

Ward: Prestwich - St Mary's

Item 1

Applicant: Mosscafe St.Vincent's

Location: 11 Highfield Road, Prestwich, Manchester, M25 3AW

Proposal: Change of use of existing residential dwelling (Class C3) to residential institution (Class C2) with associated internal and external alterations

Application Ref: 67586/Full

Target Date: 03/06/2022

Recommendation: Approve with Conditions

Description

The proposal relates to a large 5 bedroom detached dwelling situated in a predominantly residential area, close to Prestwich town centre and Metrolink station. The site is flanked by 3 storey flats to the south and mature suburban housing to all other sides. The side and rear boundaries are formed by a mix of close boarded timber fencing and hedgerow and the front boundary by low walling with iron railings. There is a significant area of hardstanding that could accommodate at least 6 vehicles, accessed by two separate vehicular driveways off Highfield Road that are connected within the site.

The application proposes a change of use from a dwellinghouse (Class C3) to a residential respite centre for adults (Class C2).

Background

The identified end user of the facility would be Maytree Respite Centre, a national registered charity. It provides a residential service and offers befriending, support and comfort for people with mental well-being issues and in suicide crisis for 365 days of the year. Amongst other services, Maytree offer a residential service which offers free four-night/5-day stays for adults over the age of 18, aiming to provide a safe, confidential and non-medical environment for their guests.

The applicant was previously successful in gaining planning permission, on behalf of Maytree, for a similar proposal at 46 Rectory Lane, Prestwich (Ref. 64975). However, the purchase of the property could not proceed, resulting in alternative provision having to be sought.

Mental well-being has become increasingly acknowledged as a problem in today's society and the Manchester area has been identified as lacking such a facility. Despite the setback in relation to the site at Rectory Lane, the applicant and Maytree remain committed to the delivery of Greater Manchester's first facility of this type in Prestwich, to maximise the opportunity to join up with the range of mental health charities and facilities in the locality.

The property itself would provide the level of accommodation and space which would be required for a facility of this type and scale.

The proposal

The proposal is for the change of use of the residential dwelling (Class C3) to residential institution (Class C2) with associated internal and external alterations comprising the following detailed elements:

The property would accommodate a maximum of 4 guests at any one time, all of whom would be adults and who would be subject to a thorough assessment. Maytree Respite Centre has a strict no drugs or alcohol policy and does not offer accommodation to anyone who is currently misusing illegal substances and/or alcohol. Furthermore, the property would not be used as accommodation for anyone that is currently street homeless, experiencing a

psychotic episode or is diagnosed with acute mental health issues that require specialist medical support.

Guests would arrive on the same agreed day, stay four nights (five days) and leave on an agreed day.

The property would be staffed 24 hours a day, 7 days a week by paid and volunteer staff, operating a 24 hour shift system.

The property will be staffed from 8AM to 8PM by paid members of staff and will include 1 No. Co-ordinator (8AM-4PM) and 1 No. Co-ordinator (noon-8PM), 1 No. Team Assistant (9AM-5PM), and occasionally 1 No. Outreach Worker (9AM-5PM). There will also be volunteers covering a shift of 3.5 hours. It is also anticipated that there will be 2 volunteers per shift with 2 volunteers covering sleepover shifts (10PM-8AM).

The maximum number of people at the property (including staff, volunteers and guests) will be up to 12, during the handover of a shift, this would last for approximately 30 minutes.

There would be periods where there are no guests staying at the property, but staff would remain with the minimum of 2 staff being on-site.

Internally, the accommodation would be modified but not to significant degree. It is proposed to convert the garage space to habitable accommodation and overall there would be 1 No. counselling room, 1 No. Lounge, 5 No. guest bedrooms (including 1 at ground floor level in place of the existing integrated garage), 1 No. staff bedroom and 1 No. office room, as well as kitchen, dining, storage and utility space.

Externally, the garage door opening would be substituted with a window and door and access ramps would be installed to the front, side and rear elevations.

It is proposed to provide 3 parking spaces on the driveway (one dedicated disabled persons parking space and two further spaces to improve inclusivity for guests, staff and volunteers), having initially indicated that 6 cars would be accommodated.

A Transport and Parking Policy for the site has been submitted which emphasises the commitment to sustainability, criteria and procedure for allocating and managing parking spaces. There is a presumption that staff and volunteers will use sustainable transport unless they fulfil criteria that would enable them to request the use of a parking bay. To facilitate the use of sustainable travel the facility would provide changing and showering facilities, secure cycle locker, cycle to work scheme and loans for the purchase of travel tickets. By comparison, the London facility has no parking and the use of transport not involving personal vehicles is accepted practice.

Relevant Planning History

No relevant history

Publicity

The proposal has been advertised by direct neighbour notification letter. 8 representations have been received objecting to the proposal on the following grounds:

Traffic and highway safety

Highfield Road already has a traffic problem, being the location of a school and frequently used as a rat run and traffic flow is a severe problem that would be exacerbated with the additional vehicles visiting the property. There have been numerous hit and runs in the locality.

The proposed parking is not adequate for the number of guests, staff and visitors that would

be coming to the site. This would be worse at changeover times when there are likely to be 12 people on site. There would be overspill parking onto adjacent private car parks causing problems for existing residents (which would be exacerbated due to local on-street parking restrictions).

Amenity and safety

Clientele would not require peaceful and discrete accommodation which would not be possible on this very busy street, noise and disruption.

