Item No. 7.1	Classification: Open	Date: 20 Janua	ry 2015	Meeting Name: Planning Sub-Committee B	
Report title:	 Development Management planning application: Council's own development Application 14/AP/3033 for: Council's Own Development - Reg. 3 Address: GOOD NEIGHBOURS HOUSE, 38 MARY DATCHELOR CLOSE, LONDON SE5 7AX Proposal: Change of use from care home (Use Class C2) to 37 bedroom temporary hostel (sui generis) with internal alterations on the ground floor to form a separate office/meeting areas for a local Tenant Management Organisation. 				
Ward(s) or groups affected:	Brunswick Park				
From:	Head of Development Management				
Application Start Date 17/09/2014 Application Expiry Date 12/11/2014				n Expiry Date 12/11/2014	
Earliest Decision Date 31/10/2014					

RECOMMENDATION

1 That planning permission be granted subject to conditions.

Site location and description

- 2 Good Neighbours House is a three storey building situated on the west side of Mary Datchelor Close within the D'Eynsford Estate in Camberwell. It is not designated for specific purposes in the Southwark Plan. It is not a listed building and it is not situated within a conservation area. It is currently vacant but was last used as a residential care home for people with physical disabilities (Class C2). The ground floor comprises a range of admin/service rooms, communal areas and two bedrooms. The first and second floors comprise bedrooms and shared kitchens/shower rooms etc.
- 3 The existing building sits close to Mary Datchelor Close on its southern and eastern sides while on the western side it adjoins a communal landscaped area within the estate. The northern side of the site adjoins a footpath. Neighbouring housing within the estate is two storeys in height. There is a double garage within the building but no formal on-site parking associated with the former use. The building has an enclosed bin store. There is some on-street parking available within Mary Datchelor Close.
- 4 The site is partly located within flood zone 3 on the Environment Agency flood map.

Details of proposal

5 The proposal is for the change of use of the building to a hostel providing temporary

accommodation and the formation of a D'Eynsford tenant management organization (TMO) office/meeting facility on the ground floor. The hostel would be managed and run by the council's temporary accommodation services team. The average length of stay in the hostel is 6 months.

- 6 A separating wall would be installed on the ground floor and half of the ground floor will be converted into the TMO meeting rooms/office and associated areas (e.g. IT, interview room, toddlers area, community room). The other half of the ground floor would comprise three residential units, communal kitchens, WCs, shower and service rooms for the hostel.
- 7 Internal alterations would be undertaken on the first and second floors which would provide 34 units, communal kitchens, WCs, shower and service rooms for the hostel.
- 8 Of the total 37 units, four will have a private kitchen within their unit. There are 11 communal kitchens. There will be 11 shower rooms with WCs & wash hand basins, 6 shower rooms only and 6 W.C.s & wash hand basins only.
- 9 No alterations are proposed to the external areas. Access arrangements and the elevations of the building would remain the same. Additional lighting will be provided at the front and side of the building.

Planning history

10 None.

Planning history of adjoining sites

11 None relevant.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 12 The main issues to be considered in respect of this application are:
 - a) the principle of the development
 - b) the effects on the amenity of surrounding occupiers
 - c) the quality of the proposed accommodation and effects on living conditions for occupiers
 - d) transport issues
 - e) the effects on the character and appearance of the area
 - f) impact on trees
 - g) planning obligations/CIL
 - h) sustainability
 - i) flood risk.

