

**STAFFORDSHIRE MOORLANDS DISTRICT COUNCIL
PLANNING APPLICATIONS COMMITTEE**

25 June 2020

Application No:	SMD/2020/0046	
Location	Park View Guest House, Cheadle	
Proposal	Change of use from guest house to residential care home for children and associated extensions	
Applicants	Halliwell Homes	
Agent	Marchbanks Architectural Design	
Parish/Ward	Cheadle	Date registered 06/03/2020.
If you have a question about this report please contact: Mr C Johnston christopher.johnston@staffsmoorlands.gov.uk		

SUMMARY OF RECOMMENDATION

Approve subject to conditions.

REFERRAL

The application is brought before Planning Committee at the request of Cllr Plant.

1. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

1.1 The site is within the development boundary of Cheadle and lies a short-distance to the south-east of the town centre. It comprises a guest house on the north side of Mill Road and the access off this road. To the west of the site are dwellings which also face the road. There are residential properties on Baddeley Street to the rear of the site to the north. There are residential properties on Bramshaws Acre to the east of the site. There is a large recreation ground directly opposite the site on the south side of Mill Road. Within the site there is a large red-brick Victorian former residence and care home in the front part of the site. To the rear of it lies part two-storey and single-storey flat-roofed modern additions which provide extra bedrooms. The access off Mill Road leads to a car park to the east of the buildings. There are mature trees along the east side boundary and close to the rear boundary which provide a good level of screening of the site.

2. DESCRIPTION OF THE PROPOSAL

2.1 This is a full planning application for the change of use of the property from guest house to children's care home. The application also seeks permission for two extensions. One would be a first-floor link extension between the old building and new addition which would provide an "overnight rest room/office". The other would be single-storey extension at the rear of the modern block to provide a staff room. This would replace a solid outbuilding in the corner of the site. Both extensions would be flat-roofed and

designed to blend in with the modern rear wing of the building. There would be bedrooms for the care residents in the old building and on the first-floor of the modern building re-using existing guest room bedrooms. The ground floor guest bedrooms in the modern block would become three classrooms/training rooms for the care children only. There would be some internal re-configuration of the layout of the old building to provide additional bed spaces although the number of bedrooms would appear to be the same as is current at the guest house, which is ten. There is proposed to be capacity of ten children accommodated in the new care home, between the ages of 4 to 12 (on admission), along with resident staff/carers.

2.2 The Design and Access Statement explains more about the intended use of the building, the type of care provided and the children to be cared for at the home:

These are not children with any behaviour record. These children have either suffered loss of parents or have been abused by society and those others previously responsible for their care and upbringing.

Halliwell Homes is a well-known and respected care provider and the following shows how restorative parenting is helping children in care recover from trauma. It is well known that children suffering the trauma of abuse, loss or rejection are severely impacted on their ability to develop both socially and emotionally and therefore achieve their full potential. At Halliwell Homes it is firmly believed that children in the care system can recover by living in a therapeutic environment where they encounter therapy through a "lived experience" using the model of Restorative Parenting. Halliwell Homes is the leading provider of the Restorative Parenting Recovery Programme. For many, mainstream foster or residential care has failed to meet their needs.

At Halliwell Homes, children are welcomed into a therapeutic residential environment which encourages a feeling of belonging, warmth and homeliness. A consistent, caring relationship between the child and staff is essential and is provided. It is important for the child to develop an understanding that acceptance and trust is genuine and reliably available. The residential carers are developed as therapeutic parents whose task is to repair the damage that the child has sustained through neglect, abuse or lack of stability. Within the programme children are supported to achieve milestones in their recovery. For instance, moving from a Halliwell school to mainstream school when the time is right for them. The normalisation of being alongside non-looked after children in a local school helps them to gain social confidence, see the improvement they have achieved and motivates them to want to move to fostering (or kinship placement). "If a child is able to sustain a school place then the likelihood of a foster placement lasting is dramatically increased." It is Halliwell Homes aim to be able to provide the infra structure for this to be achieved. Last year the Restorative Parenting© Recovery Programme delivered outstanding outcomes for children placed in Halliwell Homes.

On average, they:

- Took 24 months to complete the programme*
- Successfully moved to mainstream schools after 12 months*
- Achieved 99 per cent school attendance during the school year*
- Achieved above average attainment levels.*

All the children who completed the programme made a successful step down to fostering or kinship placement. Halliwell Homes raison d'être "is that children are in residence with them for as short a time as necessary." "The aim is to help them to gain resiliency in psychological growth, resilience in their self-belief and resilience in their social skills so that there is something to build on when they move to their foster family."

