

COMMITTEE REPORT

Planning Committee on
Item No
Case Number

17 January, 2018
11
16/5066

SITE INFORMATION

RECEIVED	23 November, 2016
WARD	Kensal Green
PLANNING AREA	Brent Connects Harlesden
LOCATION	Joy House, 69-85 Rucklidge Avenue, London, NW10 4QA
PROPOSAL	Continued use of the building as a 49-bedroom (116-bed) hostel for the homeless (Sui Generis), for a temporary period of 3 years
APPLICANT	CALUMET PROPERTIES LIMITED
CONTACT	RKA
PLAN NO'S	RK/TP/1060/01 RK/TP/1060/02 RK/TP/1060/03 RK/TP/1060/04 RK/TP/1060/05 RK/TP/1060/06 RK/TP/1060/07
LINK TO DOCUMENTS ASSOCIATED WITH THIS PLANNING APPLICATION	<p><u>When viewing this on an Electronic Device</u></p> <p>Please click on the link below to view ALL document associated to case https://pa.brent.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=DCAPR_131343</p> <p><u>When viewing this as an Hard Copy</u> .</p> <p>Please use the following steps</p> <ol style="list-style-type: none">1. Please go to pa.brent.gov.uk2. Select Planning and conduct a search tying "16/5066" (i.e. Case Reference) into the search Box3. Click on "View Documents" tab

RECOMMENDATIONS

That the Head of Planning is delegated authority to issue the planning permission and impose conditions (and informatives) to secure the following matters:

Conditions:

1. Temporary Consent
2. Condition restricting pedestrian access on the Rucklidge Avenue side of the site and the display of signage directing visitors to the High Road side of the site

That the Head of Planning is delegated authority to make changes to the wording of the committee's decision (such as to delete, vary or add conditions, informatives, planning obligations or reasons for the decision) prior to the decision being actioned, provided that the Head of Planning is satisfied that any such changes could not reasonably be regarded as deviating from the overall principle of the decision reached by the committee nor that such change(s) could reasonably have led to a different decision having been reached by the committee.