Planning policy

13 <u>National Planning Policy Framework (the Framework)</u> Relevant policies/advice are contained within Section 6 (Delivering a Wide Choice of High Quality Homes) and Section 7 (Requiring Good Design) London Plan July 2011 consolidated with revised early minor alterations October 2013

- 3.3 Increasing Housing Supply
- 3.5 Quality and Design of Housing Developments
- 7.4 Local Character

Core Strategy 2011

SP1 - Sustainable Development SP2 – Sustainable Transport SP13 - High Environmental Standards

Southwark Plan 2007 (July) - saved policies

The Council's cabinet on 19 March 2013, as required by para 215 of the National Planning Policy Framework (NPPF), considered the issue of compliance of Southwark planning policy with the NPPF. All policies and proposals were reviewed and the council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

Relevant policies include:

- 2.2 Provision of new community facilities
- 3.2 Protection of Amenity
- 4.2 Quality of Residential Accommodation
- 4.6 Loss of Residential Accommodation
- 4.7 Non self-contained housing for identified user groups
- 5.2 Transport Impacts

Principle of development

i. Loss of previous care home use:

14 The site is not designated for any particular use and there are no specific policies in the development plan which seek to resist the loss of care homes. The building was a care home for people with physical disabilities managed by Scope. Scope withdrew this service provision. In line with national and local service provision there is a shift away from care homes and care becoming more personalised with an emphasis on independence and a move away from institutions.

ii. Provision of new temporary hostel for general needs housing:

- 15 The applicant has confirmed that the hostel will provide temporary general needs accommodation. This represents a use for which there is a known need. There is an increasing housing deficit in London and homelessness is rising. The charity Shelter has just released figures stating that 400 families a week are being evicted and that the London Borough of Southwark is one of the three most affected local authorities.
- 16 The council has a statutory duty to provide good quality and cost-effective temporary accommodation to homeless households and this is an absolute priority for the council. In the long term, the site may be considered as part of the programme for the new homes but in the meantime, it is far better to have the building occupied and maintained. If the property was left unattended then it would be highly vulnerable to vandalism and squatting; an impact which would cause problems for the community. Using the building as temporary accommodation will contribute to providing housing in

the borough for those in need while representing an appropriate and effective use of council resources.

- 17 Additionally policy 4.7 (Non self-contained housing for identified user groups) of the Southwark Plan indicates that the use will be permitted where:
 - it can be demonstrated that there is a need and the accommodation is suitable
 - there would be no loss of amenity for neighbouring occupiers
 - there is adequate infrastructure in the area to support future residents
 - the proposed accommodation would meet the needs of users including the adequate provision of appropriate facilities
- 18 The proposed hostel accommodation would comply with the requirements of policy 4.7. The 'need' and suitability of the site have been identified by the council's housing department. It would not result in a significant loss of amenity for surrounding occupiers (see 'Impact of proposed development on amenity of adjoining occupiers and surrounding area'). It would be close and within easy reach of local shops and services and the quality of the accommodation would meet the needs of users (see 'The quality of the proposed accommodation and effects on living conditions for occupiers'). The hostel use is therefore considered to be an appropriate use within the building.

iii. Provision of new TMA offices/meeting facilities:

19 The new offices and meeting areas for D'Eynsford TMO is not considered to fall within one use class but represents a mixed B1, community and ancillary residential use. Policy 2.2 (Provision of new community facilities) of the Southwark Plan is applicable. This seeks to ensure that new community facilities are available for use by all members of the community, that there is no harm to the amenity of surrounding occupiers and that vehicular movements are limited/monitored. Located within the D'Eynsford Estate the TMO facilities would be accessible to the local community, there would be no material impact upon the amenity of surrounding occupiers in terms of noise, disturbance, loss of outlook etc. and it is not considered that there would be significant traffic flows associated with the use. The TMO office/meeting facility element is therefore considered to be an acceptable use in principle.

Environmental impact assessment

20 The site does not lie within a designated area and the proposal is not of sufficient size that an environmental impact assessment is required with the application.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

- 21 No additions or extensions are proposed to the building and so there should be no impact upon the outlook or daylight/sunlight at any neighbouring properties. It is further not considered that the proposal would result in an undue loss of privacy for surrounding occupiers as the building envelope would not be extended or altered and no new external areas are proposed for residents' use.
- 22 Resident consultation responses refer to additional noise nuisance and disturbance. There may be more comings and goings than the previous use as a care home for people with physical disabilities. However, sited in a residential area within the urban area, the use as a hostel to provide general needs housing and the ground floor TMA

office/meeting rooms are not considered likely to result in inappropriate or excessive noise. A planning condition is recommended to ensure that the residential accommodation is used for general needs housing only.

