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Application Number:	24/00321/FUL
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Application Type:	FULL (Minor development)
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Proposal Description:	Change of use from dwellinghouse (C3) to children's residential care home (C2), with associated internal and external alterations, including installation of new first-floor side window
At:	Glenamoy, Hickleton Street, Denaby Main, DN12 4BA

For:	Friends Together Care Homes Ltd
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Third Party Reps:	4	Parish:	N/A
		Ward:	Conisbrough

Author of Report:	Susie Boyce
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SUMMARY

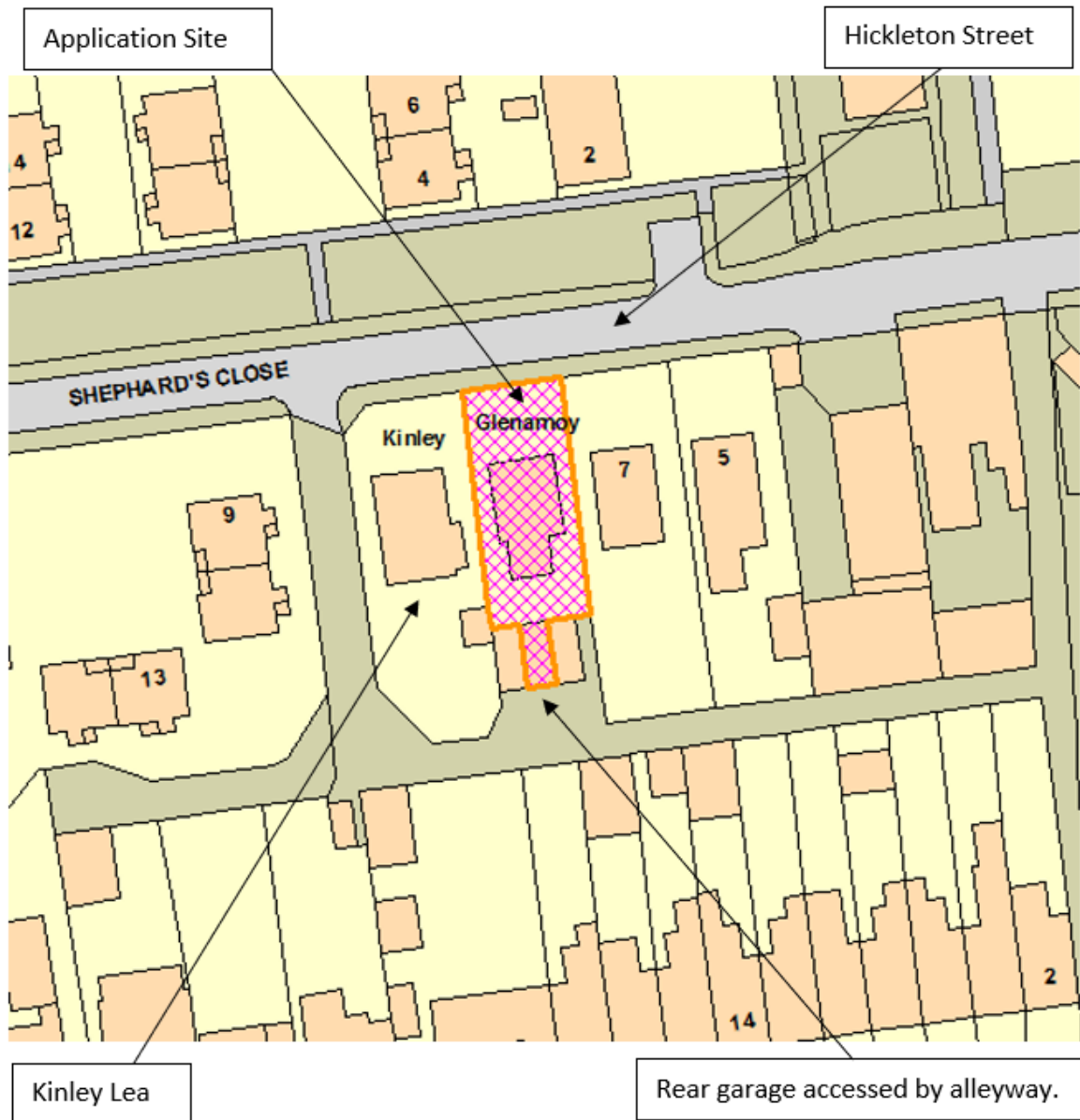
The application seeks full planning permission for a proposed change of use from a dwellinghouse (C3) to children's residential care home (C2), with associated internal and external alterations, including installation of new first-floor side window.

The application site comprises a detached two-storey, three-bedroom dwellinghouse with integral garage and a separate garage in a block at the rear of the garden, together with rear garden and front driveway parking. The site lies in a residential area in Denaby Main.

The proposed children's home would be occupied by up to 3 young people aged between 9 years and 18 years, with non-resident care staff to support them on a shift basis.

This report concludes that the proposed development is acceptable. The developer has provided additional details to address concerns regarding the vulnerability of those occupying the development to crime and the fear of crime. The proposals are acceptable in terms of highways and parking impacts and will not cause harm to the amenity of neighbouring properties or the character of the surrounding area, subject to the imposition of suitably worded conditions.

RECOMMENDATION: GRANT full planning permission subject to conditions.



