

Application Number	Date of Appln	Committee Date	Ward
117801/VO/2017	9 Oct 2017	16 Nov 2017	Chorlton Ward

Proposal CITY COUNCIL DEVELOPMENT Change of use of former residential care home to residential support facility and erection of 2m high wooden fencing

Location Longford, 37 Edge Lane, Chorlton, Manchester, M21 9JU

Applicant Ms Nicola Rea , Manchester City Council, Homelessness And Migration, PO Box 532, Town Hall, Manchester, M60 2LA,

Agent Mr Richard Broadbent, Manchester City Council, Capital Programmes And Procurement, Corporate Core Directorate, PO Box 532 , Town Hall, Manchester, M60 2LA,

Description

Longford is a vacant, two-storey building, formerly used as a residential care home for the elderly, located at 37 Edge Lane in Chorlton. It is set back from the road frontage with grassed areas to the front and rear. There is a short road from Edge Lane to the west of the building that leads to a parking area for Egerton Court, which is a sheltered accommodation development of 36 flats for the elderly, located behind the application site. Ashfell Court, a flat development, is located to the west, and other residential properties are located to the north and east – a mix of flats and single family dwelling houses. There is a footpath with wide grass verges running along the eastern boundary of the site, linking Edge Lane to the end of Meadow Court to the south. The site currently has a partially open plan layout, with no formal boundary treatment to the Edge Lane frontage or the access road to Egerton Court, but there are low metal railings to the boundary with the footpath and some palisade fencing to the rear. There are six parking spaces within the site but these are accessed directly from the road leading to Egerton Court.



The area is predominantly residential approximately half a mile from Chorlton District Centre.

The proposal involves the change of use of the building to a facility providing temporary, emergency, residential accommodation to prevent people becoming homeless and to provide support services to help them move on to independent accommodation, employment, training and other opportunities.

Facilities include:

- 38 bedrooms with washing facilities
- Residents' and catering kitchens
- Lounges and dining room
- Bathrooms
- Toilets
- Office space
- ICT suite
- Interview room
- Laundry
- 2m high timber fencing is proposed at the rear of the property to enclose part of the garden area.

There are no external alterations proposed in association with the change of use.

Consultations

Local Residents - Correspondence has been received from 25 residents, three of whom support the initiative but have concerns about the operation and the remainder object to the proposals. Many of the objectors have raised the same issues and concerns and these are summarised below:

- The main concerns centre on the type of people who would be accommodated in the centre and the number of residents proposed. Local residents are concerned that the proposal will accommodate a large number of transient people with drug abuse/mental health issues or ex-offenders and that the proposal would be too big and unmanageable.
- Residents state that there are already problems in Chorlton with homeless people and aggressive begging.
- There are concerns about community safety as Chorlton already has high levels of burglary, and police in the area say they are too stretched to be able to deal with anything but the most serious crimes. Also the footpath to the side of the site is a route for children and families to and from school and residents are concerned that such a large site with so many vulnerable people with mental health and drug and behavioural problems may attract people (including those with criminal intent, drug dealers, etc) who seek to intimidate and exploit the residents and this could result in antisocial behaviour with the congregation of such groups near the centre.
- Residents are concerned that the size of the centre and the large number of occupants also poses the risk of nuisance and noise, especially since it will be open 24 hours a day. Thus people, many with cars, will be coming or going

including occupants, their friends/families, staff, - at all hours (so increasing the risk of night-time noise and disturbance to local residents) and others hanging around at all times.