- 23 The licence agreement which the residents will enter into has very clear clauses on nuisance. The service provider has prescribed procedures to evict people for nuisance. This would further ensure that future residents do not engage in repeated anti-social behaviour.
- 24 Recommended densities of development for housing are not directly applicable because these relate to new self-contained dwellings (i.e. houses and flats). However the density of the hostel component equates to 528 habitable rooms per hectare. The recommended density of development for houses and flats in the urban area in the Southwark Plan allows up to 700 habitable rooms per hectare. This suggests that the proposed density of accommodation is appropriate to the area and it is further considered that the level of activity associated with the scale of the development would not be harmful to the character or amenity of the area.
- Neighbouring residents' concerns also relate to a loss of security and increased noise and nuisance in the area. Officers are of the view that there is no reason to believe that the use will result in undue noise, disturbance or criminal activity. The proposed use is for general needs housing and as a TMO office/meeting facility. The residential use would not present any greater threat to security or amenity than surrounding housing in the area. The introduction of a TMO/community use would be likely to result in natural surveillance of the site. Additionally there will be regular visits to the overall building by council staff and contractors. The Metropolitan Police have advised that the development should have a condition to achieve secure by design accreditation. Secure by design accreditation would include measures which would contribute to a secure development for future and surrounding occupiers. The applicant has advised that CCTV coverage will be provided.
- 26 The potential for 'light pollution' has been raised in the neighbourhood consultations. A planning condition to require details of any new external lighting is duly recommended.

The quality of the proposed accommodation and effects on living conditions for occupiers

- 27 The room sizes are effectively the same as existing. The existing rooms on the first and second floor are the same size as existing and those new rooms which are created on the ground floor for the hostel will be of a similar size, having a minimum area of 9.5sqm.
- 28 There are no 'space standards' for hostel accommodation in the Southwark Plan or the council's residential design standards but all the rooms would exceed the minimum required floor area for both a single bedroom in a general needs dwelling and also a single bedroom within sheltered housing or supported housing. The council's housing regeneration team, have no objections to the proposed standard of accommodation.
- 29 The neighbour representations refer to the lack of communal lounges and communal garden pointing to the requirement for communal lounges and communal gardens for 'sheltered and supported housing' in the council's residential design standards.

However the proposal is not for sheltered or supported housing. The hostel will provide temporary general needs accommodation for those needing to be re-housed. The proposal is not for temporary accommodation for those with particular needs which would require on-site care or support. Therefore the particular requirements relating to sheltered housing such as communal lounges, guest rooms and communal gardens are not applicable. Furthermore the applicant has confirmed that communal areas provided in other Southwark hostels go unused.

- 30 The room sizes comply with the Southwark code of practice for houses in multiple occupation. HMO standards also suggest that up to 5 individuals can share a cooker and a sink. The proposal would result in each kitchen being shared by up to 3 units
- 31 The proposed hostel would have an intercom system with handsets in each habitable room. It would also have an appropriate fire alarm system which is monitored 24 hours per day 365 days per year. There will be weekly checks carried out on these systems, monthly tests and quarterly fire drills. There is also a sprinkler system. All systems within Southwark hostels have fully compliant maintenance regimes.
- 32 The Metropolitan Police recommend that the development should have a condition to achieve secure by design accreditation. Temporary accommodation sites often home vulnerable people so ensuring that the site is secure is important. There will be a large number of people in small living area so creating a sense of security would be beneficial. A condition is attached accordingly. This will enable the implementation of a suitable access control strategy that is complemented by certified doors, windows and CCTV systems.
- 33 The applicant has indicated in the submission that the hostel will be fitted with a multisteel front entrance door, a door entry system will be fitted with handsets in each unit and that full CCTV coverage will be provided.