The change of use of such a large building would dominate and be overbearing in this residential street.

It is assumed that many of the 'guests' for this project will be drug/alcohol abusers and the location would therefore be unsuitable due to their lower inhibitions that can cause aggressive behaviour (to themselves and the public). The facility would be managed by a few non-medical staff supported by volunteers of unknown capabilities, and not at all after 8pm, and it is not apparent whether 'guests' would be subject to a curfew.

The proposal would impact on residential amenity and wellbeing contrary to Article 1 of the Human Rights Act due to the 24 hour operation, disruption, loss of privacy, noise and potential exposure to extreme events requiring emergency service intervention.

Other matters

The property is not suitable for the intended use as it falls within a residential area with resident families and a primary school. Young school children could potentially witness guests during a crisis which could be distressing.

The use would deprive existing residents of neighbours, which erodes the sense of community and fellowship that is brought by resident neighbours.

There could be 'mission creep' where the property could be used/extended for other purposes and housing more antisocial elements of society without further consultation.

The most impacted residents have not been advised or consulted of the application.

It is understood this company has had its previous application for Rectory Lane, Prestwich refused ?

The proposal would have a negative impact on residential values.

Those who have made representations have been informed of the Planning Control Committee meeting.

Statutory/Non-Statutory Consultations

Traffic Section: No objection in principle. Final comments will be provided in the supplementary report.

Greater Manchester Police - designforsecurity: No objection.

Pre-start Conditions - Not relevant

Unitary Development Plan and Policies

NPPF	National Planning Policy Framework
EN1/2	Townscape and Built Design
CF1	Proposals for New and Improved Community Facilities
CF1/1	Location of New Community Facilities
CF3	Social Services
HT2/4	Car Parking and New Development
HT6/2	Pedestrian/Vehicular Conflict

H3/1	Assessing Non-Conforming Uses
H4/2	Special Needs Housing
EN7/2	Noise Pollution
SPD11	Parking Standards in Bury

Issues and Analysis

The following report includes analysis of the merits of the application against the relevant policies of both the National Planning Policy Framework (NPPF) and the adopted Bury Unitary Development Plan (UDP) together with other relevant material planning considerations. The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP Policy will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

Principle

The NPPF advocates the objectives to achieve sustainable development, one such objective is to support strong, vibrant and healthy communities by fostering well-designed and safe built environments with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

Chapter 8 - Promoting healthy and safe communities, states that policies and decisions should aim to achieve healthy, inclusive and safe places which, amongst things, promote social interaction, are safe and accessible and enable and support healthy lifestyles. Account should also be taken to support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

Policy CF1/1 - Location of Community Facilities gives regard to factors including impact on residential amenity, traffic generation and parking, scale and size of development, accessibility to shops and services, suitability of the chosen location, public transport and needs/requirements of those with a physical disability.

Policy CF3 - Social Services considers favourably proposals for the provision of new, and the improvement of, existing facilities for children, young and the elderly, those with mental health or physical and special needs, encouraged to live in the local community rather than in large institutions. Support for new and improved services is supported providing that there is no conflict with existing residential amenity and the environment.

Policy H4/2 - Special Needs Housing - seeks to support the provision of special needs housing recognising that specialist accommodation is needed for the most vulnerable members of society. Regard is given to factors including the convenience of location to shops, public transport and community facilities, location of health care facilities, gradient and accessibility to public transport, parking and amenity provision and high standards of design, layout and landscaping to achieve a satisfactory environment.

Policy H3/1 - Assessing Non-Conforming Uses in primarily residential areas assess proposals, including the change of use, in consideration of factors including noise, vibration, smell, visual intrusion, traffic generation, parking arrangements and hours of operation.

Objections refer to the proposal being inappropriate in a residential area and that the use would deprive existing residents of neighbours, eroding the sense of community and fellowship that is brought by resident neighbours.

The application proposes to provide short term respite accommodation for adults within a residential and community setting and would provide a safe, secure and positive environment for its occupiers.

The applicant is a registered charity and is a well established operator in this field of care.

It provides a safe and confidential support service offering short term respite accommodation to those in need in a secure and understanding environment.

Mental health and mental well-being is becoming increasingly recognised as a social issue in today's society and at the forefront of political and social agendas, and gaps exist in many areas to provide such facilities as proposed.

The project is a strategic housing priority for Bury Council who have clear aspirations to improving mental health and well-being.

As reported in relation to the assessment of the previously approved planning application at 46 Rectory Lane (64975), the applicant undertook a thorough site selection process, having identified a demand in the Manchester area for such a service. Discussions with National Suicide Prevention Strategy for England identified that there are no comparable services offered in this part of the region and the proposed facility would provide a valuable asset and worthwhile addition to support existing hospital and mental health services in the Borough. The area also has good connections to educational facilities and a pool of qualified staff. It was also recognised that such a facility should be located in safe suburban areas with good access to transport links.

The applicant has confirmed there are a number of reasons why this property is a suitable site for the new facility:

- The nature of the neighbourhood is one of a peaceful and attractive character. One of the key requirements is that the facility appear as a 'normal' home within a 'normal' residential area and not one of a clinical or remote type or location.
- The proximity to outdoor spaces has proved to contribute to mental well-being. Its distance from busy and sometime hostile and threatening environment such as town or city centres, but its accessibility to public transport makes this an ideal location (from Prestwich Metrolink Station and main bus routes between Bury and Manchester).
- The size and layout of the property would meet the applicant's needs and would not require extensive works.
- Prestwich benefits from an established network of local mental health facilities and the facility would have the benefit of being a part of and contributing to this network.