The clients are mindful that the property is within a residential area, but for the programme to be a successful these homes cannot be set miles from normal civilisation.

2.3 A further statement and more detailed explanation has been provided by the operator of the care home in response to concerns raised through the planning process. It states:

Halliwell Homes is an independent specialist provider of therapeutic care and education for children. Halliwell already has 4 established homes each with a sister school in the North West. Halliwell has been running Ofsted registered and inspected homes for 20 years. All our homes must comply with the requirements of Children's Homes (England) Regulations 2015 and Children's Homes (England)(Amendment) Regulations 2018. The homes are subject to regular s44 compliance inspections as required, annual Ofsted inspections and quality assurance visits from placing authorities. For the last 10 years Halliwell has been working in partnership with local authorities to provide Restorative Parenting Recovery Programme and currently we offer 33 placements for children, but our aim is to expand our service so that more looked after children can benefit.

Halliwell is a social enterprise that invests most of its profit into the development of the services we provide and in sharing our experience and learning with the wider professional network. Our Mission is to improve the psychological well-being of 'looked after' children through clinically informed practice. Over the last 10 years we have developed in-house services to include Ofsted registered schools, an in-house CAMH team, a post transition support service and a professional career pathway for all our staff. We have published our work in a book called Treating Child Trauma through Restorative Parenting.

We offer placements to children who have experienced the trauma of abuse and neglect, separation and loss. It is true to say that the children that come to us are disadvantaged and are amongst the most needy children in society. Some will have had multiple foster placements, some will have failed adoptions. All are very young children who deserve the chance to have a brighter future.

Our Restorative Parenting Recovery Programme supports these children to overcome their trauma and return to living in a family. In the last 5 years Halliwell has been instrumental in enabling more than 31 children to return to living in a family. We want more children to be able to benefit from what we offer.

We have strict criteria for admission of children:

1. *Children are aged between 5 & 12 years old on admission. The average age of children entering our children's homes is currently 8 years old*
2. *The local authority care plan for each and every child placed in one of our homes is that they step down into a foster home. Our aim is to achieve this within 18 – 24 months. The average length of stay on our programme is 22 months.*
3. *The child does not have a forensic history – we do not provide for children who already have a pattern of criminal behaviour. In fact, given the average age on admission, the majority of children placed are below the age of criminal responsibility*
4. *The child does not have a pattern of substance abuse*
5. *The child does not have moderate to severe learning disability or complex health needs.*

All our homes are established in their local community. This is an essential part of helping the children grow and develop with the skills to engage with and succeed in life as responsible social beings. Our model of therapeutic care works on the principle that the children live their therapy in their day to day life through the application of therapeutic parenting and restorative education. The children are supported to engage in planned and age appropriate social groups and community activities under our supervision and support, and, with a high level of success. In fact, it is a matter of professional pride that we are able, when the time is right for each individual child, to enable our children to become members of local groups where they can be like other children in the community, learn to achieve and enjoy, make appropriate friendships and connect with their own desire to be like the other children around them – living successfully in a family.

The children that come to Halliwell enter our homes and receive nurturing and therapeutic care under the supervision of our team of psychologists and this is a strong feature of what we do. It is fair to say that some of the children show their trauma through their behaviour – if they did not they probably would not be living in a residential children's home at such a young age. Halliwell offers them safety and security with every aspect of their day managed and provided for. Our homes are well run by skilled and experienced managers and a team of dedicated residential workers trained to deliver caring in a way that meets each child's individual needs.

