

SECTION '1' – Applications submitted by the London Borough of Bromley

Application No : 13/01055/FULL2

Ward:
Cray Valley West

Address : Belle Grove 100 Mickleham Road
Orpington BR5 2RJ

OS Grid Ref: E: 546380 N: 169326

Applicant : Housing Needs

Objections : YES

Description of Development:

Change of use from care home for the elderly (Class C2) to short term accommodation for the homeless (sui generis) with refuse store and car and cycle parking

Key designations:

Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds

Proposal

Planning permission is sought for the change of use of the existing building from a care home for the elderly (Class C2) to short term accommodation for the homeless (sui generis). A total of 38 units will be provided (23 one bedroom, 13 two bedroom and 2 three bedroom units), with shared/communal facilities. It is indicated that the accommodation will predominantly be occupied by families, providing short term temporary housing for periods of between 12 and 16 weeks. A member of staff will be on-site 24hrs a day to manage the facility.

A new bin store is proposed, which will (following receipt of revised plans on 13th May 2013) be positioned in front of the existing garage block which is located adjacent to the Goose Green Close site boundary. The bin store will measure approximately 4.8m by 2.45m and be constructed from 1.8m high hit and miss timber fencing.

The application is accompanied by a Planning, Design and Access Statement, which makes the following points in support of the proposed development:

- the Bellegrove care home for the elderly has been disused since August 2012, being no longer suitable for use as a care home as the standard of accommodation and access do not meet modern standards. Alternative

provision has been provided for residents elsewhere, which better meets their needs and is more cost effective for the Council

- the building will be converted to form a total of 38 units, ranging in size to ensure that the current and future needs of Bromley are met and a range of homeless households are catered for
- all tenants will be referred directly to the managing agents, Orchard & Shipman, by Bromley's Housing Department. Tenants will be assessed as homeless and have the right to accommodation within Bromley. All tenants will have low to medium support needs, and will stay in the accommodation for 12-16 weeks, until more permanent accommodation is found for them
- overall it is considered that the proposal is acceptable in planning policy terms. The proposal will provide sufficient car parking and amenity space for the residents and visitors. The accommodation will be set in an attractive verdant setting, which will be a pleasant environment for residents, who will be selected by the Council's Housing Department. Orchard & Shipman will manage and maintain the accommodation to a very high, professional standard
- the only possible concern may be the effect of the proposed change of use on residential amenity. In this instance, the property is located some distance away from the nearest residential properties apart from the cul-de-sac of bungalows for the over 50's (Goose Green Close) immediately to the west of the site. Neighbouring uses are predominantly non-residential (medical centre, ambulance station, church, library, rugby club and school). Consequently the proposal will only have an impact on a relatively small number of residential neighbours
- local residents have raised a number of concerns, especially regarding the potential for loss of amenities (peace and quiet, privacy etc.) and these concerns have been considered. However, the facility is to be managed by an experienced management company, who will ensure that all tenants sign an occupancy contract, which requires them to adhere to standard terms and conditions relating to their continued occupancy in temporary housing. This ensures that standards and levels of behaviour are maintained and that any issues that arise can be tackled promptly in order to maintain a comfortable environment for residents and not impose on the amenities of neighbours
- Orchard & Shipman have a track record in this respect, which is second to none, so neighbours should be confident that the accommodation will be well managed and will fulfil a worthwhile function in meeting housing need in the Borough.

The application also includes a capability statement regarding the further management of the property, setting out the history and experience of Orchard & Shipman, and further detail on how this site will run and be managed day-to-day.

Location

The application site is located at the corner of Mickleham Road and Chipperfield Road, Orpington, and comprises a two storey vacant building complex formerly in use as care home for the elderly. The site rises to the south towards the adjacent playing fields. The immediate surrounding area is mixed in character, with some

non-residential uses including a library (opposite) and health clinic to west, as well as a number of dwellinghouses including at Goose Green Close to the immediately to the west of the site.

Comments from Local Residents

Nearby owners/occupiers were notified of the application by letter. In addition a site notice was displayed and an advertisement published in the local press. Comments received in response can be summarised as follows:

- local residents (Goose Green Close) will feel vulnerable and would question whether their property would be at risk of burglaries and vandalism
- objection to loss of elderly care homes in the area
- growing need for elderly care facilities in the borough
- significant harm to residential amenity arising from introduction of tenant group consisting of vulnerable people, including noise nuisance and anti-social behaviour
- concern that crime rate will increase set against current policing levels
- this use should not be located in an area which already has neighbourhood problems
- concern for safety of children/teenagers using local sports clubs, the library and primary schools in the vicinity
- no evidence that there is a need for accommodation for the homeless in this area
- concerns regarding parking provision

Comments were received on behalf of the Longbury Close Residents Association, which echo the comments already summarised above.