The property would not require extensive works to facilitate its use and the occupation and living habitats would be commensurate with that of a home and residential dwelling. The property could only accommodate a maximum of 4 guests at a time, and apart from staff change over times, when there would be more movement to and from the property, activity at the site would be passively routine and it would function as a typical suburban dwelling would.

It is therefore considered that the principle and the scale of the proposed change of use would not have an adverse or detrimental impact on the character or amenity of the surrounding area.

Given the above, the proposed use would provide a valuable facility for more vulnerable members of society and as such would be compliant with the above UDP Policies and the principles of the NPPF.

Layout, design and visual amenity

The proposed layout would not fundamentally change from the current arrangements and physical amendments to the property would be minor in scale, appearance and substance.

Access to the property would continue to be provided via the 2 driveway entrances, which would lead to the main entrance of the building. Three parking spaces are proposed to be formally allocated, in substitute for the informal potential to park around 6 vehicles at the site and three access ramps introduced.

External alterations to the building would be limited to the substitution of the garage door for

a window and door.

Given the above, the building would continue to have the character and appearance of a passive suburban dwelling and that there would be no detrimental impact on the street scene or residential character of the locality.

As such, it is considered the proposed layout would comply with UDP Policies EN1/2, H4/2, CF3 and CF5.

Impact on residential amenity

As discussed above, it is considered that the character and the scale of the use would be consistent with that of a family household occupying the existing large 5 bedroom detached dwelling. The applicant has stated that one of the key objectives and ethos of the facility is to provide an environment which is not only safe and secure but would be consistent with 'normal' residential living conditions and the regularity of daily living. It is intended the facility would function discreetly within the neighbourhood.

The applicant is a registered charity and has been providing this type of support facility for over 20 years at their site in London, without a single high-risk incident having occurred. They have extensive experience and knowledge in the services they offer and the people they cater for.

Some of the objections allude to the 'type' of person who could be accommodated at the property and the potential risk or disruption this could bring to the area or threat this could pose for nearby residents and school children.

As noted above, the management of the facility is strictly controlled and the security of all the guests, staff and volunteers is paramount - and through this, the safety of the local community is protected. Every guest would be subject to a thorough assessment before they could stay at the facility and there is a strict no drugs and alcohol policy. Accommodation is not offered to those who are homeless or misusing illegal substances, or those with acute mental health problems which require specialist medical support. The residents would have 24 hour supervision and support from trained staff.

It is in the interests of the applicant that the facility integrate with neighbours and the community rather than be a cause of conflict. It would also be in the best interests of the applicant to ensure that the residents were able to live as part of the local community, functioning as a 'normal household' to offer stability and to be able to live as part of the community.

GM Police state that it is clear that this type of facility is best situated within the community.

It is therefore considered that the proposal would not conflict with the character of the area or have an adverse impact on the amenity of local residents. Given the above, the proposal would therefore comply with UDP Policies CF1/1, CF3, H3/1, EN1/2 and EN7/2.

Highways issues

There are no set standards in the guidance note SPD11 - Parking Standards in Bury for the type of C2 use proposed. Applications are to be assessed on their own merits and in consideration of their location and potential parking facilities.

Objections in relation to traffic, parking and highway safety are outlined above.

The main issue is the amount of parking which may be deemed to be required and which could be provided for the number of staff who would be visiting the site by private vehicle.

The applicant has provided a forecast of the breakdown of numbers of staff who would be at the site at any one time. For the most part, there would be between 5 and 6 staff at the premises during the day and between 2 and 3 earlier in the morning and later in the

evening. There would be a maximum of 2 staff on the overnight shift.

However, the organisation has a clear travel philosophy that prioritises sustainable modes of travel for staff, volunteers and guests and they note that the London facility operates without any car parking. The site is within 5 minutes walk of both the Prestwich Metrolink Station and high frequency bus routes between Bury and Manchester.

The property has a driveway and the proposed site layout would facilitate parking for 3 vehicles that would enable access/egress onto the adopted highway in forward gear. There are 2 access points into the driveway off Highfield Road and these would be retained.

The applicant has set out a clear parking management strategy that sets criteria and procedure for allocating and managing the three parking spaces.

By contrast, as a 5 bed dwelling, the property could quite reasonably be occupied by 4 or 5 car owners, plus any additional trips to the site by visitors, friends/family and from deliveries or servicing requirements associated with day to day living.

In such circumstances, it is not considered that the proposal would have unacceptable impacts on highway safety that would warrant or sustain an objection to the application. Paragraph 111 of the NPPF states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The Highway Officer does not object to the principle of the development, and his final comments on the proposal will be detailed in the supplementary report.

Response to objectors

- In relation to 'mission creep', the further extension of the property would require planning permission. Further, a condition limiting the use to residential respite care is recommended.
- Perceived impact on property values is not a material planning consideration in relation to the assessment and determination of the planning application.
- All other issues have been covered in the above report.

CONCLUSION

The proposed development would deliver a strategic housing priority where there is an identified demand in the Manchester area for such a service and where there are no comparable services offered in this part of the region.

The proposed facility would provide a valuable asset and worthwhile addition to support existing hospital and mental health services in the Borough and it would be located in a highly sustainable location in terms of access to public transport.