- Residents are concerned that the change in appearance of the site with a 2m perimeter fence and CCTV cameras surrounding the building will negatively affect the character of this residential area and feelings of insecurity are likely to be worsened by the 2m high perimeter fence and CCTV cameras which may give the site an institutional feel.
- The proposal is considered to be a badly planned scheme that is fulfilling a political promise by the new mayor. Residents have stated that this proposal is being “rushed through under the radar as a knee jerk reaction to the homeless issue hence the low cost of the refurb (easy quick cheap win) trying to appeal to the so called lefty, kind generous cosmopolitan Chorlton folk. This is probably because the building was already "available" Surely something like this needs more investment and would be more suited to a different area”.
- Homeless support is a different proposition to elderly care. The west end of Chorlton is largely detached and semi-detached houses and retirement homes. The creation of a homeless centre is a material change in the nature of the area, and the presence of so many people with such challenging and potentially disturbing behaviour will be more than a nuisance to local tax paying residents and their dependents.
- Residents state that the proposal for a homeless centre could have a negative impact on house prices. Homeless shelters can drag down property values by 12%. Will the Council compensate for any loss?
- The fact that the centre could also accommodate up to 38 dogs clearly risks there being unwanted noise and disturbance of the peace – dogs don't always get on and some people fear dogs.
- Chorlton already has a very high provision for people with additional support needs placing a great strain on local healthcare provision and this would be exacerbated. Residents are concerned that facilities in the area will not be able to meet the needs of all the residents.
- The increase in traffic coming and going, on what is already an extremely busy road, may also pose a nuisance, and the lack of parking will result in congestion. The site contains just 6 car parking spaces, and from the information provided it seems very likely that during the day more than 6 staff will be on site. This leads to the question of where the extra cars will be parked. The site is very close to a very busy junction and but parking there on Edge Lane would cause an obstruction and reduced visibility, making it unsafe.
- There is no financial budget in the planning application for operating costs.
- The proposal has been poorly communicated by MCC. Community consultation was done at the last minute and not enough people were included.
- The privacy of Egerton Court would be compromised with immediate overlooking.
- There are also some concerns and queries regarding the approach to managing any potential anti-social behaviour; the assessment and place allocation process; and the process for local residents if there are concerns once the service is up and running.

- While the supporting information and public consultations have said that the building will be used to support people with low to medium needs, the application is not restricted to supporting such people and the use could be changed to house people with high needs without any consultation or permission. Therefore, if the application is approved, the specific client group should be restricted by the addition of a planning condition or by s106 agreement.

Environmental Health – recommended conditions limiting the hours of deliveries, acoustic attenuation of any externally mounted equipment and the submission of a waste management strategy.

Highways Services – Initially had concerns that with 23 staff members, residents' family and medical visitors the 6 space car park is unlikely to be sufficient to meet demand and some vehicles may be parked on surrounding residential roads. Clarification that staff will be working on a shift basis has addressed this concern. Secure cycle parking has been requested. There are no concerns about the fencing

Greater Manchester Police – have stated that due to the size and nature of the proposal they would recommend that a Crime Impact Statement should be submitted to show how crime has been considered for in the proposal and the surrounding area.

Trafford Council – no comments received.

The applicant has submitted additional supporting information relating to the proposal, the residents, the level and type of support and other issues raised by concerned residents

- Longford will provide short-term accommodation and support for single people over the age of 18 to prevent them from becoming homeless. The Centre is aimed at those that are new to homelessness and with low to medium support needs, not entrenched rough sleepers or those that are long-term homeless. The centre will provide immediate accommodation to provide shelter, and to prevent them from becoming rough sleepers. The immediate support will help individuals return to independent living quickly and with the support they need. By investing time and money into short-term support people are less likely to become homeless for the long term.
- The centre will only be for people who are referred and will not be a direct access centre, so people cannot just turn up. An assessment will be completed for all residents to understand if they are suitable for the service. Longford will not be suitable to accommodate residents with higher or complex support needs.
- All residents will be subject to a licence agreement, which will set out the conditions of their tenancy. All residents will be expected to abide by the drug and alcohol rules that are set as part of their licence agreement. People with entrenched drug habits will not be referred to the centre.
- There will be no curfew as this will be a person's home whilst they are living there and they will not be expected to be in at certain times. Visitors will be by arrangement only and will be expected to leave by 10pm.

