaces standards, it is considered in this instance and due to the use and provision of communal space that on balance adequate space will be provided to satisfy policy DM3.4 in relation to the intended use.
- 10.64. Overall it is considered that the proposal would provide a good level of accommodation, suitable for use as a homeless shelter. The proposal is not directly relatable to policy 3.5 of the London Plan nor policy DM3.4 of the Development Management Policies 2013, however policy DM3.4 has been applied in sufficient weight to ensure the proposed scheme delivers an adequate level of housing standard.

Visual Amenity

- 10.65. Policy CS9 of Islington's Core Strategy (CS) 2011 and Policy DM2.1 of Islington's Development Management Policies 2013 accord with the National Planning Policy Framework (NPPF) in seeking to sustain and enhance Islington's built environment. Taken together, they seek to ensure that proposed development responds positively to existing buildings, the streetscape and the wider context, including local architecture and character, surrounding heritage assets, and locally distinctive patterns of development.
- 10.66. The proposal seeks to make minor amendments to the exterior of the existing premises.
- 10.67. These include the creation of a separated shop and café entrance to the principal elevation set back off of Holland Walk. The majority of this elevation will be glazed with two independent access doors for the shop and café respectively. An entrance door way is proposed within the rear elevation, onto Buxton Road, into the reception area of the night shelter. This is a single door and will replace an existing service entrance door to the rear of the existing commercial unit.
- 10.68. There will be no new openings formed within the principal elevation. The existing advertisements will be removed and glazing reinstated. Advertisements concerned with the proposed community café and the retail unit do not form part of this application and will be subject to subsequent applications for determination by the council.
- 10.69. The proposal seeks to install 5 no. new windows within the existing openings along the rear elevation (along Buxton Road). The windows will serve secondary function rooms including an office and a store. The windows to the rear element set back from Buxton Road under the existing undercroft will be obscured from public views by the enclosure of the covered garden to the rear.
- 10.70. The proposed windows are to match the existing glazing within the ground floor unit and be double glazed aluminium framed.
- 10.71. The proposed works are not considered to cause a detrimental impact to the character of the host building, streetscene or wider locality due to their minor nature and location.
- 10.72. The proposal is considered to be consistent with the aims of Council's policies on design and accord with policies 7.6 (Character) of the London Plan 2016, CS8 (Enhancing Islington's Character) of the Core Strategy 2011, Development Management Policies DM2.1 (Design), and the Islington Urban Design Guide 2017.

Residential Amenity

- 10.73. A number of concerns has been raised by neighbouring occupiers regarding the impact of the proposed use on neighbouring amenity, primarily relating to noise and safety. These relate to operational elements of the homeless shelter including access, use, noise and safety.
- 10.74. Policy DM2.1 of the Development Management Policies 2013 states that development should not have an adverse impact on neighbouring amenity in terms of noise, overshadowing, overlooking, privacy, direct sunlight and day light, over-dominance, sense of enclosure and outlook.
- 10.75. There are no openings within either side elevation of the host building, nor are there any windows which overlook public areas from the proposed dormitories. The proposed windows to the rear are of a sufficient distance to neighbouring properties to alleviant the potential for a loss of privacy or overlooking.
- 10.76. The proposed use of a new door situated along Buxton Road is not considered to cause an increase in noise or disturbance from its use above and beyond that of the existing service entrances which currently occupy the rear elevation along Buxton Road. The proposed door will only be in operation between restricted hours which fall within appropriate day time hours that would not cause undue noise or disturbance to residential dwellings.