Whilst there are objections to the proposal, the development has been assessed as not having any unacceptable impacts upon the general amenity and safety of neighbours and guests, visual amenity or highway safety.

Given the above, the proposal would be compliant with the above stated UDP policies and the NPPF. Therefore, in accordance with the Section 38(6) of the Planning and Compulsory Purchase Act, the proposal merits approval.

Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised

sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.

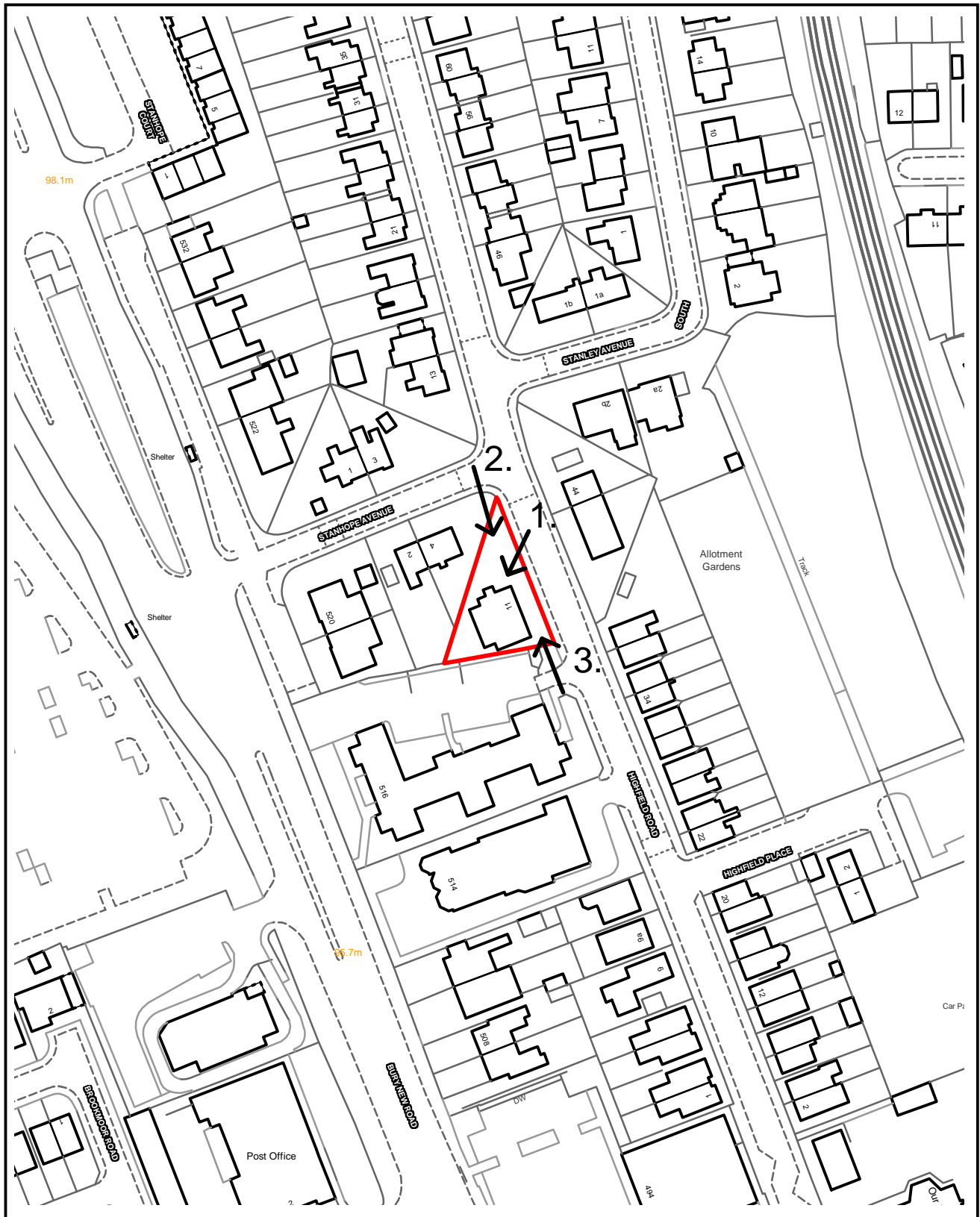
Recommendation: Approve with Conditions

Conditions/ Reasons

1. The development must be begun not later than three years beginning with the date of this permission.
Reason. Required to be imposed by Section 91 Town & Country Planning Act 1990.
2. This decision relates to drawings - Site Location Plan (dated 24/09/2021), Existing and Proposed Site Plan (Dwg no. 002 Rev.A), Existing and Proposed Floor Plans and Elevations (Dwg no. 001), and the development shall not be carried out except in accordance with the drawings hereby approved.
Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Bury Unitary Development Plan listed.
3. The premises to which this approval relates shall be used for residential respite accommodation and care only and for no other purpose (including any other purpose in 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).
Reason. To ensure the intensification and scale of uses in the property does not extend beyond acceptable levels which could cause impact to residential amenity and highway safety in respect of the associated parking, access and servicing requirements or general activity and disturbance pursuant to policies EN1/2 - Townscape and Built Design, CF3 - Social Services, H4/2 - Special Needs Housing, HT2/4 - Car Parking and New Development and HT6/2 - Pedestrian/Vehicular Conflict of the Bury Unitary Development Plan.
4. The external finishing materials for the proposal hereby approved shall match those of the existing building.
Reason. In the interests of visual amenity and to ensure a satisfactory development pursuant to Policy EN1/2 - Townscape and Built Design of Bury Unitary Development Plan.