- Dogs will be allowed on the site as long as they are well-behaved and under control. Clear guidance set out by the Dogs Trust will be followed to ensure the best possible support on site. The number of dogs on site will be managed by a risk assessment.
- The level of support will depend on the individual and what help they need to move on into accommodation. This may involve mediation with family, help with sorting debt or health problems or help applying for jobs. There are many reasons why people become homeless, so the support offered will be flexible to meet individual needs as quickly as possible.
- Staff – There will be a centre manager and two assistant centre managers. There will be a team of 14 support staff who will work shifts. In addition there will be 5 ‘move-on’ support workers also working on a rota and a volunteer co-ordinator. There will be catering staff and a site care-taker and overnight security.
- Why was the Longford site chosen? A suitable site had been sought for some time – some properties were in a poor state of repair and required too much work to be made usable or were not available for longer term use. Longford is in a relatively good state of repair and can be up and running quickly.
- Size of the project. This project with 38 bed-spaces is in keeping with similar schemes which have been operated successfully by MCC for many years. The Women’s Direct Access Centre has 33 bed-spaces, Woodward Court has 60+. There are many similar sized provisions for homeless people delivered by housing partners in the city such as Riverside, The Salvation Army etc. There is no evidence to suggest that without the right staffing levels in place any provision of this size would not work.
- Impact on house prices in the vicinity of the Longford Centre. There are many existing Homelessness Service Accommodation schemes throughout the city some of which are operated by Manchester City Council and some delivered by external partner organisations. There is no material evidence that these have had any impact upon surrounding property prices.

Policies

National Planning Policy Framework

The National Planning Policy Framework replaced previous guidance in PPGs and PPSs, setting out the Government’s planning policies and how they are expected to be applied. The NPPF underlines that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise, and that the Framework is a material consideration in planning decisions. The core message in the document is that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

The Development Plan

Manchester’s Core Strategy Development Plan Document forms part of the development plan for Manchester and its policies provide the basis for planning decisions in the City. The Core Strategy replaces a large number of policies in the Unitary Development Plan although a number of the UDP policies remain extant.

Policy SP1 – sets out the key spatial principles which will guide the strategic development of Manchester to 2027 and states that outside the City Centre and the Airport the emphasis is on the creation of neighbourhoods of choice. It also sets out the core development principles, including: creating well-designed places, making a positive contribution to health, safety and well-being, considering the needs of all members of the community, and protecting and enhancing the built and natural environment.

Policy H10 – Housing for people with additional support needs – This policy states that proposals for accommodation for people with additional support needs will be supported where:

- There is not a high concentration of similar uses in the area already.
- Where it will contribute to the vitality and viability of the neighbourhood.
- Where there would not be a disproportionate stress on local infrastructure such as health facilities.

The Council welcomes the development of appropriately designed accommodation which enables people with additional support needs to maintain an independent lifestyle. However, it will seek to avoid an over-concentration of people with additional support needs in any one area.

Policy DM1 - Development Management - This policy seeks to ensure that new development contributes to the overall aims of the Core Strategy. The issues which should be considered are those which will ensure that detailed aspects of new development complement the Council's broad regeneration priorities and contribute to neighbourhoods of choice. The issues relevant to this application are:

- The impact of the development on the character of the surrounding area;
- Effects on amenity, including privacy, noise and traffic generation;
- Access to new development by sustainable transport modes;
- Community safety and crime prevention;
- Adequacy external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking.

Guide to Development in Manchester

One of the core aims of the Guide is to encourage diversity and create a place of variety and choice, by promoting a range of housing stock to cater for all who wish to live in Manchester. In addition to seeking a range of housing across Manchester as a whole, it also seeks to widen the range of property types within local areas.

Neighbourhoods should contain a mix of housing - Successful neighbourhoods offer a choice of housing to enable residents to continue to live in an area as their needs and aspirations change. Social and private housing should complement each other to deliver choice and balance.

A variety and mix of uses is encouraged - to maintain and create sustainable communities. One of the best ways of creating sustainable communities is by providing a balanced mix of uses.