- 10.77. It is considered that the proposed night shelter will not cause a detrimental impact to the amenity of neighbouring properties, or the use of the park or other public spaces within the vicinity of the site. The guests of the night shelter will not be permitted to leave the shelter once admitted after 7.30pm and will therefore not occupy the park during this time. The rules of the shelter are explicit in their respect for the local area and when guests are not at the shelter they are within work, or seeking work, or in further education.
- 10.78. It is identified by SFTS that all guests are only accepted to the shelter via a referral from a professional agency such as the Council or a local homeless organisation, and are only accepted if they are deemed low risk with low-medium support needs. SFTS does not work with high or medium risk people as set out within the supporting statements and evidence to this application. Upon arrival to the shelter each guest is again assessed by the Senior Caseworker to ensure they meet these low risk criteria. If someone has a particular vulnerability (such as physical or mental) then they would not be referred to SFTS initially. Guests which are not referred but find the shelter are directed to the relevant services or to the local authority to find alternative help or shelter.
- 10.79. A number of comments submitted by the public raise the concern of an increase in crime within the area, as a result of the proposal especially in regard to the increase in drug and alcohol related crime.
- 10.80. The application has been supported by the Designing Out Crime Officer, who has stated that the location of the reception and smoking area along Buxton Road “will create natural surveillance” and “have a positive effect on reducing anti-social behaviour”. They have commented that people will be “less likely to loiter or commit crime if they feel they are being observed”. They have also noted that the extra lighting coming from the building will add to any public lighting present. Overall, they state that “the level of activity that the community café, shop and shelter will bring to the area will be appropriate and have a positive impact on the local area”.
- 10.81. Further, active use of the site is likely to result in a reduction in anti-social behaviour within the area, due to the CCTV monitoring and consistent observation throughout the day and night. This is also likely to reduce the fear of crime along Holland Walk which currently benefits from little natural surveillance during evening and night time hours due to it being pedestrianised.
- 10.82. The night shelter is completely dry, meaning that no alcohol or drugs are permitted and no one is admitted if they are under the influence of drugs or alcohol. Admittance to the night shelter is done on a referral basis only and no drop-in services or walk ins are permitted whatsoever. This means that every person that uses the service is already known to the charity and has been vetted to ensure the safety of other guests, staff and the community.
- 10.83. This is considered, in line with the DM2.2 of the Development Management Policies and the London Plan Policy 7.3, to create a safer, more secure and appropriately accessible environment where crime and disorder, and the fear of crime does not undermine quality of life and provide safe enjoyable environments.
- 10.84. Comments have been received which express concern that further resources, including emergency services and police, will be required to ensure the safe function of the shelter and the estate. Shelter from the storm has submitted transparent information regarding the type and number of emergency services call outs it has been responsible for over the past year. The council consider that on balance the number and type of emergency call outs associated with the shelter do not raise concern that undue strain will be placed on the existing local resources and the safe operation of the estate as such.
- 10.85. The potential impact regarding the proposed development and the increase in noise has been addressed in paragraphs 10.42-10.47 of this report and for the reasons outlined in those paragraphs there will not be a detrimental impact caused to the residential amenity of neighbouring properties as a result of the proposed scheme, therefore the proposal accords with policy DM2.1 of the Development Management Policies.

- 10.86. A number of comments have been received in regard to the potential for pollution caused by the smoking of guests within the covered garden area. It is considered that the covered garden will only be used for the enjoyment of guests, which include that ability so smoke, during restricted times. There is a restriction to the number of guests who are able to use the smoking area at one time, which reduces to two guests later into the evening. It is considered that the minimal number of guests smoking at one time, distance of the smoking area from nearby dwellings and the covered nature of the area is sufficient to mitigate the potential for a detrimental level of smoke to be experienced by nearby properties or public areas of space. The operational management plan, including the smoking and outside space use times and policies, will be condition as part of the application and the shelter will be bound to follow this at all times of operation.
- 10.87. The proposed night shelter will allow guests to enter and leave the establishment between 7-8am and 6-7.30pm. Concerns have been raised that this will clash with local school drop off and pick up times and that this would cause safety concerns and compromise community services. The shelter operates a strict entrance policy and guests are to abide by this, the individuals that use this particular facility are referred and considered low-risk individuals that have no substance or significant mental health issues. As such the risk by such individuals passing through the estate and nearby area to and from the shelter is not considered to increase the concern of safety above and beyond the general public use of the area which already exists. As such there is no genuine planning consideration to warrant the refusal of this application on this basis.
- 10.88. Therefore, due to the operational management control of hours, referrals and use of the outside space the proposal would not cause undue harm to the amenity of neighbouring residents, local community or visitors to the area. As such the proposal is considered to accord with policies DM2.1, DM2.2 of the Development Management Policies and Policies 7.3 and 7.6 of the London Plan.

