

Planning Sub Committee

Item No.

**REPORT FOR CONSIDERATION AT PLANNING SUB-COMMITTEE****1. APPLICATION DETAILS****Reference No:** HGY/2016/1521**Ward:** West Green**Address:** Broadwater Lodge Higham Road N17 6NN

**Proposal:** Change of use of from Residential Institution (C2) to a Hostel (C1) comprising temporary accommodation for homeless households (50 rooms) for a temporary period of five years

**Applicant:** Mr David Sherrington Homes for Haringey**Ownership:** Council**Case Officer Contact:** Wendy Robinson**Date received:** 18/05/2016**Last amended date:** 13/06/16

**Drawing number of plans:** FCG-BP-XX-DR-B-1002-S4-PL1, FCG-MB-00-DR-B-2001-S4-PL1, FCG-MB-01-DR-B-2002-S4-PL1, FCG-MB-02-DR-B-2003-S4-PL1, FCG-MB-LG-DR-B-2000-S4-PL1, FCG-ST-XX-DR-B-1001-S4-PL1, FCG-ST-XX-DR-B-1001-S4-PL2, and Planning Statement for Broadwater Lodge received 04/05/16 and FCG-MB-00-DR-B-2006-S2-PL2, FCG-MB-01-DR-B-2007-S2-PL2, and FCG-MB-LG-DR-B-2005-S2-PL2 received 13/06/16

1.1. This application has been brought to committee because it is a Council development and is required to come to committee under the current delegation.

**1.2. SUMMARY OF KEY REASONS FOR RECOMMENDATION**

- There is strong policy support for the provision of temporary accommodation for homeless households to meet the increasing needs for this accommodation in Haringey
- The proposal would not have significant adverse impact on neighbouring amenity
- The transportation impacts can be met through sustainable methods of transport and there would be no significant impact on highway safety subject to conditions

**2. RECOMMENDATION**

2.1. That the Committee resolve to GRANT planning permission and that the Head of Development Management is authorised to issue the planning permission and impose conditions and informatives.

**Conditions**

- 1) The change of use hereby approved shall be permitted for a five year period from date of decision
- 2) In accordance with revised plans
- 3) Secure and sheltered cycle parking to be provided and retained in perpetuity
- 4) Disabled car parking to be provided and retained in perpetuity

**Informatives**

- 1) Hours of construction
- 2.2. In the event that member choose to make a decision contrary to officers' recommendation members will need to state their reasons.

**CONTENTS**

3. PROPOSED DEVELOPMENT AND LOCATION DETAILS
4. CONSULTATION RESPONSE
5. LOCAL REPRESENTATIONS
6. MATERIAL PLANNING CONSIDERATIONS
7. RECOMMENDATION

**APPENDICES:**

Appendix 1: Consultation responses

Appendix 2: Plans and images

### **3. PROPOSED DEVELOPMENT AND LOCATION DETAILS**

#### **Proposed Development**

- 3.1. This is an application for the conversion of a vacant residential care home into a hostel accommodating homeless households. The use has been sought for a temporary period of 5 years after which a long term strategy for the site will be implemented by the Council.
- 3.2. The internal arrangement will consist of one self-contained accessible unit, single rooms, twin rooms and some which are interchangeable (internal opening between two single rooms can be utilised to provide twin rooms). The total number of rooms is 50 and it is expected that there will be a maximum 73 occupants with the accessible unit occupied by either a single wheelchair user or three non-wheelchair users in a family unit. The occupants are to be family households and will not consist of single adults or couples without children. It is expected that there will be approximately 5-6 staff members at any one time and no more than 10 staff in total.
- 3.3. The proposal does not involve any external alterations or changes to general services (ie waste). There will be internal alterations to enable household accommodation.
- 3.4. There are four delineated car spaces to the rear of the site with loading/drop off area and an emergency vehicle parking space to the front.