A 110 signature petition in objection to the proposal was received. The petition includes signatures from residents of Longbury Close, Scadbury Gardens, Goose Green Close, Broad Oak Close, Mickleham Road, Cotmandene Crescent, Chipperfield Road, Chorleywood Crescent, Robin Way,

Comments from Consultees

Cleansing raised no objection in light of the revised location of the bin store.

The Crime Prevention Design Advisor requested the standard 'secured by design' condition be imposed.

From the technical Highways perspective, it is advised that if the proposed units were for sale 38 car parking spaces would be required, and if socially rented 23/24 spaces would be required. There is little information about parking for this type of use, although it is anticipated that car ownership is likely to be lower than with socially rented units by virtue of the position the occupants find themselves in and 18 spaces may well be adequate. However, there are no figures to either support or counter this number and consequently it would be difficult to substantiate a ground of refusal on this matter.

Planning Considerations

The application should be considered against the following policies:

Unitary Development Plan

- H4 Supported Housing
- BE1 Design of New Development
- C1 Community Facilities
- T3 Parking
- T7 Cyclists
- T18 Road Safety

London Plan

- 3.3 Increasing Housing Supply
- 3.8 Housing Choice
- 6.13 Parking

The National Planning Policy Framework (NPPF) is also of relevance.

Planning History

There is no recent planning history at the site which is of relevance to this application.

Conclusions

The main issues for consideration in this case will be the impact of the proposed use on the character of the area, the impact on the amenities of the occupants of the surrounding residential properties, and the impact upon existing parking levels in the surrounding road network.

The proposed change of use involves no external alterations to the building and will not alter the character of the building when viewed from the street. The proposed bin store will be located in front of the existing garage block and will be visible in Mickleham Road, although is a relatively modest structure and will not unduly affect the character of the area in this instance.

In planning policy terms the proposal will broadly comply with the Community Services Objectives outlined in the UDP, and is broadly supported by Policy C1 in that it comprises a change of use that meets an identified social need. Although resulting in the change of use of an existing elderly care facility, no residents will be displaced (the premises are currently vacant and all residents have been moved to accommodation elsewhere), and in this case it is considered that the proposal would make effective use of a vacant building without significant alteration, to accommodate homeless persons, based on the Borough's current housing need.

With regard to the impact on the amenities of neighbouring residents, the proposal could result in a more intensive use of the premises than the former use given its nature, with more comings and goings and general activity likely to arise.

However, it should be noted that whilst comings and goings from former residents may have been limited, the premises were likely to have been more heavily staffed given the level of care required for elderly residents which would in itself have given rise to a degree of activity associated with the use. Conversely, future residents of the premises will require relatively low levels of care/assistance and on balance; it is considered that the proposed use will not, in itself, give rise to a significant loss of amenity to neighbouring residents as a result of any intensification.

Members will note that strong objections have been received locally, with particular regard to the future occupiers of the accommodation, and the potential for increased noise and disturbance and anti-social behaviour to arise. As noted above it is considered that there may be some intensification in the use of the site, although it is not expected that this will give rise to a significant loss of amenity. With regard to anti-social behaviour, the Applicant's agent has sought to offer reassurances on this matter, and advises that the premises will be managed by an experienced management company who will ensure that standards and levels of behaviour are maintained and that any issues that arise can be tackled promptly in order to maintain a comfortable environment for residents and not impose on the amenities of neighbours.

As regards parking issues, Members will note the technical advice from Highways which indicates that the parking provision on-site is lower than would be expected for market or affordable housing, but that car ownership for this type of accommodation may well be lower by virtue of the position the occupants find themselves in. Indeed, as the accommodation proposed is specifically for the homeless, it is not anticipated that car ownership levels will be high and Members may agree that in this instance the on-site parking provision of 18 spaces is acceptable.

To conclude, Members will need to carefully consider this proposal having regard to the representations received from local residents, however may agree that the proposal would make effective use of a vacant building meeting the need to provide temporary accommodation for the homeless and would not, on balance, give rise to a significant loss of amenity to local residents or harm conditions of highway safety.

Background papers referred to during production of this report comprise all correspondence on file ref. 13/01055, excluding exempt information.

as amended by documents received on 13.05.2013

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- | | | |
|---|--------|--|
| 1 | ACA01 | Commencement of development within 3 yrs |
| | ACA01R | A01 Reason 3 years |
| 2 | ACH19 | Refuse storage - implementation |
| | ACH19R | Reason H19 |

Reasons for granting permission:

In granting permission the local planning authority had regard to the following policies:

Unitary Development Plan

- H4 Supported Housing
- BE1 Design of New Development
- C1 Community Facilities
- T3 Parking
- T7 Cyclists
- T18 Road Safety

London Plan

- 3.3 Increasing Housing Supply
- 3.8 Housing Choice
- 6.13 Parking

The development is considered to be satisfactory in relation to the following:

- (a) the appearance of the development in the street scene;
- (b) the relationship of the development to adjacent residential properties;
- (c) the Housing policies of the development plan;
- (d) the character of the development in the surrounding areas;
- (e) the impact on the infrastructure of the wider area;
- (f) the identified need for temporary accommodation within the Borough;
- (g) the amenities of the occupiers of adjacent and nearby properties;

and having regard to all other matters raised.