Many of the children who come to Halliwell have experienced disrupted school placements and the impact of the trauma they have experienced has made it difficult for them to learn. Looked after children at a national level generally have low academic outcomes and difficulty in maintaining a school placement is a significant factor in foster placement breakdowns. By utilising our on-site Ofsted registered and inspected school we educate each child with academic attainment and personal and social development high on our list of priorities. Again, we take professional pride when our children, as part of their recovery journey, are able to move into a community based school as part of preparing them for their next move into a foster family. Before they are ready for this the children will be in our own school for around 12 – 18 months. When the time comes for step

across we support each child settling into their new school with an individual plan utilising classroom support provided by our own staff, the experience of our teachers in equipping the new school with all the information they need and where additional input from our clinical team is required our assistant psychologists can offer consultation and practice based support. We do not seek to place more than 1 – 2 children in any one school at any one time as we recognise that stigma and stereo typing can sometimes create a negative experience for the child. We recognise that sometimes children who live in children's homes are characterised as being violent, delinquent or anti-social. We have come across this at times when schools are concerned that taking a child from one of our homes will create problems for them in school. This associated stigma could not be further from the truth. Our Education Director takes a personal interest in working with the schools within the local area and in seeking a well matched school placement for each child. We are pleased to have developed good working relationships with the schools around our current homes and over the years, as one child moves on, the school has welcomed another Halliwell child.

Statistics for academic progress show that on average Halliwell educated children are making is above the national target for attainment by the time they leave us. Our average for school attendance in our own schools is around over 99% and for children who have stepped across into a community based school the average school attendance remains above 98%. One of our schools was recently judged outstanding for personal and social development of its pupils.

We are committed to giving children stepping down from our Programme the best chance to achieve a long term stable foster placement. As successive children have moved on to fostering we have developed a network of working relationships with independent fostering agencies keen to support our aim of achieving long term foster homes for our children. We offer support to the placing authority in family finding through liaison with those agencies, training from our psychologists for the foster parents and their professional support network and a series of consultations over a 12 week period to support them as they get to know their new foster child. This is a service offered at no cost to the placing authority or independent fostering agency. It is a service associated with a high degree of successful placement of children stepping down from our recovery programme.

In delivering Restorative Parenting Recovery Programme we are committed to achieving the best outcomes for the children at least cost to society. The Midlands local authorities have been regular commissioners of our service but this can mean moving children more than 40 miles from their home region. We have chosen carefully in the property to ensure it is accessible to more than 24 local authorities within a 40 mile radius.

2.4 The application, the details and documents attached to it, the plans, any comments made by residents and the responses of consultees can be found on the Council's website at:-

<http://publicaccess.staffs Moorlands.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=132608>

3. RELEVANT PLANNING HISTORY

SMD/2013/1198: Extension to guest house to provide more bedrooms. Approved but not built.

4. PLANNING POLICIES RELEVANT TO THE DECISION

4.1 Core Strategy Development Plan Document (Adopted 2014)

SS1	Development Principles
SS1a	Presumption in Favour of Sustainable Development
SS5c	Cheadle Area Strategy
SS7	Churnet Valley Strategy
H1	New Housing Development
E3	Tourism and Cultural Development
DC1	Design Considerations

Emerging Staffordshire Moorlands Local Plan

4.2 The Council agreed to publish the Local Plan Submission Version for representations in February 2018. At this point, the Council agreed that the Local Plan was “sound”. Formal representations were then invited from residents, businesses and other stakeholders to provide them with the opportunity to support or challenge the soundness or legal compliance of the Local Plan. This stage in the process followed three previous public consultations since 2015 which had informed the preparation of the Local Plan alongside a comprehensive evidence base.

In June 2018, the Council subsequently agreed to submit the Local Plan Submission Version to the Secretary of State for examination. An examination in public is ongoing in order to determine whether the Local Plan is sound and legally compliant. Hearing sessions were conducted in October 2018 and the Inspector issued his initial post-hearing advice in January 2019 which set out some actions for the Council and a range of modifications that would be necessary to make the plan sound. The full schedule of modifications was agreed by the Council and the subject of public consultation between 18th September 2019 and 31st October 2019. The schedule consisted of modifications that the Inspector has deemed necessary to make the Local Plan sound. Following the consultation, the Inspector concluded that further hearing sessions were necessary to consider; proposals for safeguarded land at Gillow Heath in Biddulph, housing land supply, Local Green Spaces in Cheddleton (Ox Pasture), Biddulph (Dorset Drive and implications for the emerging neighbourhood plan) and Blythe Bridge. They were held on 4th and 5th February.

On 27th February, the Inspector issued his post hearing advice. Key recommendations in the letter include:

- The proposed safeguarded land at Gillow Health, Biddulph should be removed. Neither should the site be allocated for housing as requested by the landowners as the case for exceptional circumstances has not been met.