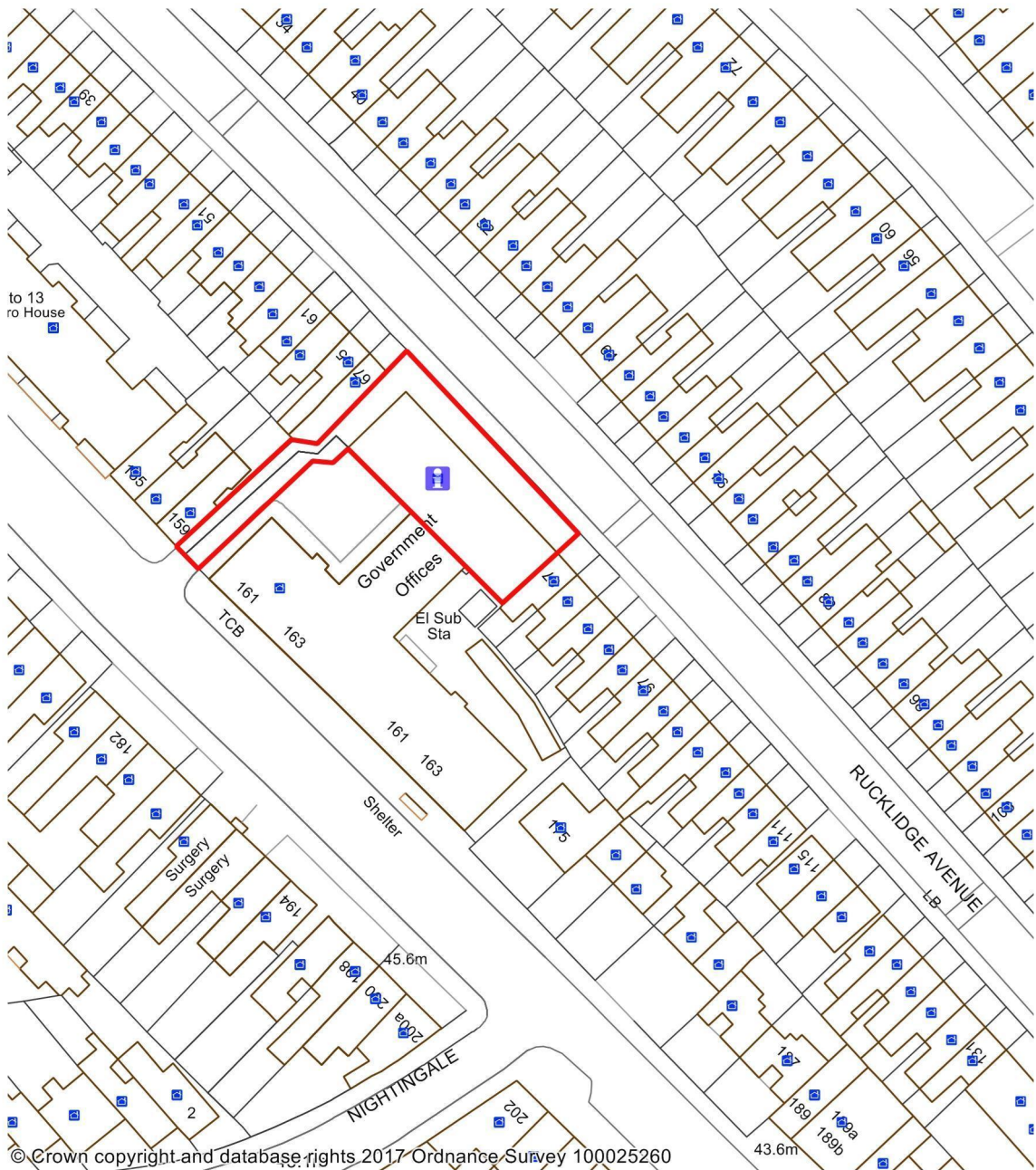
SITE MAP



Planning Committee Map

Site address: Joy House, 69-85 Rucklidge Avenue, London, NW10 4QA

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This map is indicative only.

PROPOSAL IN DETAIL

The application proposes the continued use of the building as a 49 bedroom (116 bed) hostel for the homeless for a temporary period of three years. No external changes are proposed to the building and all existing accesses would remain.

EXISTING

Joy House is part of a former four storey office block with an H-shaped footprint, located between the south-western side of Rucklidge Avenue and the north-eastern side of High Street, Harlesden. Joy House is currently used as a hostel for the homeless and accommodates 49 bedrooms, capable of providing 116 beds. Joy House occupies the northern section of the block, fronting Rucklidge Avenue. The main access from Joy House to the High Street is provided by way of a pedestrian footpath running along the north-western side of the site. The rear access to the site on Rucklidge Avenue is kept closed except for when disabled people need access. Rucklidge Avenue is residential in character and consists of a variety of residential properties. The application site is not located within a conservation area and does not contain any listed buildings.

SUMMARY OF KEY ISSUES

The key planning issues for Members to consider are set out below. Objections have been received regarding some of these matters. Members will need to balance all of the planning issues and the objectives of relevant planning policies when making a decision on the application:

Principle: There is no objection in principle to the proposal for a temporary period of three years. The proposal would provide a local and identified need in compliance with Core Strategy policy CP21 and would also comply with the requirements of DMP20 for self-contained accommodation of this type. However a temporary permission is recommended due to the uncertainty around the future need for this type of accommodation and to allow the situation to be reviewed in the future.

Representations received: Six objections were received from local residents that raised concerns with noise, access from Rucklidge Avenue and individuals loitering around the site.

Impact on Neighbouring Amenity: The development has been assessed against the amenity of neighbouring residents and has been found that the relationship between the proposed development and all surrounding properties is considered to be acceptable, subject to appropriate management of the site.

Transportation: The the application site is located within an accessible location where the occupiers would not require the use of a car and there would not be an increase in the parking requirements of the site. The proposal therefore would have an acceptable impact on the safety and free flow of the surrounding highway network.

RELEVANT SITE HISTORY

13/1888 – GTD

Renewal of planning permission reference 08/0593, dated 27/05/2008, for change of use from offices (Use Class B1) to 49-bedroom (116-bed) hostel for the homeless, including the erection of an entrance canopy, installation of front boundary railings, access door for disabled and construction of a bicycle store and subject to a Deed of Agreement dated 27th May 2008 under Section 106 of the Town and Country Planning Act 1990, as amended

10/3148 – DIS

Change of use from offices (Use Class B1) to a 49-bedroom hostel for the homeless (sui generis) on a permanent basis

08/0593 – GTD

Renewal of planning permission reference 01/1877, dated 25/10/2002, for change of use from offices (Use Class B1) to 49-bedroom (116-bed) hostel for the homeless, including the erection of an entrance canopy, installation of front boundary railings, access door for disabled and construction of a bicycle store and subject to a Deed of Agreement dated 27th May 2008 under Section 106 of the Town and Country Planning Act 1990, as amended