#### **Site and Surroundings**

- 3.5. Broadwater Lodge is a former care home that was operated directly by Haringey Council but became vacant in 2013 and has since been occupied by property guardians.
- 3.6. Broadwater Lodge is located on Higham Road with secondary vehicular access from The Avenue. The site consists of a mixed level L shaped main building with up to four storeys, a single storey appearance building to the side of this (single storey accommodation with boiler room below which is not visible from front), and a single storey annexe to the rear which is connected by way of covered walkway. The building gives the general appearance of being a two storey building when viewed from Higham Road, with a small second floor element above the main entrance and a lower ground floor level below the rear projection which is not visible. The care home was operated directly by Haringey Council but became vacant in 2013 and has since been occupied by property guardians.
- 3.7. To the west of the site is Lordship Recreation Ground with allotment gardens directly on this boundary. To the north of the site is Broadwater Farm Estate with

high level flatted buildings. To the east and south are two storey residential properties.

3.8. The site is not located within a conservation area and is not a listed building.

### **Relevant Planning and Enforcement History**

3.9. HGY/1991/0579 GTD 09/09/91 Erection of a single storey building to accommodate nine single bedrooms with ancillary kitchen, living and dining areas linked to existing old peoples home by a covered walkway.

3.10. HGY/2003/1893 GTD 16/12/03 Erection of a single storey conservatory

3.11. HGY/2009/1713 GTD 01/12/09 Replacement of existing aluminium windows with uPVC windows

## **4. CONSULTATION RESPONSE**

4.1. The following were consulted regarding the application:

- LBH Cleansing
- LBH Building Control
- LBH Residential Care
- LBH Transportation
- London Fire Brigade
- Thames Water Utilities

4.2. The following responses were received:

Internal:

1. Transportation: Subject to provision of cycle parking, a travel plan statement – if appropriate, and the provision of the blue badge bay; transportation does not object to the application.

## **5. LOCAL REPRESENTATIONS**

5.1. The following were consulted:

107 Neighbouring properties  
2 Residents Association

5.2. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 2

Objecting: 2

- 5.3. The issues raised in representations that are material to the determination of the application are set out in Appendix 1 and summarised as follows:
- Loss of housing for elderly persons
  - Noise disturbance caused by such persons occupying these premises
- 5.4. The following issues raised are not material planning considerations:
- Concern that there are already a number of young adults at the site who cause disruption with regular parties and substance abuse (Officer Comment: these occupants are Guardian tenants)

## **6. MATERIAL PLANNING CONSIDERATIONS**

- 6.1. The main planning issues raised by the proposed development are:
1. Principle of the development
  2. The impact on the amenity of adjoining occupiers
  3. Parking and highway safety

### **Principle of the development**

- 6.2. The London Plan (2016) policy 3.17 'Health and Social Care Facilities', Haringey Unitary Development Plan (2006) saved policy HSG5 'Hostel Accommodation', and Development Management, Development Plan Document (pre-submission version January 2016) emerging policy DM15 'Specialist Housing' support the provision of residential social care, including hostels, where there is a particular need in the area or acknowledged under-provision. DM15 goes further to allow the hostel accommodation where the development does not involve the loss of permanent housing or existing satisfactory shared accommodation.
- 6.3. Broadwater Lodge is a specialised housing facility which was built-for-purpose as a residential care home. The applicant has stated that the service was no longer viable within the significantly reduced budget of Haringey Council Adult Services following Government cuts and became vacant in 2013. The proposal does, therefore, not result in any loss of permanent housing.
- 6.4. Haringey is reported to house more than 3,000 households in temporary accommodation with nearly half in nightly paid emergency accommodation. This demand is stated to be continuing to rise. Therefore, the established need for such temporary accommodation supports the use of this facility as a hostel for homeless households in accordance with the above policies.
- 6.5. The above policies support proposals for hostels where there is not an over concentration of similar facilities, close to public transport, the scale and intensity is appropriate to the size of the building, there would be no detrimental impacts to the neighbouring properties or character of the area, and that the standard of

accommodation is appropriate for the intended occupants. The purpose-built specialist housing nature of the site is considered to align with the needs of the proposed use of vulnerable households for temporary accommodation. Although the use will generate more activity through comings and goings than the previous use the nature of the occupants (who will largely be families) will not have a significant impact on the character of the area and the proposed management of the hostel will mitigate any potential impact on neighbouring properties. It is noted that there are no other such hostels within the vicinity. While the public accessibility rating for the area is low (PTAL 2), there are still bus routes accessible to the site and can be considered to be close to public transport. Over all it is considered that this temporary change of use is in accordance with the above policies.