The land will remain Green Belt as per the Local Plan Submission Version agreed by the Council in June 2018;

- No further housing allocations in Biddulph are required;
- No further amendments to the housing trajectory are required aside from pushing back the predicted commencement of the Wharf Road, Biddulph site (excluding BDNEW) until 2022/23.
- Monitoring of housing supply will determine if a full or partial Local Plan review is required within 5 years;
- Land at Ox Pasture (Cheddleton) and Dorset Drive (Biddulph) should revert back to the Local Green Space designations as per the Local Plan Submission Version as agreed by the Council in June 2018;
- Other modifications were considered during the recent hearings sessions are necessary to make the plan sound, including; updating neighbourhood area housing requirements (Policy SS4) to reflect the latest monitoring data, updating the employment land area for the Tunstall Road allocation to reflect the masterplan and other adjustments to the wording of Policy SS4 and Policy DC2.

No further representations will be sought by the Inspector. As such, the Local Plan policies as proposed to be modified in September 2019 along with the Inspector recommended revisions (February 2020) provide a strong indication of the final policies likely to be adopted in the Local Plan. The Inspector's final report is expected within 2 months and will reflect the post hearing advice. The Council will be able to consider the adoption of the Local Plan at this point. As such, the plan is at a very advanced stage of preparation with some of the key outstanding objections now having been resolved following the February 2020 hearing sessions.

In this context, the Council's position on the weight to be given to the policies contained in the Local Plan Submission Version in terms of the three criteria set out in Paragraph 48 of the NPPF is considered below:

- The stage of preparation – the Local Plan is now at an advanced stage of preparation as the main modifications have been subject to consultation
- The extent to which there are unresolved objections to relevant policies this varies depending on the policy in question – the Inspector wishes to explore outstanding objections on a limited number of issues at the February hearing sessions further before drawing conclusions.
- The degree of consistency of the relevant policies in the emerging plan to this Framework – policies have been modified to address soundness issues identified by the Inspector to date. It is the Council's view that the policies (as modified) are consistent with national policy. The Inspector has yet to draw final conclusions, particularly on the matters subject to further hearing sessions.

Given the above, the majority of policies (as modified) can be given substantial weight

SS1	Development Principles
SS1a	Presumption in Favour of Sustainable Development
SS5c	Cheadle Area Strategy
SS7	Churnet Valley Strategy
H1	New Housing Development
E4	Tourism and Cultural Development
DC1	Design Considerations

National Planning Policy Framework

Including sections;

2:	Achieving sustainable development
5:	Delivering a sufficient supply of homes
6:	Building a strong, competitive economy
12:	Achieving well-designed places

5. CONSULTATIONS CARRIED OUT

5.1 A Site notice has been displayed and neighbouring properties notified.

Site Notice

Consultation period expired: 26/05/2019

Press Notice

N/A

Neighbour Notification

Consultation period expired: 26/05/2019

Public Comments:

5.2 One letter of objection has been received from a resident of Cheadle but not a close neighbour to the site. The objection states: *I feel that consideration must be taken to the already rife issues of anti social behaviour in the town and in particular the issues that are concentrated on Tean Road Rex which is directly opposite the site! This sort of housing in this area will be detrimental to this situation as it will cause conflict between local children and the inhabitants of the home. Also this is on a direct route from a large primary school where many parents pass and also directly opposite the small children's play area in the park which could subject young children toundesirable behaviour during their formative years which we should be doing our utmost to protect them from. Whilst the idea of this sort of establishment may have a possible place in the town, the position of this application is wholly unsuitable*

5.3 Concerns have also been raised that:

- The proposal will be detrimental to the town and community.
- The plan is to use the site for a 10-bedded residential home and school for children with challenging, emotional and behavioural issues. This has the potential to be extremely detrimental to the town of Cheadle, its community and education provisions that will undoubtedly be impacted.

- Concerns is expressed for the school, which is already under enormous pressure to cater for a large number of children with additional needs (117 currently).
- This project is progressing rapidly, yet the town of Cheadle and surrounding areas are unaware of the proposals and what impact this would have on the local area.
- Children within a setting such as this are very likely to be challenging, and would typically display aggressive, violent and destructive behaviours, defiant and oppositional.
- Such children would typically be placed within the care system in residential settings far more removed and generally rural, to minimise the disruption to the community and local areas. Yet in this instance the setting is located in the heart of the town, within immediate proximity to the towns park and main primary school.

