

Application Ref: 24/00509/FUL

Proposal: Change of use from a 4-bed residential dwelling (C3a) to Children's care home (C2) for solo accommodation.

Site: 510 Oundle Road, Orton Longueville, Peterborough, PE2 7DJ

Applicant: Ms Edna Kamerhon

Referred by: **Orton Longueville Parish Council**

Reason: Unsuitable location, impact to neighbour amenity, adverse effect on the highway.

Site visit: 03.07.2024

Case officer: Connor Liken

Telephone No. 07551 060899

E-Mail: connor.liken@peterborough.gov.uk

Recommendation: **GRANT** subject to relevant conditions

1 Description of the site and surroundings and Summary of the proposal

Site and Surroundings

The application site is located within the residential area of Orton Longueville, situated along Oundle Road, a prominent travel route into the city of Peterborough. The application site itself comprises of a modest 4-bed semi-detached dwelling. Albeit the existing floorplans indicates a greater capacity of bedroom due to internal conversion.

The site benefits from onsite parking to the front of the property, with access via a dropped kerb off Oundle Road.

To the north-west of the site is the Gordon Arms Public House and the access to Catherine Close. To the east is a pelican crossing and to the west is the junction connecting to both the north and south bound of the Nene Parkway.

Proposal

Planning permission is sought for the 'change of use from a 4-bed residential dwelling (C3a) to Children's care home (C2) for solo accommodation'.

There would be two full-time staff operating at the site, on a rota basis, alongside a site manager.

A statement of purpose was submitted to the Local Planning Authority, outlining the operation and management of the proposal.

Pre-Amble

A Lawful Development Certificate for the 'change of use to a regulated Children's home for four young children' (23/01279/CLP) was refused, as on the balance of probability, the proposal would have resulted in a material change of use under Section 55 of the Town and Country Planning Act 1990 and would require a planning application. Due to the character and operations, the proposal would be materially different to a C3 dwelling, largely due to the volume of professionals visiting the property to deliver the service required.

2 Planning History

Reference	Proposal	Decision	Date
23/01279/CLP	Change of use to a Regulated Children's home for four young children	Refused	17/11/2023

3 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

National Planning Policy Framework (2023)

Section 4 Decision-making

Section 5 Delivering a sufficient supply of homes

Section 9 Promoting sustainable transport

Section 12 Achieving well-designed places

Peterborough Local Plan 2016 to 2036 (2019)

LP01 - Sustainable Development and Creation of the UK's Environment Capital

The council will take a positive approach that reflects the presumption in favour of sustainable development within the National Planning Policy Framework. It will seek to approve development wherever possible and to secure development that improves the economic, social and environmental conditions in the area and in turn helps Peterborough create the UK's Environment Capital.

LP08 - Meeting Housing Needs

LP8a) Housing Mix/Affordable Housing - Promotes a mix of housing, the provision of 30% affordable on sites of 15 or more dwellings, housing for older people, the provision of housing to meet the needs of the most vulnerable, and dwellings with higher access standards

LP8b) Rural Exception Sites- Development for affordable housing outside of but adjacent to village envelopes maybe accepted provided that it needs an identified need which cannot be met in the village, is supported locally and there are no fundamental constraints to delivery or harm arising.

LP8c) Homes for Permanent Caravan Dwellers/Park Homes- Permission will be granted for permanent residential caravans (mobile homes) on sites which would be acceptable for permanent dwellings.

LP13 - Transport

LP13a) New development should ensure that appropriate provision is made for the transport needs that it will create including reducing the need to travel by car, prioritisation of bus use, improved walking and cycling routes and facilities.

LP13b) The Transport Implications of Development- Permission will only be granted where appropriate provision has been made for safe access for all user groups and subject to appropriate mitigation.

LP13c) Parking Standards- permission will only be granted if appropriate parking provision for all modes of transport is made in accordance with standards.

LP16 - Urban Design and the Public Realm

Development proposals would contribute positively to the character and distinctiveness of the area. They should make effective and efficient use of land and buildings, be durable and flexible, use

appropriate high-quality materials, maximise pedestrian permeability and legibility, improve the public realm, address vulnerability to crime, and be accessible to all.