- 6.6. Policy HSG5 introduces controls to ensure privately operated hostels do not have unacceptable harm to the Haringey community. The policy requires a limit to any planning permission for this change of use to a one year period and that there is a legal agreement to ensure 100% of tenants housed temporarily are referred from Haringey Council. In this instance the site is owned and operated by The Council at a specialised accommodation facility for Haringey residents. It is therefore considered that the proposed five year temporary operation period is acceptable in this instance and the one year restriction unnecessary. Further to this, it is noted that emerging policy DM15 does not stipulate any duration or temporary activity nature nor does it require a legal agreement for tenant control.
- 6.7. Therefore the principle of using this property as a hostel for homeless households is considered to be acceptable subject to detailed considerations.

### **Impact on the amenity of adjoining occupiers**

- 6.8. The London Plan 2015 Policy 7.6 states that development must not cause unacceptable harm to the amenity of surrounding land and buildings. Saved Policy UD3 and emerging Policy DM1 of the Development Management, Development Plan Document (January 2016 pre-submission version) also requires development not to have a significant adverse impact on residential amenity in terms of loss of daylight, or sunlight, privacy overlooking, aspect noise, pollution and of fume and smell nuisance.
- 6.9. The proposed use as a hostel for homeless households is considered likely to result in an increase of comings and goings from the facility compared with the previous residential care centre. The proposal states that management of tenants' access will be strictly undertaken with the sole entry to the main door on Higham Road with other doors for fire escape only. This management is for the security and safety of tenants and also to mitigate increased movements from the building so they will not have material impact on the adjoining units. Any anti-social behaviour will be contrary to the tenancy agreements that will be in place. It is

therefore not considered likely that there will be any unacceptable impacts from the use of this activity on the residential amenity of surrounding properties.

6.10. There are no external alterations proposed so there will be no impact on the surrounding properties in relation to the above policies.

### **Parking and highway safety**

6.11. Local Plan (2013) Policy SP7 Transport states that the Council aims to tackle climate change, improve local place shaping and public realm, and environmental and transport quality and safety by promoting public transport, walking and cycling and seeking to locate major trip generating developments in locations with good access to public transport. This approach is continued in emerging Development Management, Development Plan Document (pre-submission version January 2016) Policies DM31 and DM32.

6.12. The Council's Transportation Team has been consulted and advises that the site has a PTAL value of 2, which is considered 'poor' access to public transport services. The W4 service is available adjacent to the Avenue side of the site, and the 230/341 are available from Downhills Park Road which is a 7 to 8 minute walk away. Bruce Grove Railway Station is a 15 minute walk away. The site is not within any of the Borough's formal Controlled Parking Zones; however it is to the eastern edge of the Bruce Grove Restricted Conversion Area.

6.13. They note that the application form details that there are 4 formally marked out car parking spaces at the address and it is intended to retain these. These are accessible from the site access off The Avenue with another vehicle access off Higham Road, and a hard standing area that can accommodate more vehicles. There is also a turning circle at this side of the building. Whilst there are only four formally marked out parking spaces there are quite generous hard standing areas at both accesses to the site. Given this, it is expected that there will be sufficient space to accommodate car parking demands arising from the site and also accommodate delivery and service vehicles needing to attend the site. Therefore there should be no adverse impacts in terms of parking stress arising from this application proposal.

6.14. The degree of car ownership by tenants is not known but it can reasonably be expected to be relatively low, and it is apparent that another 6 to 8 cars could likely be accommodated off the highway at the site in addition to the four formal spaces if necessary. It is noted that there will be one wheelchair accessible unit provided in this application, which is located on the Higham Road side of the building. Accordingly, a blue badge parking bay should be formally provided close to the building entrance on this side for this unit.

6.15. In addition to the above, secure, weatherproof cycle parking should be provided for the site – London Plan FALP standards for C1 require 1 space per 20 rooms for



long stay cycle parking, and 1 per 50 rooms for short term parking. Having said that, given the nature of the development, the applicant should give consideration to increasing this level of provision and also providing dedicated cycle parking for staff, although staff numbers are unknown. Full details of the cycle parking should be provided for approval.