Applicant

The applicant has responded to the concerns of the objector stating:

[The objector] lives 1.2miles away from the site so there would be no significant effect to him. However, his problem with Tean Road Recreation ground should be addressed to the Police and other Council sponsored workers not to the planning department. It would seem from his comments that you have unruly behaviour in the area. However, his comments would apply to any new family moving to the area with children. It should be noted that the proposal is overseen by Ofsted and the likelihood of those children in care causing problems is therefore discriminatory to assume that children from this type of children's home would be more likely than any other child to cause conflict or be more badly behaved than any other child. [The objector] reasoning should be ignored within the planning process as there is no founded planning reason to refer to it. [The objector] may not have read the Design and Access statement or did not understand.

Cheadle Town Council:

5.3 Given the nature of this application and the Points raised by the objector, I cannot support this application without full council and public debate.

Local Highways Authority (SCC):

5.4 No objection subject to a condition requiring details of the parking layout.

Environmental Health (SMDC):

5.5 No objection subject to conditions. The proposal to change the use from C1 to C2 for the proposed use does not appear significant but the range of residential uses can be different. In the case of this application for development into a care home for young children the risks to neighbour amenity are low. But if future occupancy of the home was for people with more high intensive needs then noise breakout could be a risk. It would be recommended that noise breakout is considered during the development phase in order to future proof the site and prevent neighbour complaint. Noise transfer from room to room should also be given consideration in order to maintain good amenity for other occupiers of the home.

Waste Services (SMDC):

5.6 No waste issues.

Flood Team (SCC):

5.7 "No comments to offer".

6. OFFICER COMMENT AND PLANNING BALANCE

Policy Context

6.1 The Local Planning Authority is required to determine planning applications in accordance with the development plan, unless there are material circumstances which indicate otherwise and in determining these applications, it shall have regard to the provisions of the Development Plan, in so far as material to the application and to any other material considerations.

6.2 Paragraph 11 of the National Planning Policy Framework (February 2019) states that plans and decisions should apply a presumption in favour of sustainable development. For decision-takers this means: "(c) approving development proposals that accord with an up-to-date development plan without delay; or (d) where there are no relevant development plan policies, or the policies, which are most important for determining the application are out-of-date, granting planning permission unless: (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework taken as a whole". NPPF para 8 identifies the three dimensions to sustainable development as economic, social and environmental. The National Planning Policy Framework is a material consideration in planning decisions.

6.3 Policy SS1 of The Staffordshire Moorlands Core Strategy identifies that development should contribute positively to the social, economic and environmental improvement of the Staffordshire Moorlands. Core Strategy policy SS1a establishes a 'Presumption in Favour of Development' in line with National Planning Policy.

Main Issues

6.4 The main planning considerations with the proposal include the principle of the change of use in this location, the impact on the character and appearance of the area, the impact on residential amenity and the impact on highway safety.

Principle of Development

6.5 The site has been used as a guest house for a number of years. The town is on the edge of the Churnet Valley and Core Strategy policies for this area (such as SS7) are generally supportive of tourist facilities and accommodation as tourism and tourist development is a primary strategic aim for the Churnet Valley. Whilst the policies are generally supportive of new tourist accommodation in this area, there is no policy resiting the loss of

tourist or visitor accommodation such as guest houses. It therefore must be determined if the benefits of the proposed change of use would outweigh the loss of the guest house as part of the overall "Planning Balance".

6.6 There are other policies in the Core Strategy which are supportive of a wide range of housing and accommodation and this is mirrored in the NPPF in Section 5 (relating to housing). This would include providing safe and high quality accommodation for special groups including care accommodation for disadvantaged children. As this change of use complies with local planning policies and the government planning guidance, the Council considers this would outweigh the disbenefit of losing a guest house where no specific policy seeks to retain them despite the general encouragement for new visitor accommodation in the Core Strategy. It is considered the applicants have demonstrated a need for such a facility and the benefits of this specific care accommodation, therapy and training facility which can contribute positively towards welfare and community needs.

6.7 With regard to concerns raised locally, there is no evidence that the specific use proposed for the site would lead to increased anti-social behaviour issues and in any case, this is more of a matter for the police and for OFSTED which regulates such homes and their management regimes. As such they are not a material planning consideration. Amenity considerations arising from the behaviour of children on site are considered further below.

