

Full Planning Application

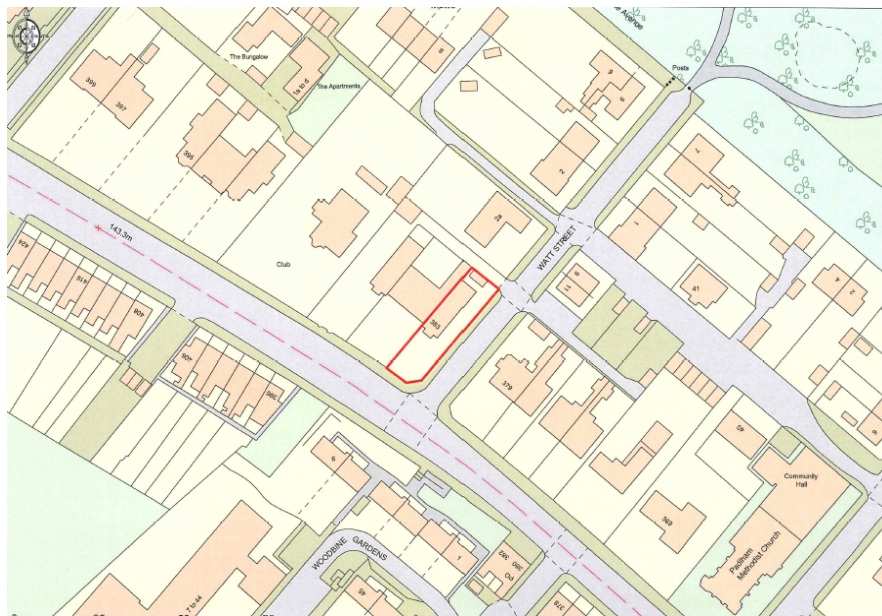
Proposed change of use from residential dwelling (Use Class C3) to supported housing scheme (Use Class C2)

383 PADIHAM ROAD BURNLEY

Background:

The application relates to a large dwelling at the end of a terrace of three, fronting Padiham Road at the junction with Watt Street.

Objections have been received.



Application site

Relevant Policies:

Burnley Local Plan Second Review

H12 – Non-residential uses in residential areas

H15 – Conversion and re-use for Flats and Bedits

CF14 – Provision, Retention and Enhancement of Community Facilities

TM15 – Car Parking Standards

Burnley's Local Plan – Proposed Submission Document, July 2017

HS4 – Housing Developments

SP4 – Development Strategy

SP5 – Development Quality and Sustainability

Site History: No applications.

Consultation Responses:

Highway Authority –The proposal raises no highway concerns and there are no objections to the proposal.

Environmental Health – No objections but request the imposition of conditions relating to internal soundproofing between rooms, external lighting and construction working times during the construction phase. [*Comment – The house would operate similarly to a dwelling house, so that undue noise between rooms or the need for out-of-the ordinary external lighting would be unlikely. A condition is recommended as regards construction noise*]

Neighbouring Residents and Occupiers – Representations area as follows:

Letter from adjoining resident – Making objections, summarised as follows:

1. Inadequate parking
2. No disabled access to the property
3. Concern about loss of residential amenity and the presence of the occupants of the proposed supported housing.

Petition – stating objection to the proposal bearing 20 signatures.

Facsimile Letter – submitted by 19 people making objections, summarised as follows:

1. Inadequate parking facilities in an area with street parking congestion.
2. Inappropriate nature of the proposed use in the residential area.
3. Inadequate staffing provision.
4. The amenity of the area would be adversely affected.
5. Noise and disturbance from dropping off residents.

Ashmeade Private Residence for the Elderly – Letter making a detailed, point-by-point critique of the applicants' planning statement and proposal, from which the following representations are summarised:

1. The geographical area would have an excess of C2 uses (elderly persons'/care/nursing/community homes) which unbalances the normal residential setting expected of the area. [*Comment- Residential accommodation and areas take a variety of forms. In this case, given the modest scale of the proposal and the robust nature of the residential area, there is unlikely to be any significant degree of adverse impact on the character of the area*]
2. Comments on the proposal on clinical/medical/academic grounds. [*Comment – These are not planning matters*].
3. Inadequate parking.
4. Loss of the dwelling from the housing stock.
5. Absence of a secondary means of escape from upper floors.[*Comment- This would be considered under Building Control legislation*]