- 6.16. Finally, London Plan Travel Plan thresholds require a Travel Plan Statement for C1 use when there are more than 20 staff, and less than 100 beds at the premises. A full travel plan is required when there are more than 100 beds. Therefore a Travel Plan Statement will be required should there be more than 20 staff. Subsequently it has been confirmed that there will not be more than 20 staff (10 staff maximum) and the Travel Plan Statement will, therefore not be required.
- 6.17. Overall, in Transportation terms, while there will likely be an uplift in numbers that will be living at the site compared to the previous incarnation, and perhaps a greater likelihood of car ownership by residents, there are quite generous hard standing areas that could accommodate several more cars. The applicant could consider formally marking spaces out for more efficient use of the space and in any instance is required to provide a formal blue badge bay close to the entrance on the Higham Road side of the building.
- 6.18. It is recommended that conditions be attached to require one disabled parking space, two long stay secure and sheltered cycle parks, and one short stay cycle park with retention in perpetuity.

## **Conclusion**

- 6.19. The proposed use of Broadwater Lodge as a hostel for temporary accommodation of homeless households is supported by policy to meet housing need, there will be no detrimental impacts from the use at this site, and the existing property and services are appropriate for the requirements needed in this activity.
- 6.20. All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION

## **7. CIL**

- 7.1. There is not proposed increase in internal floor area and, therefore, the proposal is not liable for the Mayoral or Haringey's CIL charge.

## **8. RECOMMENDATIONS**

GRANT PERMISSION subject to conditions

Applicant's drawing No.(s) FCG-BP-XX-DR-B-1002-S4-PL1, FCG-MB-00-DR-B-2001-S4-PL1, FCG-MB-01-DR-B-2002-S4-PL1, FCG-MB-02-DR-B-2003-S4-PL1, FCG-MB-LG-DR-B-2000-S4-PL1, FCG-ST-XX-DR-B-1001-S4-PL1, FCG-ST-XX-DR-B-1001-S4-PL2, and Planning Statement for Broadwater Lodge received 04/05/16 and FCG-MB-00-DR-B-2006-S2-PL2, FCG-MB-01-DR-B-2007-S2-PL2, and FCG-MB-LG-DR-B-2005-S2-PL2 received 13/06/16

Subject to the following condition(s)

1. This permission shall be for a limited period expiring 5 years from the date of this decision when the site should be reinstated to the previous residential care centre use.

Reason: In order to avoid doubt and in the interests of good planning.

2. Notwithstanding the information submitted with the application, the development hereby permitted shall only be built in accordance with the following approved plans:

FCG-BP-XX-DR-B-1002-S4-PL1, FCG-MB-00-DR-B-2001-S4-PL1, FCG-MB-01-DR-B-2002-S4-PL1, FCG-MB-02-DR-B-2003-S4-PL1, FCG-MB-LG-DR-B-2000-S4-PL1, FCG-ST-XX-DR-B-1001-S4-PL1, FCG-ST-XX-DR-B-1001-S4-PL2, and Planning Statement for Broadwater Lodge received 04/05/16 and FCG-MB-00-DR-B-2006-S2-PL2, FCG-MB-01-DR-B-2007-S2-PL2, and FCG-MB-LG-DR-B-2005-S2-PL2 received 13/06/16

Reason: To avoid doubt and in the interests of good planning.

3. The development shall not be occupied until a minimum of 2 long term secure and sheltered cycle parking spaces and 1 short term cycle space for users of the development, have been installed. Such spaces shall be retained thereafter for this use only.

Reason: To promote sustainable modes of transport in accordance with Policies 6.1 and 6.9 of the London Plan 2015 and Policy SP7 of the Haringey Local Plan 2013.

4. The development shall not be occupied until 1 accessible parking space has been provided close to the main entrance of the proposed development for people with disabilities.

Reason: In order to ensure that people with disabilities are not excluded from using the proposed development, pursuant to Policy 6.13 of the London Plan 2015.