Transport issues

- 34 The proposal does not raise any issues in terms of access and highways effects.
- 35 This development is not expected to generate a level of vehicular trips which will have a significant negative impact on the highway network and no changes are proposed to the access to the building.
- 36 The transport planning team have recommended that on-site cycle parking facilities are provided in accordance with London Plan standards. This is to encourage the use of cycles in the interests of sustainability. A condition is recommended accordingly.
- 37 It is not expected the occupants of the site will have access to a car. Therefore the provision of no car parking is satisfactory. Furthermore the area is under a residents' permit scheme so vehicular access would be limited. There are local bus services to Camberwell, which will serve the site.

Design issues and impact on character and appearance of the area

38 No changes to the elevations are proposed and so there would be no impact upon the appearance of the built environment. The site is located within a residential area close to the centre of Camberwell and the proposed use would not be inappropriate. Concern has been raised by a number of residents on security and nuisance grounds

but officers are of the view that there is no reason to believe that the use will result in undue noise or disturbance or criminal activity. The use is for general needs housing. Additionally surveillance would be provided in the shape of the TMO offices and meeting room and the applicant intends to install CCTV to safeguard the entrances/exits to the building.

Impact on trees

39 Existing trees within landscaped/paved areas would not be affected. No external building works are proposed.

Planning obligations/Community Infrastructure Levy (CIL)

40 No new dwellings or new floorspace are to be created. There is therefore no requirement for Mayoral CIL or planning obligations in accordance with Southwark and London Plan policies.

Sustainable development implications

41 The development does not exceed Southwark or London Plan thresholds for the provision of renewable energy technologies to improve energy efficiency and reduce carbon emissions. Nevertheless, the proposal to adapt an existing vacant building to serve an existing need is considered to represent an efficient use of resources. The development will provide 37 new units of accommodation within a 'sustainable' residential location with good access to local facilities. It represents a sustainable form of development which meets the needs of users without compromising or resulting in an inefficient use of resources.

Flood Risk

42 The site is partly located within flood zone 3 on the environment agency flood map. A flood risk assessment has been requested. At the time of writing comments from the environment agency had not been received. These will be reported with any appropriate recommendations as late material.

Conclusion on planning issues

43 The proposal for the formation of a temporary hostel to provide 37 units and communal facilities and offices/meeting areas for the TMO raises no objections in principle. The former care home use is no longer required and the proposed use would meet housing and community needs and is appropriate to the area. The proposed uses would not result in harm to the character of the area or a loss of amenities or security for surrounding occupiers and there would be no new floorspace or need for on-site parking. The re-use of the building would represent a sustainable form of development and there would be no change to the appearance of the building or the conditions on the neighbouring estate.

Community impact statement

44 In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a) The impact on local people is set out above.

Consultations

45 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

Details of consultation responses received are set out in Appendix 2.

Summary of consultation responses

- 46 23 letters/emails raising objections received from occupiers of neighbouring dwellings. Objections raised relate to:
 - Anti-social/criminal behaviour arising from future occupiers
 - Lack of natural surveillance
 - Inappropriate conditions/amenity for future occupiers
 - Loss of security
 - Inadequate external amenity space
 - Inadequate room sizes
 - Inadequate internal communal areas
 - Excessive density of development
 - Lack of on-site manager/support services
 - Need to demonstrate lack of need for existing care home
 - Other uses more appropriate and more in need: care home/self-contained wheelchair housing
 - TMO use inappropriate and results in loss of housing
 - Self-contained accommodation should be provided according to policy (policy 4.7)
 - Insecurity/inadequacy of shared accommodation for future occupiers
 - Failure to provide sustainable/energy saving accommodation
 - Lack of social infrastructure for future residents
 - Failure to comply with non-planning standards, e.g. Southwark Code of Practice for Houses in Multiple Occupation, Building Regulations, HM Government Housing Health and Safety Rating System
 - Noise, nuisance and disturbance
 - Inadequate lighting
 - Undesirable lighting, inappropriate within a residential area
 - Inadequate access for emergency services
 - Safety/loss of amenity due to poor street layout etc.
 - Potential future disposal to private operator and intensification in use
 - Non-planning reasons financial arguments for proposal
- 47 Consideration of the above matters is made within 'key issues for consideration' above, particularly within 'the principle of the development', 'the effects on the amenities of surrounding occupiers', 'the quality of the proposed accommodation and effects on living conditions for occupiers', 'the effects on the character and appearance of the area' and 'transport/highways issues'.
- 48 A further email including comments and suggestions from a resident of Sansom