LP17 - Amenity Provision

LP17a) Part A Amenity of Existing Occupiers- Permission will not be granted for development which would result in an unacceptable loss of privacy, public and/or private green space or natural daylight; be overbearing or cause noise or other disturbance, odour or other pollution; fail to minimise opportunities for crime and disorder.

LP17b) Part B Amenity of Future Occupiers- Proposals for new residential development should be designed and located to ensure that they provide for the needs of the future residents.

4 Consultations/Representations

Children's Commissioning

No objection following submission of additional information.

PCC Peterborough Highways Services

No objection, subject to conditions following submission of additional information.

Orton Longueville Parish Council

Objection – Concerns over the location of the development, impact on existing neighbouring properties and impact on the highway from increased traffic and potential disturbance from the proposed use.

PCC Pollution Team

No objection.

Local Residents/Interested Parties

Initial consultations: 5

Total number of responses: 14

Total number of objections: 14

Total number in support: 0

During the consultation period, a number of representations were received. Below is a summary of the issues raised:

- There is a need for residential dwellings in the area. The application site should not be lost to a care-home.
- There would be an increase in vehicular activity to the property. Oundle Road is a high traffic area.
- There are several similar care home types in the area already.
- Concerns over increased noise and the impact to neighbouring properties.
- Location nearby a public house could pose a risk.
- Concerns over behavioural problems from habitants of the proposed care home. Wider anti-social behaviour concerns to the wider community.
- Impact on nearby property values.

5 Assessment of the planning issues

The main planning considerations are:

- Principle of Development.

- Amenity of Neighbouring and Future Occupiers.
- Highway Safety and Parking Provision.
- Character and Appearance.
- Other.

a) Principle of Development.

Permission is sought for 'change of use from a 4-bed residential dwelling (C3a) to Children's care home (C2) for solo accommodation'. Policy LP8 supports the provision of homes for vulnerable persons, providing that the following requirements of the Policy are applied:

- Meets an identified need and is supported by Adult Care Commission.
- Will be suitable for the intended occupiers in terms of standard of facilities, the level of independence and the provision of support and/or care;
- Will be accessible by non-car means to essential services and community facilities as appropriate to the needs of the intended occupiers.
- Does not conflict with any strategic policy of this plan and does not have any fundamental constraint.

Peterborough City Council's Children's Commissioning continue to support the development of good quality, local provision within Peterborough. It was raised that further information would be welcomed, in the form of operation and management document to greater understand more about the children's level of care. However, it is understood there are further assessments/processes through Ofsted and Children's Commissioning which are yet to be completed post planning stage.

The home will serve up to a maximum of one child, catering for children / young people with emotional, behavioural difficulties. The care of the child will be always covered by a minimum of 1 member of staff on site, across a split shift pattern. Staff will operate at the property on shifts from 08:00-18:00 (day shift), 09:00-21:00 (long shift) and 21:00-21:00 (night shift). Additionally, there will be a staff manager on hand (09:00 - 17:00) and potential visitors to the property throughout this period.

The floor plan indicate there are sufficient facilities to always allow for a degree of separation between the staff and child's facilities.

PCC Children's Commissioning advocate for the completion of a Local Area Risk Assessment (LARA). It is acknowledged a LARA is essential for Ofsted registration and not necessarily for the planning application. A Ministerial Statement from May 2023 identifies applicants should be providing the LPA with these documents, but this is not mandatory requirement. It is acknowledged the proposal is accessible to essential services and well placed in terms of access to community facilities and services, with shops and schools nearby. As such, the risk from the location is minimal and it was deemed in this case a Local Area Risk Assessment wasn't necessary.

Notwithstanding the above, PCC Children's Commissioning have no objection to the proposal. They have acknowledged the later submitted statement of purpose that has clarified that the home intends to care for children with learning disabilities, autism, complex emotional and behavioural needs and challenges through a person-centred approach.

Orton Longueville Parish Council have raised concerns regarding the location of the proposal. It should be noted that these type of residential care homes are best suited to areas with existing services and access routes. The application site is located within the urban boundary of

Peterborough within a primarily residential area, within easy reach of local services, therefore Officers take the view that the location of the proposal would not be contrary to the spatial strategy of the Local Plan (2019).

As such, the proposal is considered to comply with Policy LP8 of the Peterborough Local Plan (2019).

b) Amenity of Neighbouring and Future Occupiers.