Cycle Parking

- 10.89. In accordance with Development Management Policy DM8.4 and the London Plan policy 6.9, the proposed development should provide the following;
- i) The shop is less than 100m² and therefore is not required to provide cycle parking;
 - ii) The café (approx. 170m²) is to provide 1 no. long stay parking space and 4 no. short stay spaces.
 - iii) The night shelter (approx. 370m²) is to provide 1 no. long stay space and 3 no. short stay spaces.
- 10.90. Currently the proposal provides 5 spaces within the covered garden to the rear of the site. This is considered acceptable and in line with the requirements of the London Plan. A condition will be attached to ensure the cycle parking, as shown on the plan, is implemented and retained thereafter for the safe and secure storage of bicycles.

Refuse and Recycling

- 10.91. No details have been provided regarding a dedicated refuse store or refuse collection activities associated with either the shop, café or night shelter. Therefore, a condition has been included requiring details of proposed refuse and recycling to be submitted to and approved in writing by the LPA prior to the first use of the approved development. If the committee resolved to approve this application.

Fire Safety

- 10.92. The London Fire Brigade has considered this application and has no objection to the proposal in regard to fire safety subject to informative requesting compliance with all fire and building regulations.

Other Matters

- 10.93. Consultation: A number of objections and comments have been received in regard to the consultation of this application with residents and the public. The Local Planning Authority has run two rounds of consultation on the application, on the second occasion extending the consultation lettered area substantially above and beyond the requirement as stated within the Councils' Statement of Community Involvement (2017). As site notice was displayed within the vicinity of the application site and a notice released within the local press. The application has been viewable on the public website since submission, including all plans and supporting evidence and information.
- 10.94. The consultation period has remained open for the duration of the application and comments received up to the date of this report have been reviewed and considered. The submitted petition has also been accepted and considered.
- 10.95. The applicant, 'Shelter from the storm' organised a community information event, this was not formally associated or advocated by the Local Planning Authority and officers were not required to be present.
- 10.96. The Local Planning Authority consider that the consultation and engagement with respect of this application with the local community is in conformity with local and statutory consultation engagement policies and procedures.
- 10.97. Other Locations: It has been suggested that there are alternative empty sites within the area that could be utilised by Shelter from The Storm (e.g. the job centre on Elthorne Road). Shelter from The Storm have detailed that they have spent a number of years investigating many sites and this is the most suitable site found, and, based on a number of factors they would not progress if did not feel it would not only work, but make a positive contribution to the community. Furthermore, it is considered that in this particular case a sequential test of more appropriate sites does not form a planning consideration nor is there policy to this effect. As such, the Council must base its decision upon the planning merits of the individual scheme and not speculate to the appropriateness of alternative sites.
- 10.98. Comments have been received regarding the inability of guests to locate the night shelter, and the complex nature of the estates paths and location. It is considered the as the guests are referred they will be given defined instructions on how to find the shelter and access the service. This will further alleviate the potential for uninvited guests to identify the shelter within this location.
- 10.99. The current site is no longer available for use by the shelter as the land owner has declined to extend their lease.
- 10.100. The proposed scheme is considered on its own merits and the other viable uses of the site are not considered to hold material weight in the assessment of this application. The use of the site to deliver other uses, such as housing, cannot be considered in the determination of this application.
- 10.101. The proposed community café will not replace or effect the running or redevelopment of the existing Elthorne Community Centre.
- 10.102. Operation: There have been a number of comments relating to the operation of the shelter not being associated with the local authority or there being no regulatory oversight. Shelter from the Storm have been operating the charity shelter for 11 years, they have a Housing Justice Quality Mark Accreditation of Excellent Practice Standard demonstrating how they are run and have set out a clear management plan. Charities are not obliged to work in correlation with the Council, and the operation of the charity is not a planning consideration which would hold weight in the determination of this application. The operational management plan is a material consideration, however, and will be implemented and enforced by condition to ensure the mixed use development is operated in line with it from the date of decision and indefinitely after.
- 10.103. Staff & Volunteers: As well as three full time members of staff (the CEO, General Manager, and Senior Caseworker), the charity has over 150 dedicated volunteers. The site will have 3 volunteers on site at all times during operating hours and one volunteer must be awake at all times during the overnight shift. At least one member of staff is on call 24/7 and is able to attend the shelter within 30 minutes. All staff will be fully trained in the following and must agree to all policies and procedures prior to commencing volunteering:

10.104.