**Informatives:**

INFORMATIVE: In dealing with this application, Haringey Council has implemented the requirements of the National Planning Policy Framework and of the Town and Country Planning (Development Management Procedure) (England) (Amendment No.2) Order 2012 to foster the delivery of sustainable development in a positive and proactive manner.

INFORMATIVE:

Hours of Construction Work: The applicant is advised that under the Control of Pollution Act 1974, construction work which will be audible at the site boundary will be restricted to the following hours:-

- 8.00am - 6.00pm Monday to Friday
- 8.00am - 1.00pm Saturday
- and not at all on Sundays and Bank Holidays.

Appendix 1 Consultation responses from internal and external agencies

Stakeholder	Question/Comment	Response
<b>INTERNAL</b>		
<b>Transportation</b>	<p>This application proposal is for a change of use of a vacant, former care home for the elderly into a hostel comprising temporary accommodation for homeless households, for a temporary period of five-years. At present the property contains 46 studios/bedsits, and it is proposed to change this to provide 30 No. 1 bedroom and 20 No. 2 bedroom bedsits/studios, so there is a minor uplift in room numbers. It is detailed that the facility will include a wheelchair accessible self-contained unit.</p> <p>The site has a PTAL value of 2, which is considered 'poor' access to public transport services. The W4 service is available adjacent to the Avenue side of the site, and the 230/341 are available from Downhills Park Road which is a 7 to 8 minute walk away. Bruce Grove Railway Station is a 15 minute walk away. The site is not within any of the Borough's formal Controlled Parking Zones, however it is to the eastern edge of the Bruce Grove Restricted Conversion Area.</p> <p>The planning statement details up to 73 residents, with up to 50% of these expected to be children under 18. No details of proposed staff numbers is given. It is expected that staff will generally live locally.</p> <p>The application form details that there are 4 formally marked out car parking spaces at the address and it is intended to retain these. These are accessible from the site access off The Avenue. It does appear from the site</p>	<p>Noted, conditions regarding the installation and retention of cycle parking and a disabled parking bay are to be recommended. Confirmation has been received that there are less than 20 staff members and therefore no travel plan statement will be required.</p>