Issues

Principle

The proposal is considered an acceptable use for the building as it will involve the re-use of a vacant residential property for residential accommodation. Core Strategy policies emphasise the need to cater for mixed communities by providing house types to meet the needs of a diverse and growing Manchester population, whilst Policy H10, the overarching policy for housing for people with additional support needs, states that such proposals will be supported provided that there is not a high concentration of similar uses in the area already, it will contribute to the vitality and viability of the neighbourhood and where there would not be a disproportionate stress on local infrastructure such as health facilities. In this case, it is believed that the proposal will deliver vital residential accommodation and due to the extent of the amenities and infrastructure on offer in the area and as there is no over-supply of such accommodation, the proposal accords with the relevant policy.

Residential amenity – The proposal involves the re-use of a residential care home for a similar residential support use. The proposed use is not considered to be a noise-generating use. Although it is acknowledged that there will be comings and goings relating to the proposed use, given the number of residents, support staff and visitors, it is considered that the level of activity associated with the proposed use would not be significantly higher or more disruptive than the previous use and is acceptable in this context. Dogs will be allowed on the premises, but it is unlikely that all residents would have pets and the facility will be well-managed so that pets do not cause disturbance

In terms of privacy or overlooking, this is an existing residential building with no additional windows proposed. Due to the former use of the building and its continued residential usage, together with the situation of the building set back from the road frontage within its own grounds and with no immediately adjoining residential occupiers, it is not considered that there will be any significant impact upon residential amenity. The concern about privacy raised by the objector probably relates to the open plan nature of Egerton Court to the rear of the application site, where ground floor windows look directly out over their car park and are visible from the access road. This is an existing situation and it is considered that there is no reason to believe that this proposal would have any additional impact in terms of the privacy of the occupiers of Egerton Court. In addition, 2m high timber fencing is proposed at the rear and along part of the side boundary. This will enclose the rear garden area and this will also prevent any overlooking from the space at the rear of the property.

Therefore it is considered that any impact on residential amenity would be minimal.

Visual amenity – Apart from repairs the building's exterior will not change. Objectors have mentioned that with the high boundary treatment proposed the site would have an 'institutional' feel, however there is only additional boundary treatment to the rear

to enclose the garden space. Overall there will be very little change to the site and it is considered that there will be no adverse impact on the visual amenity of the area.

Traffic and parking - The site includes an existing car park area for up to six vehicles. Given the occupants of the building would be homeless and highly unlikely to own cars, together with staff working on a shift basis, it is considered that the proposed use would not generate high parking demand or a high frequency of vehicle trips and the car park should be adequate for the potential demand. Nevertheless there are double yellow lines directly to the front of the property on Edge Lane, but no parking restrictions further along.

There is no provision for cycle parking currently shown in the proposals. It is considered that staff may wish to cycle, and residents, although unlikely to have cars may have cycles, therefore a condition should be attached to require the submission of a scheme for secure cycle parking.

Waste - There is an existing bin storage area to the side of the building which the applicant intends to re-use. This is located adjacent to the access road and there is extra space available should there be an increased need for waste and recycling facilities for this use than the previous care home. However, in order to ensure that the facilities are adequate for the proposed use, a condition is recommended to require a waste management strategy to be approved.

Amenity space – There are large areas of garden around the site and the proposals involve the fencing of the rear garden in order to provide private and more formal garden space. The amount of amenity space available for the occupiers of the property is considered acceptable.

Community safety – There is an assumption on the part of some of the objectors that the placement of people who are at risk of homelessness with low/medium support needs will present a safeguarding risk. Safety of residents and the local community is of the highest priority for the Council in relation to its temporary accommodation sites across the city, and there is no evidence that there has been additional safeguarding risk in the locality of homeless schemes. In relation to the concerns raised about begging, the licence agreements and 'house rules' which the residents would have to sign up to at Longford will have a strict conduct policy and anyone found street begging would be subject to eviction.