6.8 Concern has also been expressed regarding capacity in the local schools. The application falls below the threshold for consultation with the County Council as Local Education Authority. Furthermore, the applicant has stated that whilst the aim is to return children to mainstream education, many of the children resident at the home will be educated on site reducing the impact on local school capacity. The applicant has stated that they do not place more than 1 or 2 children in any one school.

6.9 Overall, the principle of the proposal is considered to be acceptable.

The impact on the character and appearance of the area

6.10 The only significant external alterations would be the addition of two extensions. These would have a modern flat-roofed design to match the modern extensions at the back of the main building, a Victorian residence. Although flat-roofed extensions would not normally constitute good design in the local area, the extensions would be seen to form part of the modern wing at the back of the old building and therefore a contrasting or different design would look incongruous and would increase prominence. As the design, fenestration and finishing materials would be the same as the modern wing, it would at least blend into the modern wing and would not be too noticeable from outside of the site. It is considered that this approach would be the best to avoid detracting from and competing with the more attractive older building that is most visible from the road. The first-floor extension would be seen against the backdrop of the modern building behind it. The single-storey extension would barely be visible at all from roads and footpaths as it is tucked into the corner of the site and in any case replaces a flat-roofed outbuilding of similar size already at the site in the same position.

The impact on residential amenity

6.11 The building was formerly a guest house with ten bedrooms and resident owners. The change of use to care home with a capacity of ten children and some staff would not lead to any significant additional noise and disturbance affecting neighbouring properties. The Environmental Health Section has not objected to the application.

6.12 The property was last used as a 10 bedroom guest house and prior to that as a family home and, indeed, it was built for that purpose. There is no limit on the size of 'family' that can occupy a dwellinghouse and it is likely that a sizeable property with ample grounds could be occupied by a relatively large family. Included, within the same C3 use class, the property might also be used and occupied by up to 6 people, who are not related as a family, but live together as a single household, and this could include an arrangement where the residents are provided with care. As a guest house, the property could be occupied by a minimum of 10 unrelated people rising to 20 based on double room occupancy. The intensity of the use is therefore considered to be no greater than would be the case if the property were in use as a guest house or converted back to an ordinary dwellinghouse.

6.13 In so many respects the use would operate in a way that is very similar to a normal family home. The property would provide the young people with their sole and main residence, with free and shared access to living, dining, and kitchen facilities able to take shared meals prepared for them or make their own food or drink. Whilst the carers would not be resident, while in attendance, they would interact with the property and the residence in a way that is very similar to an adult resident, parent or guardian. As a residential use within a predominantly residential area, surrounded by other dwellings, this is deemed to be entirely appropriate.

6.10 It is acknowledged that the home would be provided by a commercial organisation and that the carers would be employees attending the home as their place of work. However, these are perhaps more coincidental factors which actually have little effect on the character and way in which the property would be used on a day to day basis. The conduct, activity and interaction between residents and staff would in all likelihood be very similar to that of a family unit. It is acknowledged that the proposal includes classrooms and in that respect would have certain characteristics of a school. However, there are many instances of schools being located within the heart of residential areas, surrounded by dwellings and such land uses are not necessarily incompatible. It must also be considered that as a guest house, the premises was in commercial use, and as such it would be expected that staff such as cleaners, cooks or a receptionist might attend the premises to work. The applicant's evidence is that the proposed use is to provide a stable home environment for the occupants as their main and sole residence and that the length of stay is generally more than temporary or passing. It would not be a 'half way' house or provide overnight emergency lodgings for example. In this respect the site would take on a more residential and less commercial character than is currently the case as a guest house where occupants come and go on a nightly basis.

6.14 It might also be noted that interior preparations might include the installation of an office, fire alarms and fire doors. However, these are not facilities that are uncommon within any other dwellinghouse and would certainly be required to meet regulations relating to guest houses and are not in themselves obvious indicators that the proposed use would be materially different to the existing use or any other form of residential use.

6.15 The home would provide care for young people who, through no fault of their own, have suffered a difficult and sometimes traumatic upbringing, they may have complex emotional difficulties. It is possible that from time to time some of these residents might engage in shouting, screaming etc. However, as the applicant has pointed out it would be wrong to assume that simply because a child that they would be more likely than any other child to cause conflict or be more badly behaved. All children can periodically engage in screaming and shouting either having tantrums or engaging in boisterous play. This could occur at any dwellinghouse, or school in a residential area or indeed at the existing guesthouse. Furthermore the applicant has clarified that residents would not, be detained offenders, or have any medical or clinical condition requiring secured facility or hands on attention. There will not for example be a propensity for prolonged or repetitive noise or outbursts. Any noisy behaviour is more likely to be displayed occasionally where shouting and screaming might be comparable to a family's children playing on a trampoline, a game of football in the garden, or any troublesome child's outburst at any other dwellinghouse or staying at the guesthouse currently on site.