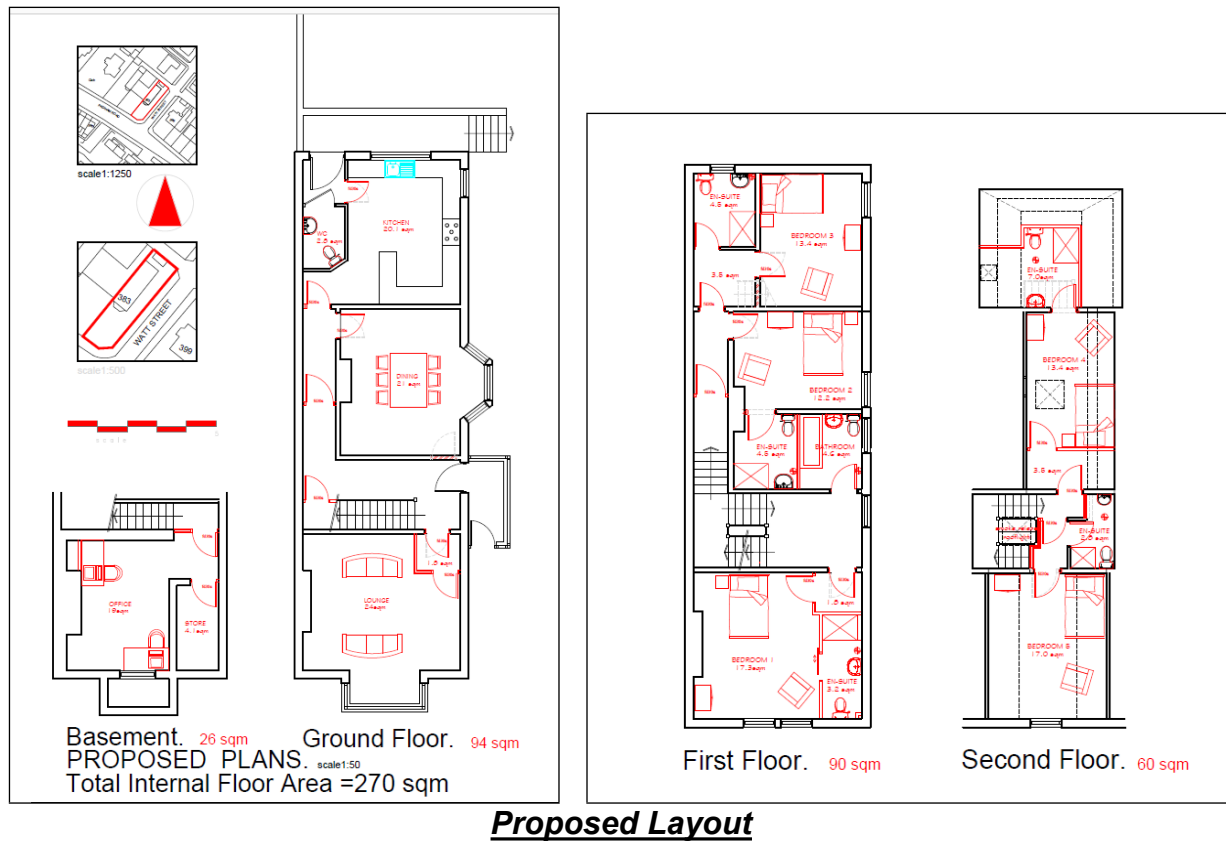
Planning and Environmental Considerations:

The application relates to a large end of terrace dwelling house facing Padiham Road, with its side facing Watt Street. It has substantial forecourt gardens on both frontages and a rear yard/garden. A small back street runs from Watt Street, giving access, as necessary, to the rear of the three dwellings.

The house is of two storeys, with attic and basement rooms. It has two large reception rooms, and a generous dining/kitchen. There are 3 large bedrooms and 2 bathrooms on the first floor, and 2 generous attic rooms and shower room in the attic; and a large basement room.

Details of the proposal

The proposal is to provide 5 bedrooms with en-suite facilities, on the upper floors. The ground floor would be laid out, family house style, with a lounge, dining room and kitchen. The basement would provide a staff office and minor storage.



The application is accompanied by a planning statement from which the following information can be summarised:

The applicant

The Richmond Fellowship (RF) is a registered charity and provider of specialist mental health services, founded in 1959.

Nature of the proposed use

The application seeks a change of use to a facility that would be operated and managed by the Fellowship.

The purpose of the accommodation is to provide short term respite accommodation for 4 people with mental health needs. The typical length of stay will be seven days, but service users (occupants) may occasionally stay 10 days.

Richmond Fellowship staff would be present 24 hours a day; one of the five bedrooms would be for a member of Richmond Fellowship staff.

The occupants would arrive/depart from the service between 8am – 10pm, and there would be no late arrivals.

Apparently the service users would generally make their own way to the facility via assistance from a close relative or a member of staff.

Policies and Assessment

The **NPPF** in Promoting Health Communities says that planning decisions should ensure an integrated approach to considering the location of housing and community uses.

Parts of several policies are relevant in the determination of this proposal, as follows:

When considering Local Plan Policies H15, H12 and CF14, all of these policies seek to ensure, amongst other things, that proposals,

- a) Are in keeping with existing properties,
- b) Will not adversely affect residential amenity as a result of the proposed activity,
- c) Will not intensify non-residential uses within a residential area,
- d) Will not adversely affect the residential amenity of neighbouring properties through overlooking, lack of privacy or reduction in light/outlook,
- e) Will not adversely affect the visual amenity of character of an area,
- f) Will provide an adequate residential amenity for occupants,
- g) Will not lead to an unacceptable loss of private open space, and that
- h) It will not threaten highway safety.

