

Application Number	Date of Appln	Committee Date	Ward
121941/FO/2018	6th Dec 2018	14th Mar 2019	Longsight Ward

Proposal Proposed change of use from Class C3 dwellinghouse to C2 residential care home for children

Location 6 Meade Grove, Manchester, M13 0SG

Applicant Miss Gemma Schofield , Engaging-Care Limited, 6 Meade Grove, Manchester, M13 0SG,

Agent

Description

The application site relates to a two storey mid-terraced residential property (Class C3) in a predominantly residential area, with all the properties on the street appearing to be in use as Class C3 dwellinghouses. The property includes a small front private area and a medium sized rear garden area and is of an appearance that is uniform with surrounding properties.

Planning permission is sought to change the use of the property from a Class C3 dwellinghouse to a Class C2 residential care home for children. The property has 4 bedrooms and would accommodate up to 4 residents, aged between 10 to 16 years old. The bedrooms are located on the upper floor with communal rooms (e.g. lounge, kitchen) and ancillary rooms (e.g. staff office) located on the ground floor.

The applicants state that the premises would be a therapeutic residential home for vulnerable children with mental and emotional care needs following experiences of harm, neglect or abuse. They state that children will be individually assessed for a package of support and care which will include day to day care, life skills, sport and recreational activities, counselling, and 1:1 education tuition.

The children would be provided with 24 hour care, seven days a week. On a day to day basis, there would be three members of staff, at all times, during the day and during the night there would be a member of staff who sleeps in and a member of staff that stays awake. The member of staff that is sleeping would do so in the ground floor staff office.

Consultations

Local residents - Five objections have been received, from local residents, for the following reasons:

- This is a very family oriented street and there are many children who live here and this proposal would lead to an unsafe area for children to play and grow up in.

- As well as children this is a street with older residents and there is concern about what might happen if a child, in the care home, struggles to deal with personal issues and exhibits this on the street, possibly in a violent manner or on regular occasions, and what impact this would have on younger and older residents.
- There is concern about what would happen if the care home staff are not able to deal with any anti-social behaviour and what recourse residents would have if the home is not managed effectively and anti-social behaviour significantly increases in the street.
- The proposal would lead to an increase in traffic in the area, due to staff cars and visits from officers of agencies involved in the care of the children, on what is a heavily congested and narrow road. There is already limited parking, on Meade Grove, for the residents of the street.
- The age range of the children at the premises (10-16) is such that they will be coming to and from the premises later in the evening, which would cause disruption for local residents.
- There is a lack of information regarding the needs of children who will be residing at the premises and whether the placements would be short/long term and/or emergency placements, and whether their conditions would warrant specialised care.
- Having a care home on the street would not be beneficial to any of the existing residents, and would only cause problems for residents and disrupt their living area.
- The proposal would impact upon crime and community safety in the area, and a fear is expressed that there would be outbreaks of disturbances from the premises.
- One objector asks that the street be visited so that their concerns can be verified.

Highway Services - No highways objections.

Strategic Area and Citywide Support Manager - No objections, subject to a condition being attached, to any permission, in relation to refuse storage/collection.

Supported Needs Monitoring Group - The application has been shared with the Supported Needs Monitoring Group for their comments and no concerns have been raised. The Strategic Commissioning Manager in Children's Services has provided the following comments:

There is definitely a need in Manchester for this type of home so would fully support the planning agreement. Officers have met with the potential providers and were pleased to discover they were social workers with every intention of providing an excellent service. Children's Services would like to work closely with them to support them to shape and develop the kind of services that children and young people in Manchester are requiring.

Central Neighbourhoods Team - No objections.

Greater Manchester Police - No comments received.

Coal Authority - No objections.

Policies

National Planning Policy Framework (2018) - Sets out the Government's Planning Policies for England and how these should be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that achieving sustainable development means that the planning system has 3 overarching objectives:

An economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right type is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

A social objective - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and communities' health, social and cultural well-being; and

An environmental objective - to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy

It states that planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term, but over the lifetime of the development;

b) are visibly attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible, and which promote health and well-being, with a high standard of amenity for existing and future users, and

where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

There should be a presumption in favour of sustainable development and planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Policy SP1 identifies the City Council's Core Development Principles and states that development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- Creating well designed places that enhance or create character
- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy H10 relates to housing for people with additional support needs. It 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.