Street has been received. The following points are made:

- Have alternative uses/sites been considered ?
- Inadequacy/potential disorder associated with use of entrance to hostel on Mary Datchelor Close
- Ongoing concern with standard of accommodation/room sizes/provision of communal facilities
- Intrusive nature of security lighting/CCTV on Mary Datchelor Close
- Scope for undertaking environmental improvements at adjoining garages on Mary Datchelor Close
- Need for yearly review of use and consideration of alternative uses

The following points should be noted in relation to the above comments:

49 <u>Alternative uses</u> - The building itself is on Southwark-owned housing land and in the long term may be considered for redevelopment into council housing but in the meantime, there is a clear need to provide temporary accommodation for homeless households

<u>Alternative sites</u> – The applicant has looked at a number of sites to use as temporary accommodation; not just Good Neighbours House

<u>Entrance to Hostel</u> - This remains in the same location as the original entrance. There is no reason for potential disorder to stem form the location of the entrance. CCTV and lighting will also assist monitoring.

<u>Standard of Accommodation</u> – This is addressed in 'The quality of the proposed accommodation and effects on living conditions for occupiers' above.

Intrusive nature of lighting and CCTV in Mary Datchelor Close – It is important to strike a balance between security and intrusiveness of CCTV. It is important to ensure the security of all residents and have CCTV which provides reassurance to most people. In terms of lighting, this will be diffused in a way which will create a safe environment for hostel residents but will not be intrusive to surrounding properties. If residents feel that the new lighting is too bright then this can be re-visited after the works have been completed.

<u>Environmental Improvements to the Garages</u> – This is something for the TMO to address as it forms part of the wider estate.

<u>Yearly Review and Consideration of Alternative uses</u> – The temporary accommodation services unit constantly review needs. In the past, when homeless demand has been weak, some of our hostels have been disposed for alternative uses. If the council wish to develop the site in the future, this will be subject to a new consultation process.

Metropolitan Police (Secure by Design)

50 Recommended that the development should have a condition to achieve secure by design accreditation. Temporary accommodation sites often home vulnerable people so ensuring that the site is secure is important. There will be a large number of people in a small living area so creating a sense of security would be beneficial. If the condition is added it will facilitate the successful implementation of a suitable access control strategy that is complemented by certified doors, windows and CCTV systems.

Human rights implications

- 51 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 52 This application has the legitimate aim of providing temporary hostel accommodation. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

53 None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2961-38	Chief Executive's	Planning enquiries telephone:
	Department	020 7525 5403
Application file: 14/AP/3033	160 Tooley Street	Planning enquiries email:
	London	planning.enquiries@southwark.gov.uk
Southwark Local Development	SE1 2QH	Case officer telephone:
Framework and Development		020 7525 5428
Plan Documents		Council website:
		www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management				
Report Author	Adam Greenhalgh, Planning Officer				
Version	Final				
Dated	6 January 2015				
Key Decision	No				
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER					
Officer Title		Comments Sought	Comments Included		
Strategic Director of Finance and Corporate Services		No	No		
Strategic Director of Environment and Leisure		No	No		
Strategic Director of Housing and Community Services		No	No		
Director of Regeneration		No	No		
Date final report sent to Constitutional Team			8 January 2015		