The relevant emerging Local Plan policies from the “Proposed Submission Document, July 2017” include HS4, SP4 and SP5, although as there are outstanding objections to these policies they can only be given limited weight. That said, these policies follow the general thread of consideration that the existing local plan policies outline (as shown above).

The applicant is a registered charity and specialist provider of mental health services. They have pioneered and practised a social inclusion and recovery approach to mental health for more than 50 years, and they offer a wide range of housing, care, employment and community support across more than 120 services providing support for 9,000 people across the UK.

The applicant clearly outlines the nature and proposed running of this proposal within the supporting Planning Statement. Richmond Fellowship has other supported housing facilities in Lancashire, including in Blackpool, Lytham St Annes and Chorley.

The facility will provide short term accommodation, respite care and support for people with lower level mental health needs such as depression and anxiety. The respite facility is a place of sanctuary for someone experiencing mental health difficulties. The facility will provide a service for individuals who for a short period of time may need space away from their usual domestic arrangements to receive additional support with their wellbeing. The applicants approach is effective at reducing hospital admissions and is supported and sought by Lancashire County Council and commissioned by Lancashire Care Foundation Trust. This development is a key element of the NHS England "NHS Five Year Forward View for Mental Health" which sets out a new shared vision for the future of NHS based care and new models of care. It is also identified as a key element of the Plan Lancashire Action Plan for improving outcomes for people experiencing a mental health crisis.

There would be little, if any, change to the exterior of the dwelling and a condition could require its return to use as a single dwelling house if the proposed use ceases.

The property is currently being used as a dwelling house (Use Class C3), and the application proposes to change the use of the property to a supported housing scheme falling under C2 use. Both the existing and proposed uses are "C" class uses; uses which are considered compatible within a residential locality.

Representations

The representations focus primarily on impact on amenity and street parking congestion. The substantial dwelling house would be occupied by 4 temporary residents and a live-in (on a rota basis) support worker. Daily there would be additional callers of a support and advisory nature, however, this is unlikely, given the needs of 4 residents, to be on a significantly harm-causing scale.

The use is considered acceptable in principle however there are elements of the proposal that will require additional control. These can be dealt with specifically worded conditions.

Conclusion

The adopted policies of the Burnley Local Plan and national planning guidance encourage the provision of development proposals which improve the physical and mental health and wellbeing of the public. The application seeks the change of use of 383 Padiham Road to a supported housing scheme for people with mental health needs. The facility will be operated and managed by the applicant who is a registered provider and are experienced in providing specialist housing and support services for people with mental health needs. As the scheme will be registered with the Care Quality Commission they will also have a role in overseeing the quality of the service provided.

The property and its location are considered appropriate to the proposed use which provides short-term, respite care for people experiencing mental health difficulties. The perceived potential disturbance to residential amenity and privacy has been

considered however given the small number of bedrooms to be used and that the facility will be managed 24/7 by the applicant, there are no objections to the proposal. On this basis, the application is recommended accordingly.

Recommendation:

That planning permission be Granted subject to the following conditions:

Condition

1. The development must be begun within three years of the date of this decision.
2. The development shall be carried out in accordance with the application drawings, namely: 1:1250 location plan, plan drawings 3565 sk01 (Existing Floor Plans); 3565 sk02 (Proposed Floor Plans), received 26 September 2017..
3. The premises shall be used for supported housing (as described in Section 4, paragraphs 4.1 to 4.5, of the submitted Planning Statement) and for no other purpose including any purpose within Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any Statutory Instrument revoking or re-enacting that Order with or without modification, and otherwise the building shall revert to use as a single dwelling house.
4. There shall be no arriving or departing of service users/occupants between the hours of 2200hrs and 0800hrs.
5. No construction work shall take place on the development hereby approved outside the hours of 8am to 6pm Monday to Friday, 8am to 1pm on Saturday and not at any time on Sundays and Bank Holidays. Where permission is sought for works to be carried out outside the hours stated, applications in writing must be made with at least seven days' notice to the Local Planning Authority.

Reasons

1. Required to be imposed by Section 91 of the Town and Country Planning Act 1990.
2. To ensure that the development remains in accordance with the development plan.
3. To enable the local planning authority to consider any future change having regard to policy H12 of the Burnley Local Plan, Second Review and any other material considerations.
4. To protect the amenities of nearby residents, during the construction period of the development, in accordance with policies H3, H12 and H13 of the Burnley Local Plan, Second Review.

5. To protect the amenities of nearby residents, in accordance with policies H3, H12 and H13 of the Burnley Local Plan, Second Review.

AR

7.11.2017