For further information on the application please contact **Dean Clapworthy** on **0161 253 5317**

Viewpoints



PLANNING APPLICATION LOCATION PLAN

APP. NO 67586

**ADDRESS: 11 Highfield Road, Prestwich,
Manchester, M25 3AW**

Planning, Environmental and Regulatory Services

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Bury
COUNCIL

67586

Photo 1



Photo 2



67586

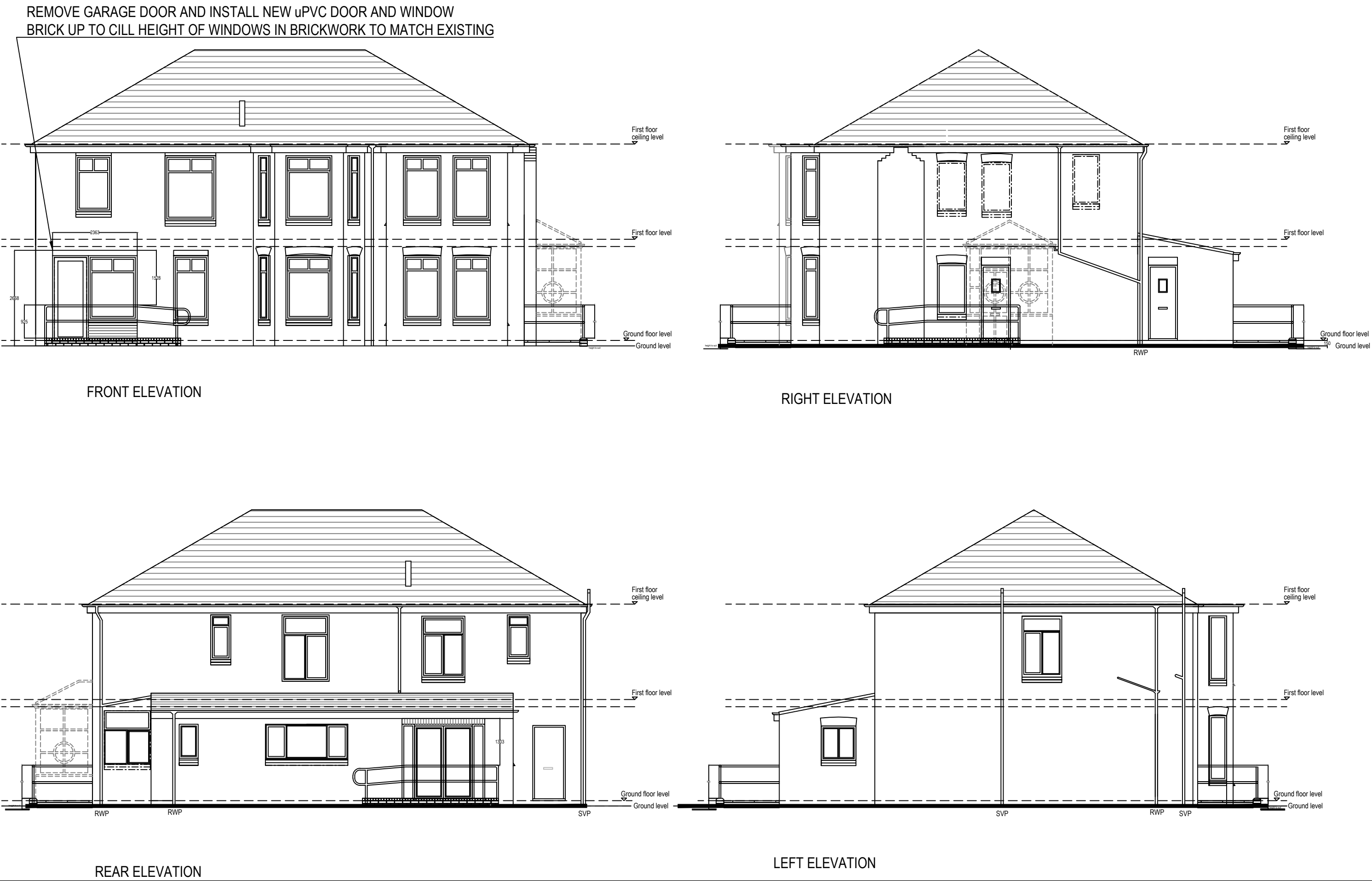
Photo 3



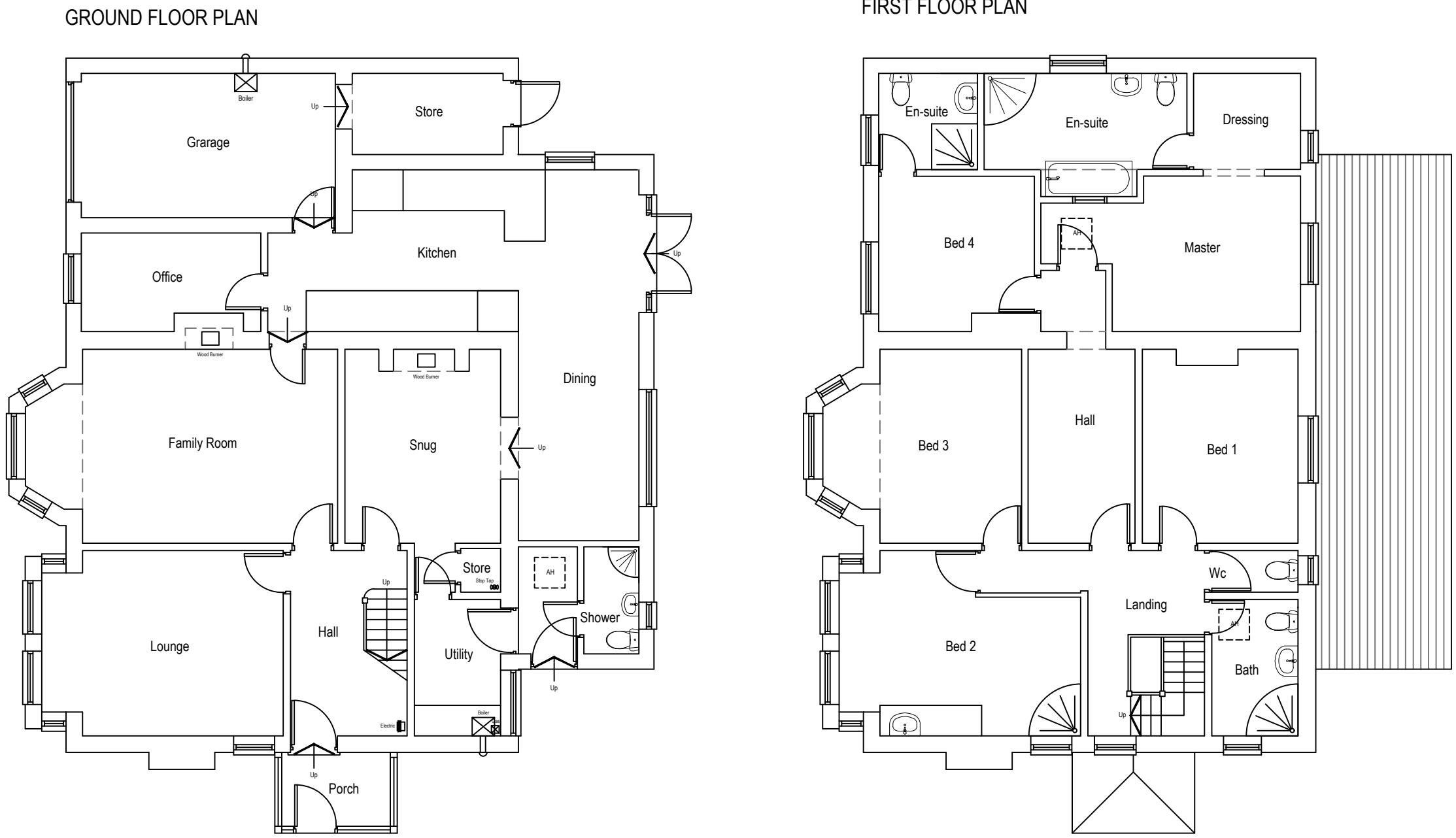
EXISTING ELEVATIONS (1:100)



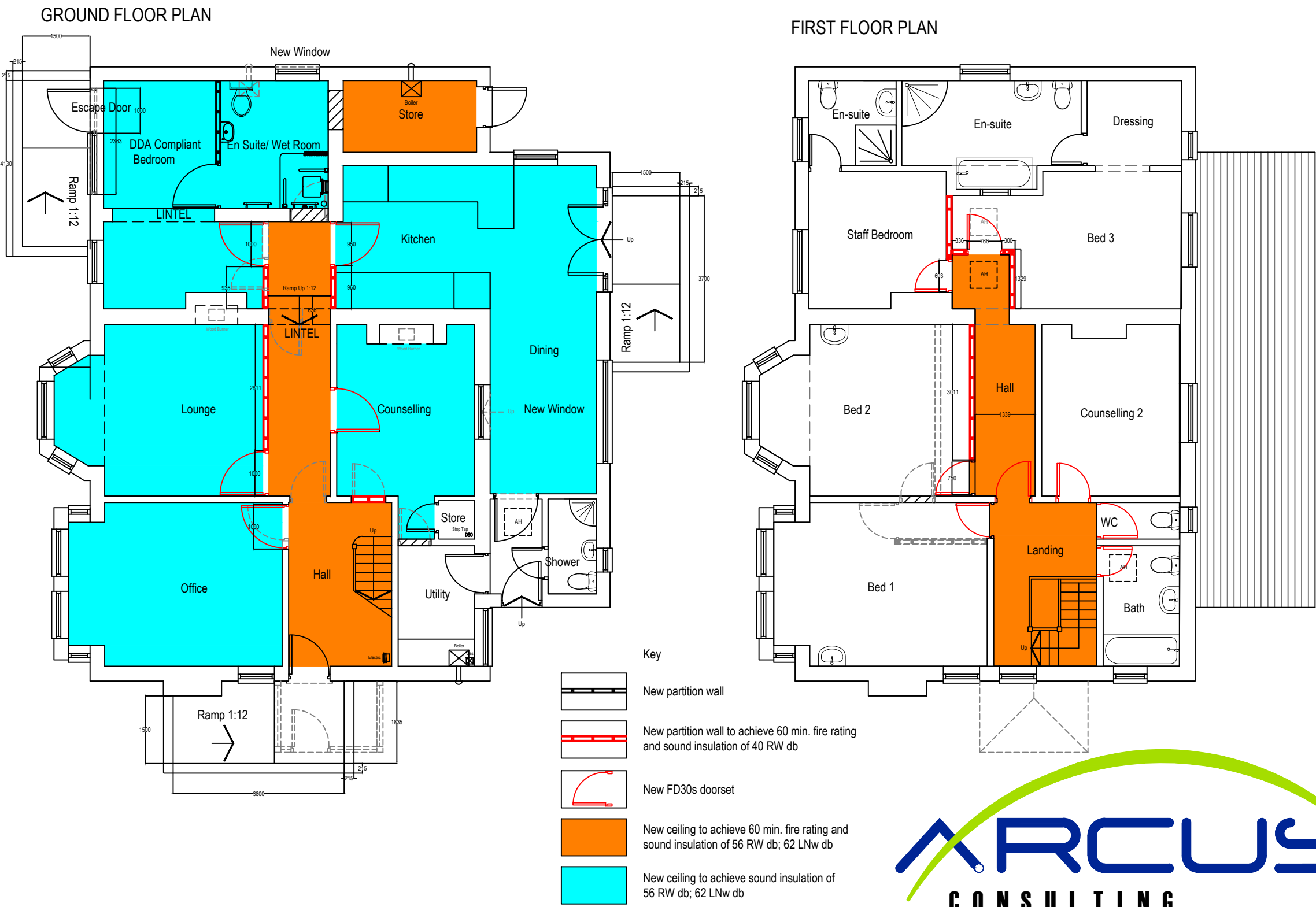
PROPOSED ELEVATIONS (1:100)