6.16. Furthermore, as noted above such outbursts of aggression or distress from children could potentially be witnessed at any family property from time to time. In this case the planning unit is that of a large dwelling within ample grounds enclosed by mature trees, hedges and bushes; which will help to screen any noise and activity in the garden by the occupants. As such it will not impact unacceptably within in its surroundings or be of any detriment to local amenity.

6.17 The extensions due to their scale would not affect light provision to neighbouring properties. With regard to privacy, the nearest dwelling lies immediately to the west side of the site. None of the main windows face this dwellings other than a side guest lounge window on ground floor which faces the side of the adjacent dwelling and does not cause any overlooking issues. The proposed scheme would retain the main windows including bedroom windows, facing the other directions i.e. north, south and east. There are no other residential properties to the south (this is where the recreation ground is located) and the dwellings to the east and north are a considerable distance away. There is one new main window proposed on the first-floor, serving an office or overnight rest area and as this would face south, no harmful overlooking would result. The rear extension at ground floor level would have a window facing the back windows of the house to the west. This window would serve a staff room and it is considered that a condition requiring obscured glazing to be inserted into this window would be reasonable in order to ensure that the privacy of the neighbours is protected. Overall, the proposal would not harm the residential amenities of the area.

The impact on highway safety

6.18 The house would have 10 residents, none of whom drive or own a car. This would be in contrast to most family households, where it is likely that at least two adult members, often more where there are adult children, own and use a car; and, in the case of a house share, it is possible that all six members of the household could all use their own car, with all of the comings and goings associated with a household. In the case of the guest-house, as noted above, when fully occupied at least 10 guest vehicles might be expected to be in attendance at the property plus staff vehicles. Whilst the residents themselves would not drive, there will of course be some vehicle movements associated with the proposed use. The staff would come and go on a shift basis over a 24-hour period, there would be trips taking the residents to and from appointments and activities, and visits from family and friends, cleaners and tutors. Presumably, given the situation and background of the residents there will also be the occasional visit from social workers and regulatory agencies. However, when considered together, that cumulative level of activity, traffic movement and requirement for parking, is unlikely to be any greater than any of those 'dwellinghouse' uses, where many or all of the residents make journeys to and from work, school, shops and services and can take any number of deliveries and visits from friends, family, cleaners, maintenance tradesman etc. and significantly less than is currently the case with the guest house.

6.19 In any event, the property in this case there is an adequate sized car park at the property. It is considered that the change of use from guest house to childrens care home would lead to a reduction in vehicle movements and that only parking for staff would be required. There appears to be ample room for staff car parking but a condition is recommended by the SCC to provide details of the proposed car parking to ensure any visiting vehicles will not need to be parked on the road to the detriment of highway safety.

Conclusion and Planning Balance

6.20 Despite the loss of a guest house from the town, the proposed change of use is considered to deliver care and accommodation benefits which would outweigh this loss and tilt the planning balance in favour of this scheme. It complies with planning policies and in this location, the principle of the change of use is acceptable. It would not harm the visual or residential amenities of the area and would not lead to any significant traffic generation of harm to highway safety. With regard to the three strands of sustainable development (as outlined in this report), the proposal would deliver significant social benefits, some marginal economic benefits through the works needed for the conversion and would not result in any significant environmental harms. The proposal complies with the Core Strategy, the forthcoming Local Plan and is in line with government planning guidance which, amongst other things, is supportive of a range of accommodation including care accommodation. The proposal is therefore acceptable and is recommended for approval.

7 OFFICER RECOMMENDATION

A. That Planning Permission is approved subject to the following conditions:-

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason:-

To comply with the provisions of Section 51 of the Town and Country Planning, Planning and Compulsory Purchase Act, 2004.

2. The development hereby approved shall be carried out in complete accordance with the following submitted plans:-

01,03,05,06,07,08,09

Reason:- For the avoidance of doubt and in the interests of proper planning and in accordance with the National Planning Policy Framework.