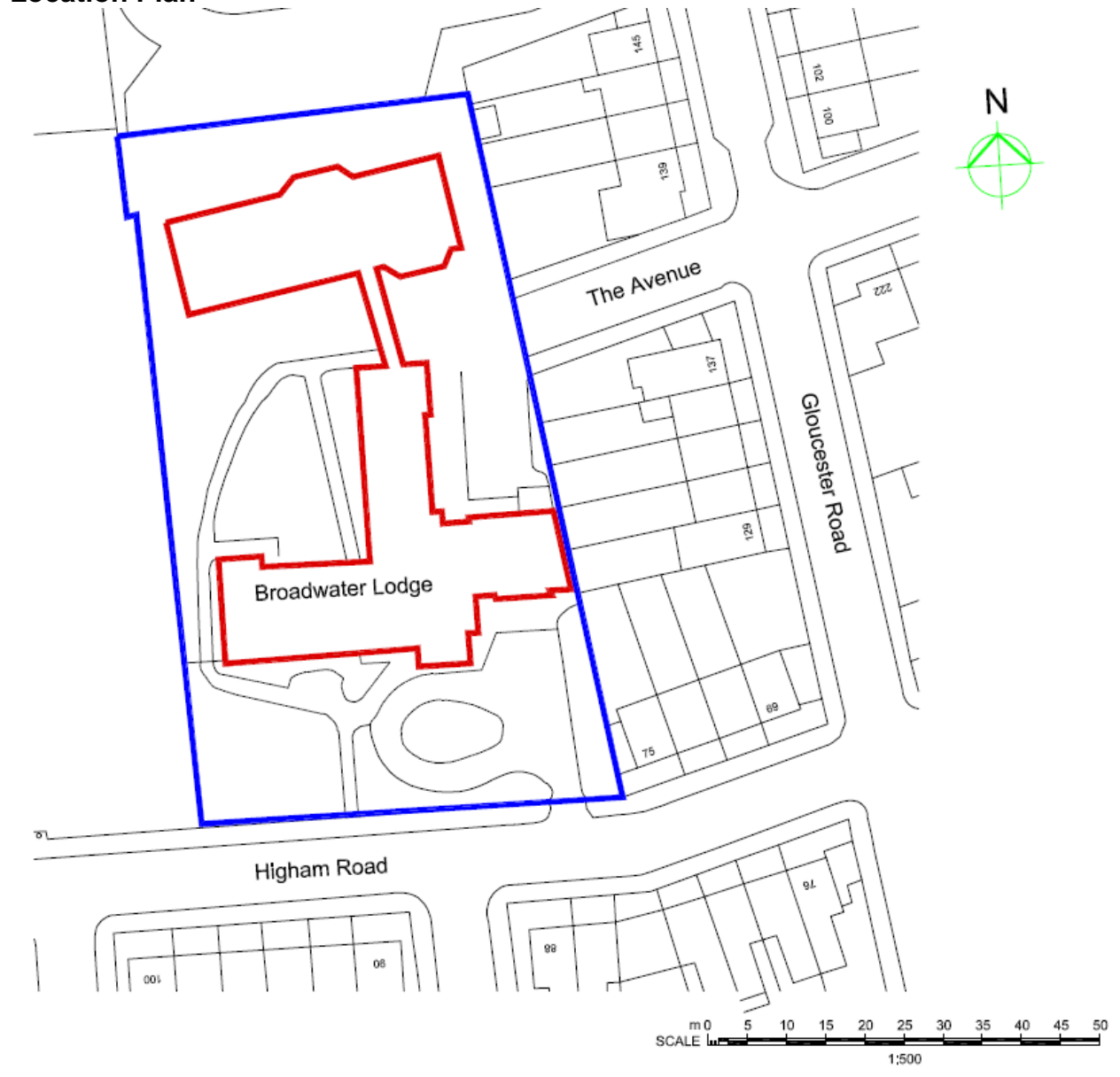
Stakeholder	Question/Comment	Response
	<p>plan submitted with the application that there is another vehicle access off Higham Road, and a hard standing area that can accommodate more vehicles. There is also a turning circle at this side of the building. Whilst there are only four formally marked out parking spaces there are quite generous hard standing areas at both accesses to the site. Given this, it is expected that there will be sufficient space to accommodate car parking demands arising from the site and also accommodate delivery and service vehicles needing to attend the site. Therefore there should be no adverse impacts in terms of parking stress arising from this application proposal.</p> <p>The degree of car ownership by tenants at the site is not known – it would be expected to be relatively low, and visually it looks like another 6 to 8 cars could likely be accommodated off the highway at the site in addition to the four formal spaces. It is noted that there will be one Wheelchair accessible unit provided in this application, which is located on the Higham Road side of the building. Accordingly, a blue badge parking bay should be formally provided close to the building entrance on this side for this unit.</p> <p>In addition to the above, secure, weatherproof Cycle parking should be provided for the site – London Plan FALP standards for C1 require 1 space per 20 rooms for Long stay cycle parking, and 1 per 50 rooms for short term parking. Having said that, given the nature of the development, the applicant should give consideration to increasing this level of provision and also providing dedicated cycle parking for staff, although staff</p>	

Stakeholder	Question/Comment	Response
	<p>numbers are unknown. Full details of the cycle parking should be provided for approval.</p> <p>Finally, London Plan Travel Plan thresholds require a Travel Plan Statement for C1 use when there are more than 20 staff, and less than 100 beds at the premises. A full travel plan is required when there are more than 100 beds. Therefore a Travel Plan Statement will be required should there be more than 20 staff.</p> <p>Overall, in Transportation terms, while there will likely be an uplift in numbers that will be living at the site compared to the previous incarnation, and perhaps a greater likelihood of car ownership by residents, there are quite generous hard standing areas that could accommodate several more cars. The applicant could consider formally marking spaces out for more efficient use of the space and in any instance is required to provide a formal blue badge bay close to the entrance on the Higham Road side of the building.</p> <p>Subject to provision of cycle parking, and of a travel plan statement if appropriate, plus the provision of the blue badge bay, Transportation does not object to the application.</p>	
<b>NEIGHBOURING PROPERTIES</b>	Loss of housing for elderly people	This use was not found to be a viable use of this property when the Broadwater Lodge residential care home was vacant in 2013. As this application is temporary in nature the building could be returned to a residential care if there is viable in the future
	Council should be responsible for all noise disturbance	The planning statement provided outlines

Stakeholder	Question/Comment	Response
	caused by such persons occupying these premises	that all anti-social behaviour will not be tolerated.
	Concern that there are already a number of young adults at the site who cause disruption with regular parties and substance abuse	These disturbances have been from current Guardian tenants and therefore do not reflect the nature of future tenants.