EXISTING PLAN LAYOUTS (1:100)



PROPOSED PLAN LAYOUTS (1:100)



SCHEDULE OF WORKS FOR ALTERATIONS TO 11 HIGHFIELD RD

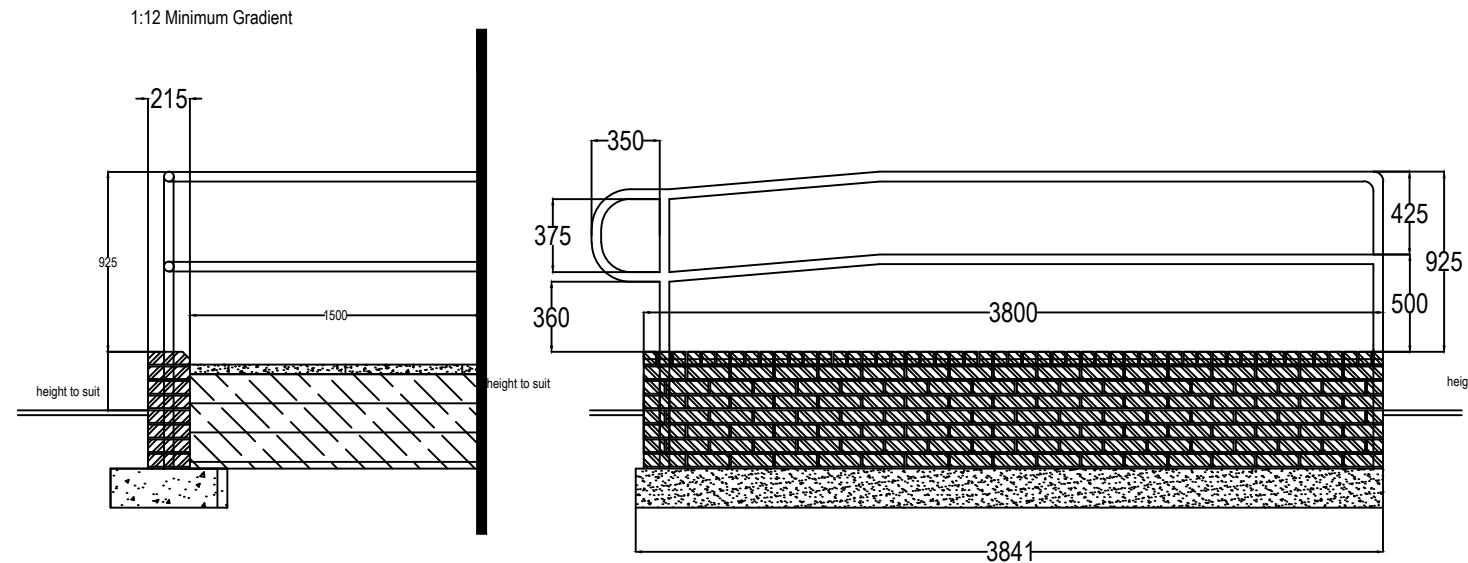
1.0 GENERAL

- a. All works to be carried out in accordance with good building practice and shall comply with all current regulations, british standards, relevant codes of practice and manufacturers recommendations. The contractor is advised to familiarise himself with the scope of work.
- b. The contractor is to allow for carting all debris away from the site.
- c. The contractor is to allow for all necessary making good to the works specified hereunder.