The principal of introducing a children's home (C2 use) within a residential area raises no significant concerns with regard to residential amenity. The home will accommodate no more than 1no. child which is considered a reasonable number to remain in keeping with the residential character of the area. Shifts are on a 10 -12-hour rotation with handovers at 08:00, 09:00 and 21:00, which is considered an appropriate time to minimise disturbance late into the evening or early morning.

No extensions or external alterations are proposed to the building. The parking area is separate to the application site and raises no unacceptable amenity concerns of noise or disturbance from this arrangement.

From the consultation period, numerous concerns were raised regarding noise, typically associated from the potential behaviour of residents. Whilst these concerns are acknowledged, the home would be for no more than one child who would be appropriately supervised at all times. Furthermore, ensuring appropriate management and the safety and suitability of the home would fall under the remit of Ofsted and other legislation beyond the remit of planning. Taking the above into account it is considered that there would be no greater levels of noise and disturbance than for a typical dwelling.

The proposal is considered compliant with Policy LP17 of the Peterborough Local Plan 2019.

c) Highway Safety and Parking Provision.

The Local Highways Authority have no objection to the proposal and state that the parking requirements for a C2 use i.e. one car parking space per full-time employee are met.

There would be two full time members of staff on a rota-by-rota basis throughout the day shift, alongside the site manager, therefore the proposal would require 3 car parking spaces. In line with the Parking Standards outlined in the Local Plan (2019), the parking requirements are based on a maximum capacity therefore Officers are of the view that sufficient parking supply has been made available.

The existing access is 3.5m wide and set back 2.0m from the back edge of footway, however due to the proposal only housing one child, Officers take the view that the proposal site would not result in an intensification of use over and above the existing C3 large dwellinghouse. As such, whilst Officers understand concerns were raised during the consultation period, Officers are of the view that the proposal would not result in an adverse impact to the public highway.

Both bin and cycle storage are provided.

As such, the proposal is considered to be in accordance with Policy LP13 of the Peterborough Local Plan (2019).

d) Character and Appearance.

The appearance of the site from the street scene of Oundle Road would be unaltered. The change of use is not considered to be detrimental to the character of appearance of the area. Therefore, the scheme is compliant to Policy LP16 of the Peterborough Local Plan (2019).

e) Other.

Matters such as property value and presumptions that anti-social behaviour in the wider area will occur can be given little or no weight in the planning assessment.

6 Conclusions

Subject to the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighing against relevant policies of the development plan and specifically:

- The principal of development is in accordance with Policy LP02 and LP08 of the Peterborough Local Plan (2019).
- The proposal would not result in an adverse level of impact on the design and character of the site and surrounding area in accordance with Policy LP16 of the Peterborough Local Plan (2019);
- The proposal would not result in an adverse level of impact on the safety of the adjacent highway users in accordance with Policy LP13 of the Peterborough Local Plan (2019);
- The proposal would not result in an adverse level of impact on existing or future occupier or neighbouring amenity in accordance with Policy LP17 of the Peterborough Local Plan (2019).

7 Recommendation

The case officer recommends that Planning Permission is **GRANTED** subject to the following conditions:

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

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 (as amended).

C 2 The development hereby permitted shall be carried out and maintained in accordance with the following drawings:

- Location and Block Plan (Drawing Number: 574SD01).
- Existing and Proposed Floor Plans (received 11.04.2024).

Reason: For the avoidance of doubt and in the interest of proper planning

C 3 There shall be the presence of at least one staff member for the use hereby permitted 24 hours a day and 7 days a week.

Reason: In the interest of neighbour amenity in accordance with Policy LP17 of the Peterborough Local Plan (2019).

C 4 The application site shall be used only as a residential children's home for no more than 1 young person (up to age 18) within Class C2, Residential Institution, of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), or the equivalent to that Class in any statutory instrument amending or replacing the 1987 Order or any other change of use permitted by the Town and Country Planning (General Permitted Development) Order 2015.

Reason: To ensure that any future change in use is assessed by the Local Planning Authority, particularly with regard to car parking provision and amenity considerations and in accordance with Policies LP13, LP16 and LP17 of the Peterborough Local Plan (2019).

Copies to Councillors:

Councillor Imtiaz Ali
Councillor Michael Perkins
Councillor Heather Skibsted

This page is intentionally left blank