01/1877 – GTD

Change of use from Offices (Class B1) to 49-bedroom (116-bed) hostel for the homeless, including the erection of an entrance canopy, installation of front boundary railings, access door for disabled and construction of a bicycle store

CONSULTATIONS

Neighbour consultation letters were issued to 106 neighbouring properties on 19/12/2016. Two site notices were displayed on 06/12/2017. Press notice advertised on 30/11/2017

To date seven representations have been received (six against, one in favour), details of which are summarised in the table below:

Objection	Response
Collection of waste between 04:30 and 5:30	The time that waste is collected is not a planning consideration directly related to this proposal
Individuals loitering around Rucklidge Avenue	There is no evidence to suggest that these individuals are connected to the hostel. There is no pedestrian access to the site from Rucklidge Avenue
Disturbance and noise	There appear to have been some isolated incidents however this is not unusual in a busy high street area.
Access from Rucklidge Avenue should be prevented	A condition is recommended that the rear door is kept closed except when used by disabled persons.

POLICY CONSIDERATIONS

Development Plan:

London Plan consolidated with alterations since 2011 (March 2016)

Development Management Policies, London Borough of Brent (2016)

London Borough of Brent LDF Core Strategy 2010

Other material planning considerations:

NPPF (2012)

DETAILED CONSIDERATIONS

Background and Context

1. The conversion of the former office building to a hostel for the homeless was first permitted through the grant of temporary planning permission in 2002. In planning policy terms the principle of the change of use was justified as the hostel was required in order to help address an acute need at that time for accommodation for homeless families in the Borough. At that time the permission was subject to a block

booking arrangement with the Council, secured through a s106 agreement, which ensured that the hostel would be used principally to support homeless families within Brent.

2. In 2008 an application to extend the use for a further period was submitted to the Council. In assessing this further application the need for hostel accommodation to support homeless families was again reviewed and it was found that this need still existed. On this basis permission was granted, on similar terms to the previous application, for a 5 year extension to the use. This permission expired on 1st September 2013 and was subsequently renewed again in October 2013 again based on the fact that the building provided accommodation for a known local need within the borough for homeless people. This permission expired in September 2015 and the building has continued to operate as accommodation for homeless people to date without the benefit of planning permission. The current application seeks continued use of the building as a hostel for the homeless for a temporary period of three years.

Principle and Housing Need

3. The principle of hostel accommodation for the homeless has already been established in the site, albeit through two temporary permissions. Under normal circumstances when a temporary permission has been granted previously, it is unusual for another temporary permission to be granted. However in this case the property is fulfilling a specific Brent need that may be temporary in its nature and is considered to be in compliance with Core Strategy policy CP21, thus making the principle of another temporary permission acceptable. Brent Housing Needs have confirmed that the building is exclusively used by the Council to provide homeless households with accommodation until more permanent accommodation can be sourced. The property is also the only one in the Borough that has a functioning lift system and has four fully adapted disabled rooms which benefits a key client type and local need within the borough. The Brent Housing Need Team have also confirmed that there is continuous high demand for the facility and that its loss would negatively affect the existing housing situation and the Council's ability to fulfil its statutory housing duties.

4. Policy DMP20 states that self-contained residential accommodation with shared facilities or on-site support/care to assist residents will be supported provided it is located in an area with good access to public transport and other amenities; is of an acceptable quality in terms of the standard of accommodation and external amenity; includes management arrangements; and demonstrates that there is a specific Brent Need. The site is located in an area with very good transport links including regular bus services outside the site and London Overground and Underground located 330 metres to the south. The facility provides 7 self-contained rooms and others with shared communal facilities such as bathrooms and kitchens. Given the temporary nature of the accommodation it is considered that it offers an adequate standard of accommodation for residents. It should be noted that the use and this site in particular require careful management to protect the living conditions of the neighbouring occupiers. The facility has management in place and it has been demonstrated that there is a specific Brent need.

5. It has been noted that a number of temporary permissions have been granted on this site and this is not usually necessary where a proposal is deemed to be acceptable. However, the potential for disturbance has not been ignored and planning permission has recently been granted for a permanent facility which has a more appropriate site and context. Therefore although great weight has been given to the current need for the facility and the consequences of not having it are acknowledged, it is appropriate that the need is accommodated within a purpose built facility in the future. Therefore the principle of extending the temporary permission is considered acceptable.

