

SECTION '2' – Applications meriting special consideration

Application No : 13/02092/FULL2

Ward:
Bickley

Address : Greenwood Bickley Park Road Bickley
Bromley BR1 2AT

OS Grid Ref: E: 542475 N: 168904

Applicant : Rev. T Ryan

Objections : YES

Description of Development:

Two storey side extension, single storey rear extension and change of use from dwellinghouse (Class C3) to large house in multiple occupation (Sui Generis)

Key designations:

Area of Special Residential Character
Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds
London Distributor Roads
Open Space Deficiency

Proposal

It is proposed to change the use of the existing Class C3 residential dwelling to that of a large house in multiple occupation (Sui Generis). In addition permission is sought for a two storey side extension and a single storey rear extension.

The application is made by The Society of African Missions who intend to use the extended property as a residence for five Catholic priests with additional bedrooms being used by guests visiting the Society for short periods of time. The resulting property would provide a total of 10 bedrooms over the ground and first floors as well as in the roof space, many of which are en-suite.

The two storey side extension has a width of 4.2 metres with a side space of between 1.3 metres at the front to 1.5 metres to the rear and will feature a lounge, bathroom and bedroom at ground floor level and two bedrooms and two bathrooms at first floor level.

The single storey rear extension has a depth of 4 metres and is in the form of a conservatory.

Location

The application site is located to the southern edge of Bickley Park Road with the cricket ground opposite. The site features a large two storey family dwelling which is of a comparable size and style to those in the vicinity and which was permitted in 2009. The site is within the Bickley Park Area of Special Residential Character (ASRC).

Comments from Local Residents

Nearby owners/occupiers were notified of the application and representations were received which can be summarised as follows:

- the resulting frontage would be prominent and out of character
- there is no explanation of what the priests will be doing during the day by way of work, if the property is to be used for work then surely this is a change of use
- if each of the five priests requires a car then there will be parking issues
- the house is already large and should not be made any larger
- the 5 changing guests will result in a property more like a hostel than a residential dwelling
- the property will result in a religious institution to provide training, preaching and administration
- the applicant's intention is to create a community within a community, not join the existing one.
- whilst 10 bedrooms are proposed, there is no guarantee of these being allocated to one person each and therefore could provide accommodation for up to 20 people
- such an increase in bathrooms would place the sewer system under stress
- the rooms designated as prayer and worship could just as easily be as a bar and restaurant
- there is no difference between this proposal and a paying guest house

There has also been a petition submitted in two parts with the signatures of 11 residents. This states that those residents object and support the grounds outlined in the letter submitted by a resident, which are contained within the above summary.

Comments from Consultees

The Council's Highways officer has made no comment on the proposal.

Planning Considerations

The application falls to be determined in accordance with the following policies of the Unitary Development Plan and the London Plan:

BE1 Design of New Development
H8 Residential Extensions

- H1 Housing Supply
- H7 Housing Density and Design
- H9 Side Space
- H10 Areas of Special Residential Character
- T3 Parking

Supplementary Planning Guidance 1 and 2

Also of relevance are the following London Plan Policies:

- 3.3 Increasing Housing Supply
- 3.4 Optimising Housing Potential
- 3.5 Quality and Design of Housing Developments

The Mayor's Supplementary Planning Guidance: Housing

National Planning Policy Framework

Planning History

The existing dwelling was granted permission under application ref. 09/01573. It is noted that a number of applications for a detached dwelling to the rear garden have been refused (refs. 07/02856, 08/02804 and 10/01837) with all being subsequently dismissed at appeal. A further application for the formation of a vehicular access to the eastern edge of the front boundary to create a further means of access to the site was refused on the grounds that:

"The provision of a second access to Bickley Park Road being a London Distributor Route is contrary to Policy T11 of the Unitary Development Plan (as amended) where only limited access is permitted and only where there is no other alternative."

Conclusions

The main issues relating to the application are the effect that it would have on the character of the ASRC and the impact that it would have on the amenities of the occupants of surrounding residential properties.

The proposed extensions are not considered to result in an unacceptable enlargement of the existing dwelling. Although this has been previously enlarged, a sufficient level of side space has been allowed for to the two storey element which is set subservient to the host dwelling, whilst the single storey rear extension is considered to be of a suitable scale and size without any harm resulting to neighbouring amenities.

The proposal centres upon the change of use of the residential dwelling set within a residential area to that of a house of multiple occupation to be used by a religious order for the purposes of accommodating members of its community. Consideration must therefore be given to the impact of this change use upon the character of the area and the amenities of neighbouring residents.

The use is proposed to replace a property in Barnet that was vacated some 6 years ago and was used as a residence for members who were in training. It is stated in the supporting documentation that the property would be permanently occupied by five people who are members of the Order at any one time with a further number of visiting members. It is claimed this will not differ in its impact from a normal dwellinghouse.

However, it is considered that the description of the use is telling. As opposed to a dwelling, the five members who will live there at any one time are not clarified as being the same five people, or for how long they will reside there. Nor are there any details of how long guests will stay or the frequency of their visits. This situation is considered to be wholly different to that of a family dwellinghouse and the constant comings and goings of guests cannot be equated to that of visiting friends and family.