INFORMATIVE(S)

- 1 You are advised that this application may be liable for the payment of the Mayoral Community Infrastructure Levy under the Community Infrastructure Levy Regulations (2010) and the Planning Act 2008. The London Borough of Bromley is the Collecting Authority for the Mayor and this Levy is payable on the commencement of development (defined in Part 2, para 7 of the Community Infrastructure Levy Regulations (2010)). It is the responsibility of the owner and /or person(s) who have a material interest in the relevant land to pay the Levy (defined under Part 2, para 4(2) of the Community Infrastructure Levy Regulations (2010)).

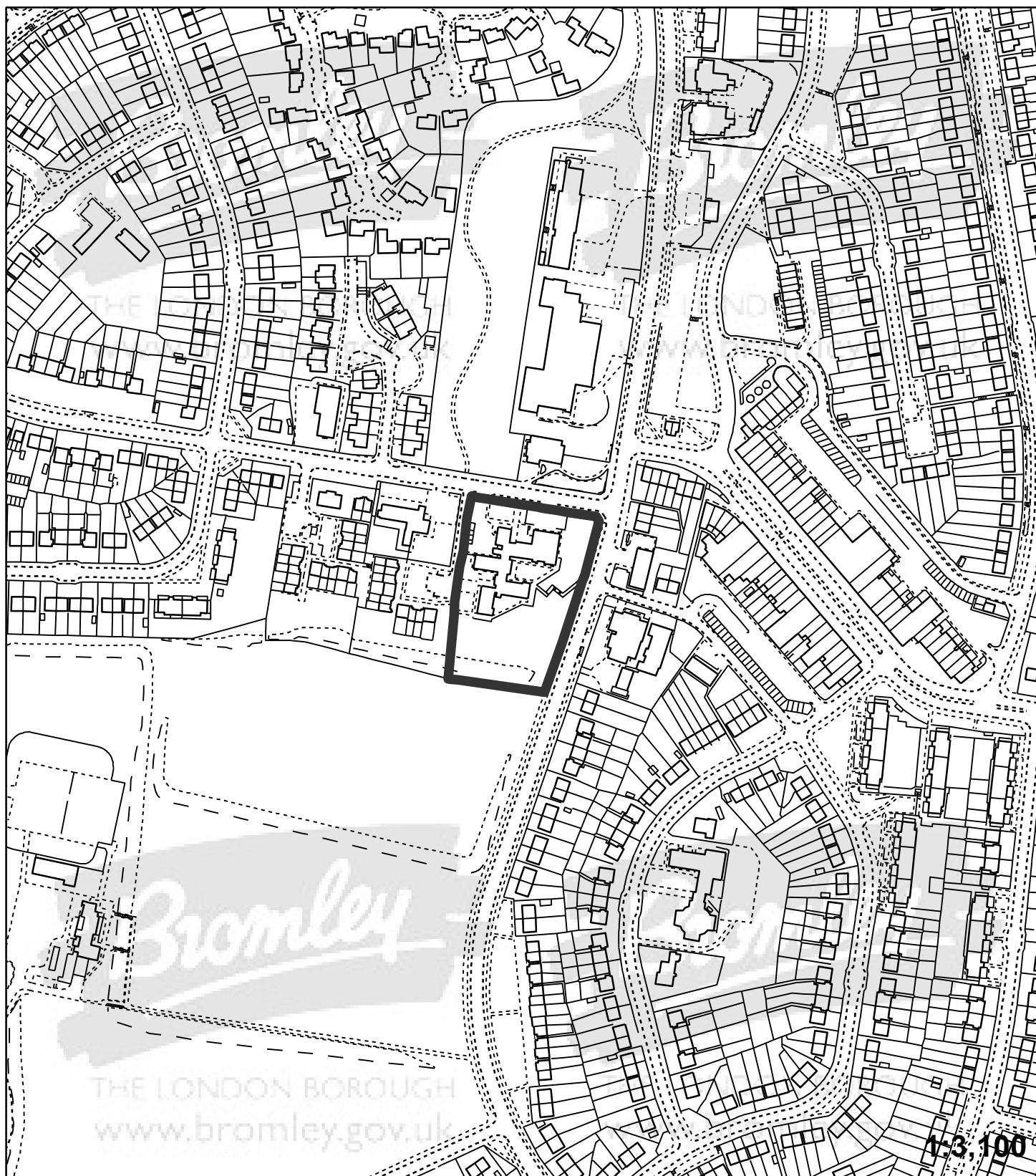
If you fail to follow the payment procedure, the collecting authority may impose surcharges on this liability, take enforcement action, serve a stop notice to prohibit further development on the site and/or take action to recover the debt.

Further information about Community Infrastructure Levy can be found on attached information note and the Bromley website www.bromley.gov.uk/CIL

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"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

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