Policy EN19 requires consideration of the submitted details relating to determine if the applicant has satisfactorily demonstrated how:

- i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
- ii. The sustainable waste management needs of the end user will be met.

Policy T2 - States that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses).

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy DM 1 states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Policy DC2 relates to Class C2 rest homes and nursing homes

DC2.1 states that, in determining planning applications for rest homes, nursing homes and other uses within Class C2 of the Use Classes Order, the Council will have regard to:

- a. the effect of the operation of the business on the amenity of neighbouring residents;
- b. the standard of accommodation for the intended occupiers of the premises, including the availability of private outdoor amenity space;
- c. the effect of the proposals on visual amenity;

- d. the availability of adequate, safe and convenient arrangements for car
- e. parking and servicing;
- f. the ease of access for all, including disabled people;
- g. the desirability of avoiding an over-concentration of special needs or housing in any one area of the City; and
- h. the desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.

DC2a.1 states that planning permission will be refused when it cannot be demonstrated that development proposals will contribute to the achievement of the following objectives for the City's local communities:

- i. to ensure a more even spread of "special needs" accommodation within local areas and across the City as a whole, in order to encourage provision closer to where needs arise and avoid the need for people to move from their local community to find the accommodation they require;
- ii. to ensure the protection of the residential character and amenity of family housing within established communities;
- iii. to avoid the unnecessary loss of the bigger dwelling houses available for larger and extended families;
- iv. to help local communities accommodate a range of special needs without the risk of social stress;
- v. to avoid stigmatising a particular neighbourhood or a particular type of accommodation;
- vi. to create and retain a positive perception of all areas of the City as a contribution towards the goal of maintaining stable and self-sustaining communities;
- vii. to attempt to sustain the vitality and viability of local economies, by encouraging a wide diversity of social groups to live within all parts of the City;
- viii. to avoid creating disproportionate stress on local services, such as health and education; and
- ix. to avoid additional pressure on primary and secondary health care provision in parts of the City where there are already identified concerns about adequacy of services.

DC2b.1 states that, in deciding whether or not to grant planning permission for the kinds of housing accommodation described in the above proposed strategic city-wide policy the Council, in consultation with other competent agencies, will from time to time assess whether or not localised parts of the City have already reached their effective capacity to accommodate further special housing needs, in the terms set out above.

In addition to the social and economic criteria set out above, the Council will only grant planning permission for special needs housing proposals where it can be demonstrated that the proposals will not have an adverse impact on the character of the street or the locality in respect of:

- i. displays of signs and notices;
- ii. additional car parking space involving the loss of mature trees and landscaping, especially in front gardens;

- iii. design of vehicular cross-overs to parking spaces in front gardens;
- iv. provision of external fire escapes and lift shafts;
- v. positioning of paladin bins;
- vi. construction of links between what would otherwise be separate dwelling houses;
- vii. additional comings and goings from officials and professional visitors;
- viii. more intensive use of upper floors, which become main living accommodation.
- ix. This can reduce privacy to adjoining gardens and lead to noise transmission problems through party walls; and
- x. the quality and maintenance of external areas.

DC2.2 states that there will be a general presumption in favour of Class C2 uses within residential areas, subject to other relevant policies of the Plan.

DC2.3 states that, notwithstanding policy DC2.2, the Council will require any development in this category to:

- a. meet the Council's current approved accommodation standards for developments of this kind;
- b. provide usable external amenity space.

With regards to development and noise Development Control policy DC26 states that the council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the city. In giving effect to this intention, the council will consider both the effect of the new development proposals, which are likely to be generators of noise.

Issues

Principle - The City Council welcomes the development of appropriately designed accommodation, which enables people with additional support needs to maintain an independent lifestyle. In assessing these types of application the Council would also seek to avoid an over concentration of people with additional support needs in any one particular area.

In assessing the proposed development, consideration has been given to the provision of supported housing within the locality of the site and the impact that the development would have on the character of the area.

In this case, the proposal is supported by the Council's Supported Needs Monitoring Group, and Children's Services, and it is considered that the proposed development would add to the supply of a much desired facility that would respond to the needs of individuals requiring comprehensive residential care.