**Appendix 2 Plans and Images**

**Location Plan**

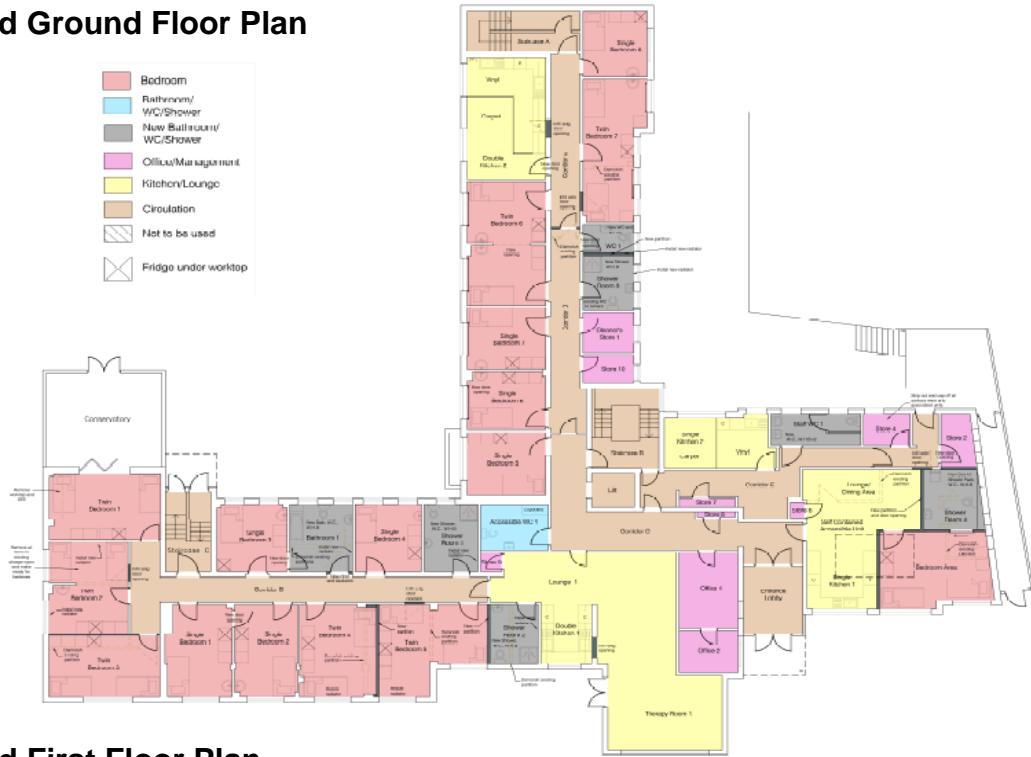




Proposed Lower Ground Floor Plan



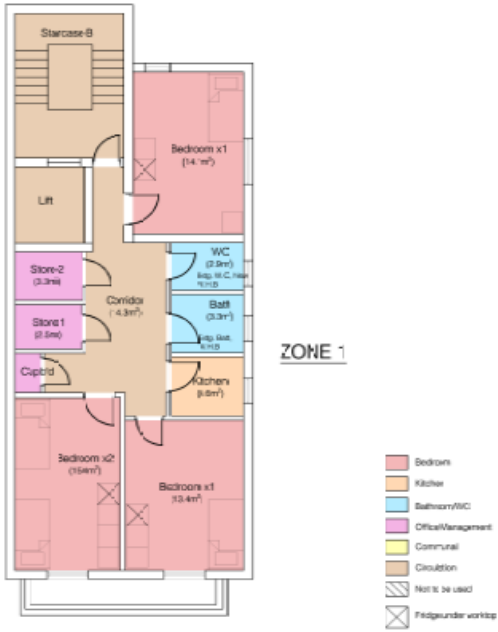
Proposed Ground Floor Plan