- Safeguarding;
- Lone working;
- Shelter rules and regulations;
- Boundaries;
- Fire Safety;
- Kitchen Safety.

The Senior Caseworker is able to provide one to one support for each guest and creates a support plan for each individual, eventually supporting them into housing. In addition to this, an experienced qualified Counsellor attends the shelter each week and is available on the phone at all times to guests, staff or volunteers.

10.105. The maximum number of guests at the existing shelter is 42 and Holland Walk is proposed to sleep between 36 and 42 guests per night. The previous 11 years of experience suggest that the staffing levels are adequate to ensure a safe and pleasant environment.

11. SUMMARY AND CONCLUSION

Summary

- 11.1. Please refer to paragraphs at the start of this report for the overall summary of the application scheme.
- 11.2. The proposed development is considered to accord with the policies of the National Planning Policy Framework 2012, the London Plan 2016, the Islington Core Strategy 2011, the Development Management Policies 2013, and Supplementary Planning Documents and as such is recommended for approval subject to appropriate conditions.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

List of Conditions:

1	Commencement
	<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
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>180119-1100-Rev01, 180119-0000- Rev00, 180119-0100-Rev00,180119-0300-Rev00, 180119-0301-Rev00, 180119-1300-Rev00, 180119-1301-Rev00, Planning, Design & Access Statement (May 2018), Rebuttal 08/08/18, Acoustic Assessment Report (May 2018) Revision Number 1 reference 8699.RP01.AAR.1 & Operational Management Plan.</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	Operational Management Plan
	<p>CONDITON: The use hereby permitted shall be operated strictly in accordance with the Operational Management Plan and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To protect the amenity and safety of guests, staff, nearby residents and the local community; and to ensure the safe and acceptable operation of the mixed use development.</p>
4	No amalgamation / subdivision (Compliance)
	<p>CONDITION: The approved layout of the ground floor plan, including the division between the multifunctional space and the dormitories hereby approved shall be laid out / divided as shown on drawing 1801919-1100-01 and shall not be amalgamated or further subdivided.</p> <p>REASON: The consideration of the acceptability of the use of units was based on the proposed size of units as shown on the approved plans; the amalgamation or further subdivision of the units is likely to have operational, transportation, security and amenity implications, which should be the subject of consultation and a full planning application.</p>
5	A1 Retail Space Retained – with no flexible use or change of use (COMPLIANCE)
	<p>CONDITION: The A1 (Retail) floorspace permitted as part of this mixed use development shall be strictly limited to retail within Use Class A1 with no flexible use, or deemed change of use by virtue of the General Permitted Development Order 2016.</p> <p>REASON: To ensure that a retail unit is provided within an area of dispersed shopping offer for the conveyance of the local community to access day-to-day essentials in line with policies DM4.1 and DM4.7</p>
6	Cycle Parking Provision (Compliance)
	<p>CONDITION: The bicycle storage area hereby approved, which shall be covered, secure and provide for no less than 5 bicycle spaces shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p>

	REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.
7	Noise Control (Details)
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the proposed community café and night shelter use and adjacent residential uses shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing on site.</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>The sound insulation should be at least 5dB above the ADE standards for resi-resi separation.</p> <p>REASON: In the interest of protecting future residential amenity against undue noise and nuisance arising from non-residential uses.</p>
8	Hours of Operation (Compliance) A1- Shop
	<p>CONDITION: The ground floor A1 retail/shop unit hereby approved shall not operate outside the hours of:</p> <p>7am and 11pm Monday-Sunday.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
9	Hours of Operation (Compliance) A3 – Café
	<p>CONDITION: The ground floor A3 unit hereby approved shall not operate outside the hours of:</p> <p>9am – 5pm Monday to Saturday 10am – 5pm Sundays</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
10	Hours of Operation (Compliance) Night Shelter
	<p>CONDITION: The ground floor Night Shelter hereby approved shall operate within the following defined hours, as set out within the operational management plan:</p> <ul style="list-style-type: none"> - 5pm: Volunteer entry to premises - 6pm-7.30pm: Guests permitted to enter the shelter - 7.30pm Guests not permitted to leave the premises - 7.30pm-9pm: Guests will be able to eat and socialise/relax - 9pm: The shelter winds down - 11pm: All lights out and guests in bed. - 7am: Shelter begins to wake up and serve breakfast - 8am (9am on Sundays): guests are required to vacate the premises - 8.30am (9.30 on Sundays): Volunteers leave premises <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>

11	Waste Management Strategy (Details)
	<p>CONDITION: Details of the site-wide waste strategy for the development shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing onsite. The details shall include:</p> <p>a) the layout, design and appearance (shown in context) of the dedicated refuse / recycling enclosure(s);</p> <p>b) a waste management plan</p> <p>The development shall be carried out and operated strictly in accordance with the details and waste management strategy so approved. The physical enclosures shall be provided/erected prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
12	CCTV, Lighting and Security Lighting (Details)
	<p>CONDITON 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> <p>a) CCTV;</p> <p>b) general lighting; and/or</p> <p>c) security lighting</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill; cameras (detailing view paths); lamps and support structures.</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 any resulting general or security lighting and CCTV cameras are appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the building.</p>

List of Informatives:

1	Fire Safety
	Your attention is drawn to the requirements for the hereby approved change of use to adhere to relevant fire regulations and guidance for hostel uses.
2	Signs and Adverts
	Adverts and signage, if required, will require a separate planning permission which will need to be applied for an approved by the Local Planning Authority prior to being installed on site.
3	Flues and Extraction
	Flues and Extraction systems, if required, will require a separate planning permission which will need to be applied for an approved by the Local Planning Authority prior to being installed on site.

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 recently updated in 2018 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 2016, 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 2016 - Spatial Development Strategy for Greater London

- Policy 3.1 Ensuring equal life chances for all
- Policy 3.9 Mixed and balanced communities
- Policy 3.16 Protection and enhancement of social infrastructure
- Policy 3.17 Health and social care facilities
- Policy 4.8 Supporting a successful and diverse retail sector and related facilities and services
- Policy 6.9 Cycling
- Policy 7.1 Lifetime Neighbourhoods
- Policy 7.2 An inclusive environment
- Policy 7.3 Designing out crime
- Policy 7.4 Local character
- Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

B) Islington Core Strategy 2011

- Policy CS8 (Enhancing Islington's Character)
- Policy CS10 (Sustainable design)
- Policy CS11 (Waste)

C) Development Management Policies June 2013

- Policy DM2.1 Design
- Policy DM2.2 Inclusive Design
- Policy DM3.7 Noise and vibration
- Policy DM4.1 Maintaining and promoting small and independent shops
- Policy DM4.3 Location and concentration of uses
- Policy DM4.7 Dispersed shops
- Policy DM4.12 Social and strategic infrastructure and cultural facilities
- Policy DM8.4 Walking and cycling
- Policy DM8.6 Delivery and servicing for new development

3. **Designations**
Article 4 Direction A1-A2
4. **Supplementary Planning Guidance (SPG) / Document (SPD)**

The following SPGs and/or SPDs are relevant:

- Islington Local Development Plan**
- Urban Design Guide (2017)
- Street Services Refuse and Recycling Guidelines
- Islington Housing strategy 2014-2019
- London Plan and National guidance and legislation**
- Homeless Reduction Act 2017
- Housing Act 1996
- Mayor's Economic Development Strategy (EDS)
- Rough Sleeping Strategy (August 2018)