In this case it is not considered that there is an over-concentration of people with additional support needs in the area and there would therefore be no demonstrable harm to the character of the area.

The development is therefore considered to be satisfactorily related to Core Strategy policies SP1, DM1, and H10 and saved policies DC2a.1 and DC2b.1 of the Unitary Development Plan.

Residential Amenity - The proposed use is of a residential nature and given the residential context of the neighbourhood the proposed use would be appropriate. The use entails the provision of 4 bedrooms and therefore the amount of accommodation and resulting activity is considered to be commensurate with a typical dwellinghouse.

The concerns of residents largely relate to a perception of problems that will be caused by the behaviours of the occupiers of the property. Whilst understanding that residents may be apprehensive about a change in the nature of the occupation of the house, these fears are based on suppositions about worst case scenarios. It is considered that the level of staffing proposed is such that there will be comprehensive management of the premises and the individuals and the home would be overseen by two qualified and experienced social workers, with the goal being to integrate these children into society, and to manage behaviours that might compromise relationships with their neighbours. It is not considered that there is evidence to suggest that the use presents an added risk of crime or anti-social behaviour, in the neighbourhood, as suggested by residents.

Some residents refer to the age range of the children, suggested that this may lead to late night comings and goings and noise disruption. It is not considered that this would be any more disruptive than the behaviours of other children, of that age, who live on the street.

Impact on the Highway - It is not expected that occupants of the proposed facility will own a car and it is expected that visitor numbers, including from officers of agencies involved in the care of the children, would typically be of a low number and of a relatively low frequency. Staff will be employed at the site, but, overall, it is not expected that demand for car parking, at the site, would be significantly different to occupation of the property by a typical family. The site is also in a sustainable location, close to Stockport and Dickenson Road, with good public transport links

Highway Services do not raise any concerns about the proposal and it is considered that any vehicular activity and on-street car parking, associated with the site, can satisfactorily be absorbed within the existing highway.

Waste Management - The site has ample space, within its curtilage, where bins can be stored. It is not expected that the proposed use would generate a level of waste that would be significantly different to the previous use of the property, or that the existing arrangements would change. A condition is, however, recommended in relation to submission of the proposed waste management arrangements.

Conclusion – The concerns of residents are noted, but it is considered that these are largely based on perceptions of what might occur in a worst case scenario, rather than on actual experiences. It is considered that a use of this nature is most appropriately located in a residential area, as this provides the best setting to enable the residents, of the premises, to integrate into society. This is a much needed facility and it is not considered that there is an over- supply, of this type of facility in the area.

A sufficient number of staff members will be present on site and it is considered that the right conditions are provided to allow residents of the premises to develop, without adversely impacting on the amenity of surrounding residents.

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/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. In this instance, negotiations took place in relation to clarification of the floor layout, particularly the ground floor arrangement and staff accommodation.

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, stamped as received by the City Council, as Local Planning Authority, on 26 November 2018.

Supported Needs Request for Further Information Document, stamped as received by the City Council, as Local Planning Authority, on 18 December 2018.

Proposed floor plans stamped as received by the City Council, as Local Planning Authority, on 4 March 2019.

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

3) Prior to first use of the premises as a residential care home for children a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as Local Planning Authority. The approved scheme shall be implemented prior to the first use of the premises as a residential care home for children and thereafter retained and maintained for as long as the development remains in use.

Reason - In the interests of amenity and public health, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

4) The premises shall be occupied by a maximum of 4 children and all necessary medical, support and ancillary staff needed in conjunction with the use of the premises as a residential care home for children (Class C2).

Reason - In the interests of residential amenity and to ensure that provision of accommodation of satisfactory quality pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

5) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) the building shall be used for a residential care home for children (Class C2) only. No part of the building shall be used for any other purpose (including any other purpose in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - In the interests of residential amenity and highway safety, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 121941/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services
Environmental Health



MCC Supported Housing Monitoring Group
The Coal Authority

A map showing the neighbours notified of the application is attached at the end of the report.

Representations were received from the following third parties:

Relevant Contact Officer :	Ian Jarvis
Telephone number :	0161 234 4079
Email :	i.jarvis@manchester.gov.uk



 Application site boundary  Neighbour notification
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