In relation to the comments from GMP, given that the proposal is for a residential use in a building previously used for residential accommodation and that no significant physical changes are proposed, it is considered that the submission of a Crime Impact Statement would not be required in this instance.

Supported housing – This proposal is not for supported housing in the traditional sense, it is more a managed residential facility with support services, such as training, brought in. The aim is to avoid placing people at risk of homelessness in temporary B&B accommodation. There is currently no similar accommodation the Chorlton area. There should be no additional pressure on GP services as no intention to register temporary residents at the centre with local GP practices and the sustainability of the community will be maintained.

Some of the objectors have commented that the proposal is too large and people would be better accommodated in smaller facilities. The Council currently has dispersed accommodation houses across the city in which homeless people are living. This proposal adds a different type of accommodation to the mix of facilities that the Council can provide to support the needs of homeless people

Conclusion - The proposal involves the re-use of Longford to provide support to a specific group of people with low to medium needs where there is a clear gap in provision at the moment. Many of the issues raised by the objectors are not directly related to planning, but it is considered that the additional supporting information provided by the applicant addresses the majority of the concerns. It is considered that the proposal would secure much-needed, emergency accommodation and support services that would be actively and appropriately managed, in a building which requires minimal intervention.

In light of the above and with regard to the existing planning policy framework, City Council policies and national planning guidance, the proposal is considered acceptable as it will deliver essential residential accommodation to prevent people becoming homeless in the long term, and it is unlikely to have a significant impact upon the highway, local infrastructure, or the living conditions of nearby residential occupiers or upon the character of the neighbourhood.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

Officers have worked with the applicant and agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

Conditions to be attached to the decision

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

Site Location Plan 01

Proposed Ground Floor Plan 04

Proposed First Floor Plan 05

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) Prior to the occupation of the development, a scheme for the storage (including segregated waste recycling) and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of amenity and public health pursuant to Policy DM1 of the Core Strategy.

4) Prior to occupation of the development, details of provision of secure cycle storage shall be submitted to and approved in writing by the City Council as local planning authority. The approved space and facilities shall then be retained and permanently reserved for bicycle parking.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with policies SP1, T1 and DM1 of the Core Strategy.

Representations were received from the following third parties:

68 Meadow Court, Chorlton, Manchester, M21 9HH

25 Meadow Court, Chorlton, Manchester, M21 9HH

67 Meadow Court, Chorlton, Manchester, M21 9HH

20 Edge Lane, Chorlton, Manchester, M21 9JF

Ashfell Court, 35 Edge Lane, Chorlton, Manchester, M21 9HE

3 Hackness Road,, Manchester, M21 9HB

81 Meadow Court, Chorlton, M21

28 Daresbury Road, Chorlton, M21 9WA

1 Hackness Road, Manchester, M219HB

5 Hampton Road, Chorlton, MANCHESTER, M21 9LA

58 Meadow court, Hackness Road, Manchester, M219hh

1 Hackness Road, Manchester, M21 9HB

28 Daresbury Road, Manchester, M21 9WA

5 Bolesworth Close, Chorlton Cum Hardy, Manchester, M21 9BE

1 Belgravia Gardens, Chorlton, Manchester, M21 9JJ

Ashfell Court, 35 Edge Lane, Chorlton, Manchester, M21 9HE

26A Edge Lane, Chorlton, Manchester, M21 9JY
29 Edge Lane, Chorlton, Manchester, M21 9JH
19 Ashfell Court, 35 Edge Lane, Chorlton, Manchester, M21 9HE
31 Ashfell Court, 35 Edge Lane, Chorlton, Manchester, M21 9HE
26 Edge Lane, Chorlton, Manchester, M21 9JY
5 Bolesworth Close, Chorlton cum Hardy, Manchester, M21 9BE
51 Meadow Court, Hackness Road, Manchester M21

Relevant Contact Officer : Paula McGovern
Telephone number : 0161 234 4547
Email : p.mcgovern@manchester.gov.uk



 Application site boundary  Neighbour notification
© Crown copyright and database rights 2017. Ordnance Survey 100019568