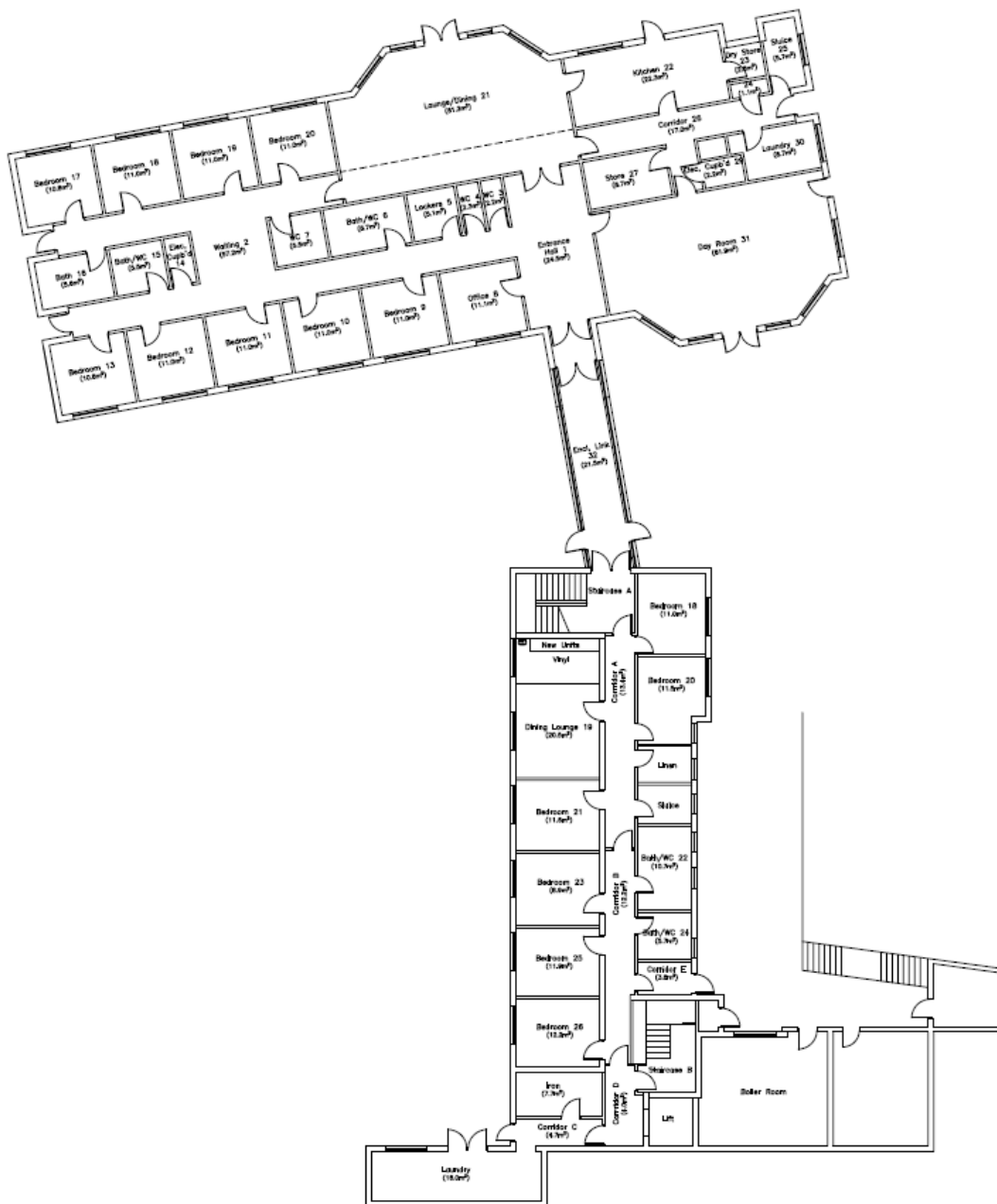
Proposed First Floor Plan



### Proposed Second Floor Plan



Lower Ground Floor Plan



### Existing Ground Floor Plan



### Existing First Floor Plan



Existing Second Floor Plan