Furthermore, it is considered that the proposed as set out could not be adequately controlled by conditions as any conditions imposed to regulate the numbers of occupants, or relating to the five residing members could not satisfy the tests of the relevant government circular on the imposition of planning conditions; most significantly being difficult if not impossible to enforce. It is also noted that all of the bedrooms would be considered as double bedrooms with regard to their dimensions and therefore have the potential to be occupied by more than one person. It is considered that there would be no way of knowing the number of occupants at any time, their relationship to each other or the Order, or if any of them reside at the property or if they are transitory. This could also not be suitably controlled.

To the rear a large room is annotated as being for the purposes of prayer and worship. Given the ownership and intended use, it is considered that such a room would have an institutional purpose directly linked to the religious use of the building as a whole, despite the application stating this room is comparable to a reception room. Given the proposed intensification of the living accommodation, the nature of the intended occupiers and the listed uses of the rooms it is considered that the proposal would not be readily comparable to a dwellinghouse in this residential area.

As such it is considered that the proposed change of use would lead to an intensification of the residential function of the property beyond that of its current use as a family dwellinghouse. The result of this house in multiple occupancy by a religious order would be contrary to the residential nature of the surrounding properties leading to a detrimental impact upon the character of the area by reason of the intensity of the use. The resulting additional noise and disturbance likely to be created by the use would be comparable to a commercial operation in its nature and intensity and could not be adequately controlled by planning conditions.

Background papers referred to during production of this report comprise all correspondence on file ref. 13/02092, excluding exempt information.

RECOMMENDATION: PERMISSION BE REFUSED

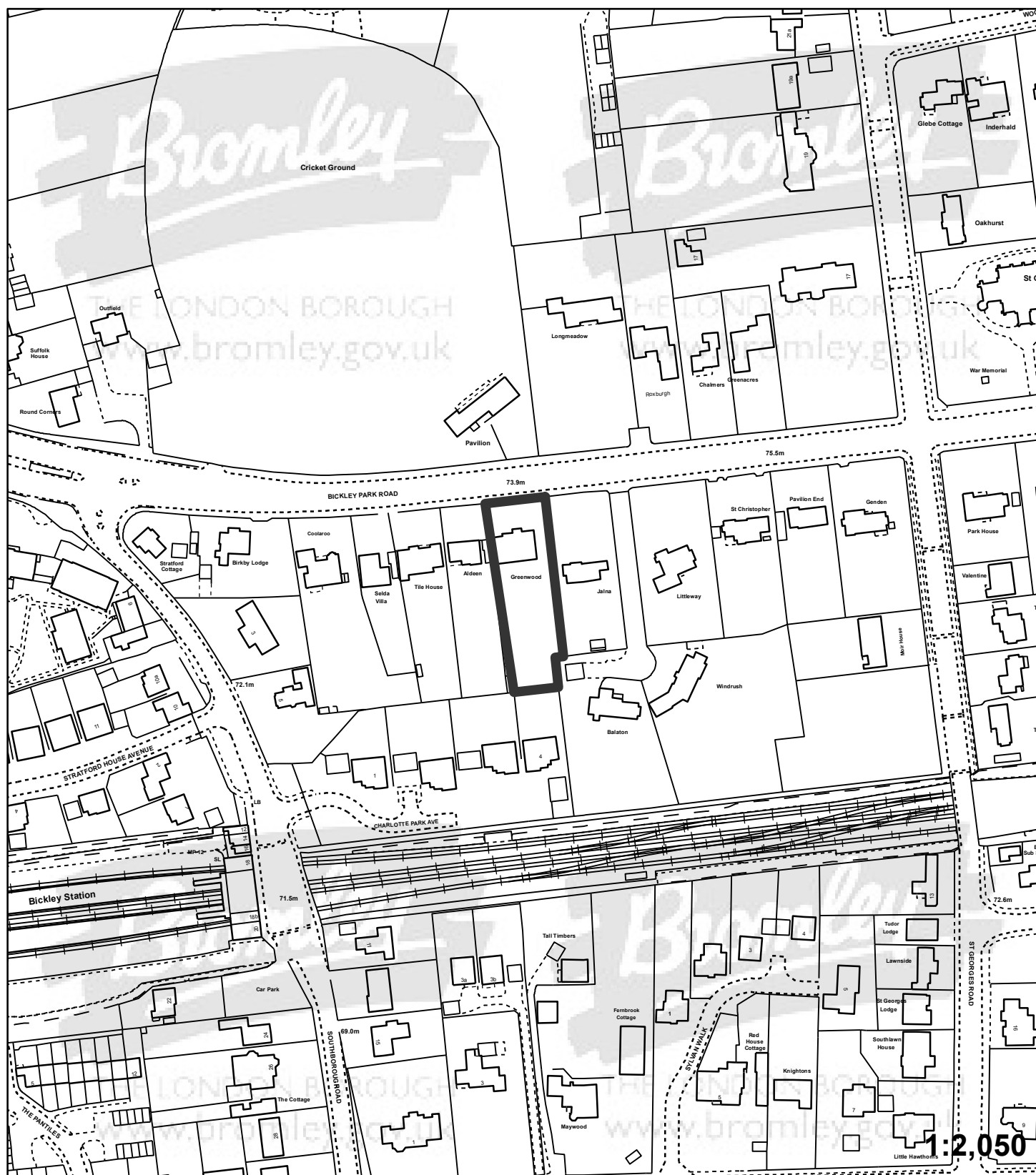
The reasons for refusal are:

- 1 The proposed use would result in an over intensification of the existing property that would be harmful to the established residential character of the area contrary to Policies BE1, H7 and H10 of the Unitary Development Plan and the National Planning Policy Framework.

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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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