3. The finishing materials of the extensions hereby approved shall match the existing flat-roofed building in terms of type, colour and texture.

Reason:-

In the interests of the character and appearance of the area.

4. Unless prior permission has been obtained in writing from the Local Planning Authority, all noisy activities shall be restricted to the following times of operations. • 08:00 - 18:00 hours (Monday to Friday); • 08:00 - 13:00 hours (Saturday) • No working is permitted on Sundays or Bank Holidays.

In this instance a noisy activity is defined as any activity (for instance, but not restricted to, building construction/demolition operations, refurbishing and landscaping) which generates noise that is audible at the site boundary.

Reason:-

To avoid the risk of disturbance to neighbouring dwellings from noise during unsocial hours.

5. The development, including demolition hereby permitted shall take place until a Construction and Environmental Method Statement has been submitted to and approved in writing by the Local Planning Authority. The Construction Method statement should include the following details:-

I. A scheme to minimise dust emissions arising from demolition/construction activities on the site. The scheme shall include details of all dust suppression measures and the methods to monitor emissions of dust arising from the development.

II. Details of wheel washing facilities. All demolition/construction vehicles shall have their wheels cleaned before leaving the site;

III. a scheme for recycling/disposal of waste resulting from the demolition/construction works;

IV. the responsible person (e.g. site manager / office) who could be contacted in the event of complaint;

Once approved, all relevant activities on the site should be carried out in accordance with Construction and Environmental Method Statement throughout the course of the development.

Any alteration to this Plan shall be approved in writing by the Local Planning Authority prior to commencement of the alteration.

Reason:-

To protect the amenities of the area from dust

6. In the event that contamination is found at any time when carrying out the approved development it must be reported in writing immediately to the Local Planning Authority. Development should not commence further until an initial investigation and risk assessment has been completed in accordance with a scheme to be agreed by the Local Planning Authority to assess the nature and extent of any contamination on the site. If the initial site risk assessment indicates that potential risks exists to any identified receptors, development shall not commence until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to

human health, buildings and other property, and the natural and historical environment has been prepared, and is subject to the approval in writing of the local planning authority. Following completion of measures identified in the approved remediation scheme and prior to bringing the development into first use, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

Reason:-

To ensure that the proposed development meets the requirements of the National Planning Policy Framework in that all potential risks to human health, controlled waters and wider environment are known and where necessary dealt with via remediation and or management of those risks.

Construction Waste Management

7. Any waste material associated with the demolition or construction shall not be burnt on site but shall be kept securely for removal to prevent escape into the environment.

Reason:-

To protect the amenities of the area.

8. The artificial lighting incorporated into this site in connection to this application shall not increase the pre-existing illuminance at the adjoining light sensitive locations when the light (s) is (are) in operation. Details of all artificial lighting to be installed under this permission should be submitted to and approved by the Local Planning Authority prior to development commencing.

Reason:-

To protect the local amenities of the local residents by reason of excess of illuminance.

9. There shall be no deliveries between the hours of 21.00 hours and 07.00 hours Monday to Saturday inclusive, and not between the hours

of 21.00 hours and 10.00 hours on Sundays and Public or Bank Holidays.

Reason:-

To safeguard the amenity of neighbouring residential occupiers

10. The development hereby permitted shall not be brought into use until details of the parking and turning areas have been first submitted to and approved in writing by the local planning authority. The parking and turning areas shall thereafter be provided in accordance with the approved plans and retained for the life of the development.

Reason:-

In the interests of highway safety.

11. The proposed ground floor staff room window on the south elevation of the extensions hereby approved, as shown on the approved drawings, shall be fitted with obscure glazing to level 5 (minimum) from the Pilkington range or equivalent. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or as subsequently may be amended or re-enacted) the windows shall not be re-glazed with any transparent materials and shall not be enlarged or otherwise altered, nor shall any additional window or other opening be formed in that elevation unless a further planning permission has first been granted on application to the Local Planning Authority.

Reason:-

To protect the amenity and living conditions of the adjoining residential property to the west from overlooking or perceived overlooking.

B. In the event of any changes being needed to the wording of the Committee's decision (such as to delete, vary or add conditions/informatives/planning obligations or reasons for approval/refusal) prior to the decision being issued, the Head of Development Services has delegated authority to do so in consultation with the Chairman of the Planning Applications Committee, provided that the changes do not exceed the substantive nature of the Committee's decision.

Proposed Plans