Neighbouring amenity

6. The site is located on Harlesden High Street and Rucklidge Avenue however pedestrian access is restricted to the High Street side of the site. Harlesden High Street is a typical high street that is relatively busy in terms of pedestrians and vehicles. As such this is considered the most sensible access point to the building.

7. There have been a number of concerns raised from neighbouring residents regarding individuals congregating on the Rucklidge Avenue side of the site. During the site visit it was noted that the gate on the Rucklidge Avenue side of the site was closed and did not provide access to the building. A number of signs directing people to the High Road entrance on the opposite side of the site were also in place, a condition is

recommended to ensure that these remain in place. One of the objectors mentioned that they were unsure whether the individuals congregating around the Rucklidge Avenue side of the site were actually connected to the hostel. As there is no permanently open pedestrian access on this side of the site there is no evidence to suggest that these individuals were actually residing there. Another objector has also raised concerns with residents shouting. However this appears to be an isolated incident and is typical of activity that takes place in any busy high street or built up urban area.

8. In the appeal of application 10/3148 the Inspector recognised a potential for disturbance to neighbouring occupiers, but also noted that this would not be a sole reason for refusal of planning permission. Officers once again recommend a condition that the pedestrian access to the site is closed except for when a disabled person needs access. It is therefore considered that with this condition in place that the amenity of neighbours would not be materially harmed as access would be restricted to the busier high street side of the site.

Conclusion

9. The accommodation is providing a known local need within the Borough. Although residents have raised some concerns about the proposal these appear to be isolated incidents involving individuals on Rucklidge Avenue that are not necessarily connected to the site, the management of the site can minimise such issues and the temporary permission would ensure that any harm related to the site is limited. The condition to keep the rear access closed except for disabled access should ensure that individuals who are residing at the facility use the High Road access on the opposite side of the site. The application is therefore recommended to be granted on a temporary basis for 3 years.

DRAFT DECISION NOTICE



Brent

DRAFT NOTICE

TOWN AND COUNTRY PLANNING ACT 1990 (as amended)

DECISION NOTICE – APPROVAL

Application No: 16/5066

To: Mr Randeree
RKA
116 Elms Lane
Wembley
HA0 2NP

I refer to your application dated **23/11/2016** proposing the following:

Continued use of the building as a 49-bedroom (116-bed) hostel for the homeless (Sui Generis), for a temporary period of 3 years

and accompanied by plans or documents listed here:

RK/TP/1060/01
RK/TP/1060/02
RK/TP/1060/03
RK/TP/1060/04
RK/TP/1060/05
RK/TP/1060/06
RK/TP/1060/07

at **Joy House, 69-85 Rucklidge Avenue, London, NW10 4QA**

The Council of the London Borough of Brent, the Local Planning Authority, hereby **GRANT** permission for the reasons and subject to the conditions set out on the attached Schedule B.

Date: 08/01/2018

Signature:

Alice Lester
Head of Planning, Transport and Licensing

Notes

1. Your attention is drawn to Schedule A of this notice which sets out the rights of applicants who are aggrieved by the decisions of the Local Planning Authority.
2. This decision does not purport to convey any approval or consent which may be required under the Building Regulations or under any enactment other than the Town and Country Planning Act 1990.

DnStdG

SUMMARY OF REASONS FOR APPROVAL

- 1 The proposed development is in general accordance with policies contained in the:-

Development Management Policies (2016)
Core Strategy (2010)

- 1 To assist applicants the Local Planning Authority has produced policies and written guidance, all of which is available on the Council's website and offers a pre planning application advice service. The scheme does comply with guidance and no pre application discussions were entered into.

- 1 This permission shall be for a limited period of 3 years only, expiring on 19th January 2021 when (unless a further application has been submitted to and approved in writing by the Local Planning Authority) the use hereby approved shall be discontinued..

Reason: The proposed use is considered to be acceptable only on a temporary basis to accommodate an existing and exceptional need for accommodation of this type in accordance with Policy CP21 of the London Borough of Brent LDF Core Strategy 2011.

- 2 The pedestrian access gate on to Rucklidge Avenue shall not be used other than to provide access to the premises for disabled persons only and visitors to the site shall be informed of this restriction by way of a sign installed on the pedestrian gate clearly indicating this restriction. This sign shall be displayed until such time that the use of the premises, hereby approved, ceases.

Reason: In the interests of residential amenity.

Any person wishing to inspect the above papers should contact Barry Henn, Planning and Regeneration, Brent Civic Centre, Engineers Way, Wembley, HA9 0FJ, Tel. No. 020 8937 5232