2.0 ACCESS RAMPS

- a. Take up existing concrete flags in affected area and cart away.
- b. Excavate as required and provide 600 x 200mm strip foundation in grade C30 concrete. Left ready for brickwork.
- c. Provide level bed and build up flank walls in 215mm facing brickwork to match existing (no frogs). Walls to be finished 100mm above level of ramp/landing using suitable Cant brick as indicated by the "Typical ramp Detail". Provide bituthene tanking between new flank wall and existing building as indicated on drawing.
- d. Make up level in max 150mm layers well compacted clean brick or crusher run hardcore to match profile of ramp and landings. Provide 25mm sand blinding to finish.
- e. Finish ramp and landing in 900 x 600mm concrete flags. Joints to be pointed on completion. Finished level of final landing to line through with property.
- f. Provide and fix new handrails to a height of 925mm above flank wall as drawings.
- g. Contractor to allow for differential in levels.

Typical Ramp Detail (NOT TO SCALE)



EXISTING LOCATION PLAN (1:1250)



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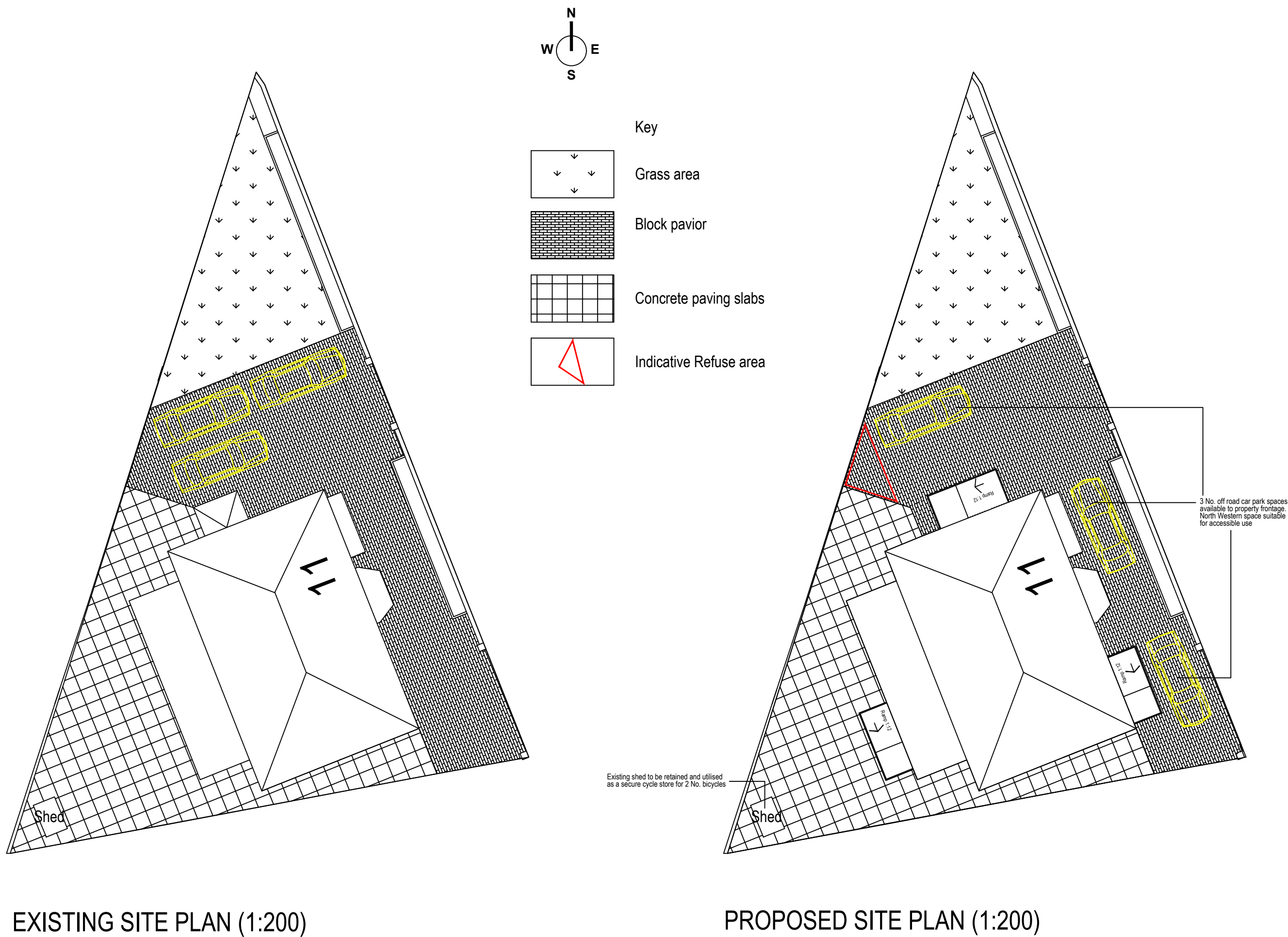
Client
MOSSCARE ST. VINCENT'S HOUSING

Project
11 HIGHFIELD ROAD, PRESTWICH - REFURBISHMENT WORKS

Title
EXISTING AND PROPOSED FLOOR PLANS AND ELEVATIONS

Scale AS SHOWN @ A1	Date SEPTEMBER 2021	Stage PLANNING
Job No P6538	Drawing No 001	Rev -
Drawn LN	Approved MB	

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Client

MOSSCARE ST. VINCENT'S HOUSING

Project

11 HIGHFIELD ROAD, PRESTWICH - REFURBISHMENT WORKS

Title

EXISTING AND PROPOSED SITE PLANS

Scale	Date	Stage
1:200 @ A2	DECEMBER 2021	PLANNING
Job No	Drawing No	Rev
P6538	002	A
Drawn	Approved	
LN	MB	

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