APPENDIX 1

Consultation undertaken

Site notice date: 02/10/2014

Press notice date: n/a

Case officer site visit date: n/a

Neighbour consultation letters sent: 08/10/2014

Internal services consulted:

n/a

Statutory and non-statutory organisations consulted:

Metropolitan Police Service (Designing out Crime)

Neighbour and local groups consulted:

78 Don Phelan Close London SE5 7BB 76 Don Phelan Close London SE5 7BB 74 Don Phelan Close London SE5 7BB 84 Don Phelan Close London SE5 7BB 82 Don Phelan Close London SE5 7BB 80 Don Phelan Close London SE5 7BB 72 Don Phelan Close London SE5 7BB 64 Don Phelan Close London SE5 7BB 70 Mary Datchelor Close London SE5 7AY 66 Mary Datchelor Close London SE5 7AY 70 Don Phelan Close London SE5 7BB 68 Don Phelan Close London SE5 7BB 66 Don Phelan Close London SE5 7BB 86 Don Phelan Close London SE5 7BB 25c Vicarage Grove London SE5 7LY 25b Vicarage Grove London SE5 7LY 126 Don Phelan Close London SE5 7DA Good Neighbours House 38 Mary Datchelor Close SE5 7AX Wardens Flat Good Neighbours House SE5 7AX 36a Sansom Street London SE5 7RE 124 Don Phelan Close London SE5 7DA 116 Don Phelan Close London SE5 7DA 114 Don Phelan Close London SE5 7DA 88 Don Phelan Close London SE5 7BB 122 Don Phelan Close London SE5 7DA 120 Don Phelan Close London SE5 7DA 118 Don Phelan Close London SE5 7DA

62 Mary Datchelor Close London SE5 7AY 34 Mary Datchelor Close London SE5 7AX 13 Mary Datchelor Close London SE5 7AX 12 Mary Datchelor Close London SE5 7AX 37 Mary Datchelor Close London SE5 7AX 36 Mary Datchelor Close London SE5 7AX 35 Mary Datchelor Close London SE5 7AX 11 Mary Datchelor Close London SE5 7AX 36 Sansom Street London SE5 7RE 25a Vicarage Grove London SE5 7LY 42 Sansom Street London SE5 7RE 10 Mary Datchelor Close London SE5 7AX 40 Sansom Street London SE5 7RE 38 Sansom Street London SE5 7RE 8 Mary Datchelor Close London SE5 7AX 55 Mary Datchelor Close London SE5 7AY 54 Mary Datchelor Close London SE5 7AY 53 Mary Datchelor Close London SE5 7AY 58 Mary Datchelor Close London SE5 7AY 57 Mary Datchelor Close London SE5 7AY 56 Mary Datchelor Close London SE5 7AY 52 Mary Datchelor Close London SE5 7AY 48 Mary Datchelor Close London SE5 7AY 47 Mary Datchelor Close London SE5 7AY 9 Mary Datchelor Close London SE5 7AX 51 Mary Datchelor Close London SE5 7AY 50 Mary Datchelor Close London SE5 7AY 49 Mary Datchelor Close London SE5 7AY

Re-consultation: n/a

Internal services

None

Statutory and non-statutory organisations

Metropolitan Police Service (Designing out Crime)

Neighbours and local groups

Email representation House Of Commons London SW1A 0AA 18 Sansom Street Camberwell SE5 7RE 21 Sansom Street SE5 7RD 22 Sansom Street London SE5 7RE 25 Sansom Street London SE5 7RD 26 Sansom Street London SE5 7RE 36 Sansom Street London SE5 7RE 36a Sansom Street London SE5 7RE 38 Sansom Street London SE5 7RE 4 Sansom Street Camberwell SE5 7RE 41 Samson Street SE5 7RD 48 Vicarage Grove Camberwell SE5 7LP 6 Sansom Street London SE5 7RE 94 Don Phelan Close London SE5 7BB 95 Don Phelan Close London SE5 7BB