1.0 REASON FOR REPORT

- 1.1 This application is being presented to Planning Committee due to a call-in request by Councillor Nigel Ball, ward member for Conisbrough. Cllr Ball has raised concerns regarding the location's suitability for a children's home and the vulnerability of young people in the property to potentially being exposed to organised crime and gang activity in the area.

2.0 PROPOSAL

- 2.1 The application seeks full planning permission for the proposed change of use of a dwellinghouse (Use Class C3a) to a Children's Residential Care Home (C2) for up to 3 children with associated internal and external alterations, including installation of a new first floor side window.

- 2.2 The application as originally submitted included the creation of a new parking area in the existing front garden; this has subsequently already been undertaken using householder permitted development rights and so this element has been removed from the development description.
- 2.3 The proposed children's home would be occupied by up to 3 young people aged between 9 years and 18 years, with care staff to support them. Care staff will not live permanently at the property but would be present 24/7 with a maximum of 3 staff at any one time. Staff will change every other day. In addition to the change of use, the application proposal includes reconfiguring the internal layout to create a 4th bedroom to create a staff sleep-in room for overnight staff and installing a new first floor side window (obscure glazed) to serve this. The existing internal garage is to be converted into a manager's office (with no external alterations needed to facilitate this). Parking would be as existing, i.e. on the newly created front driveway (total 3 spaces) with an additional space to the rear outside the external garage.

3.0 SITE DESCRIPTION & LOCAL CHARACTERISTICS

- 3.1 The application site comprises some 286sqm of land on the south side of Hickleton Street close to its junction with Shephard's Close. It contains Glenamoy, a two-storey 3-bedroom detached dwellinghouse set back from the street by a driveway and separate garage. The original building appears to have been extended in the past with a single storey rear kitchen extension; the existing building now has a Gross Internal Area of approximately 105sqm. The dual pitched roof has solar PV panels attached to the west facing roofscape. A private garden lies to the rear, with block of 3 garages at the end, accessed from a servicing alley at the rear; the middle of the 3 garages belongs to Glenamoy.
- 3.2 The site lies within a residential area in Denaby Main and is surrounded by residential properties on all sides. Immediately adjacent neighbours include Kinley Lea on one side and Lynnholme on the other, both detached two storey dwellings in their own plots.
- 3.3 The site falls within Flood Zone 1 (low risk area) on the Environment Agency's Flood Map for Planning.

4.0 RELEVANT PLANNING HISTORY

23/02638/CPL - Certificate of proposed lawful development for the change of use from residential use (C3a) to a residential children's home for up to 3 children, including installation of a new first floor side window.
Refused 15/02/2024 because the proposed development does not benefit from permitted development rights, and planning permission is required.

5.0 SITE ALLOCATION

- 5.1 The application site lies within the development limit of Denaby Main and Conisbrough and within a Residential Policy Area on the adopted Local Plan Policies Map.
- 5.2 National Planning Policy Framework ('NPPF') December 2023
- 5.3 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. Paragraph 2 reiterates planning law in that planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions and the relevant sections are outlined below:
- 5.4 Paragraphs 7 – 11 establish that all decisions should be based on the principles of a presumption of sustainable development.
- 5.5 Paragraph 96 (a) states the planning decisions should aim to achieve healthy, inclusive and safe places and beautiful buildings which are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.
- 5.6 Paragraph 97 (e) requires that, in order to provide the social, recreational and cultural facilities and services the community needs, planning decisions should ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.
- 5.7 Paragraph 101 states planning policies and decisions should promote public safety by anticipating and addressing possible malicious threats and natural hazards. This includes appropriate and proportionate steps that can be taken to reduce vulnerability, increase resilience and ensure public safety and security.
- 5.8 Paragraph 115 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.9 Paragraph 123 requires planning policies and decisions to promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 5.10 Paragraph 135 states planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 5.11 Paragraph 139 states development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes.
- 5.12 Doncaster Local Plan (2021)
- 5.13 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan consists of the Doncaster Local Plan (DLP) (adopted 2021) and the Barnsley, Doncaster and Rotherham Joint Waste Plan (JWP) (adopted 2012).
- 5.14 Local Plan Policy 1 sets out the Settlement Hierarchy for the City. It seeks to concentrate growth at the larger settlements of the City with remaining growth delivered elsewhere to support the function of other sustainable settlements and to help meet more local needs taking account of existing settlement size, demography, accessibility, facilities, issues and opportunities. The site lies within the development limit of Denaby Main/Conisbrough as defined in the Local Plan and its supporting Policies Map.
- 5.15 Policy 7 supports the delivery of a wider range and mix of housing types, sizes and tenures. This includes the provision of housing types suitable for people with a wide range of needs in line with Policy 45.
- 5.16 Policy 10(A) supports new residential development in Residential Policy Areas in principle, provided:
1. the development would provide for an acceptable level of residential amenity for both new and existing residents; and
 2. the development would help protect and enhance the qualities of the existing area and contribute to a safe, healthy and prosperous neighbourhood; and
 3. the development would meet other development plan policies including those relating to flood risk, open space, design and sustainable construction.
- 5.17 Policy 44 relates to the design of alterations and changes of use to housing, supporting proposals which respond positively to the context and character of existing areas or the host property, and create high quality residential environments through good design. Part A directs that developments must protect existing amenity and not significantly impact on the living conditions or privacy of neighbours or the host property (including their private gardens).

- 5.18 Part B of Policy 44 supports housing proposals which meet a number of key design objectives, including where:
4. designs result in a decent outlook for new homes, with adequate privacy, and good access to daylight and sunlight;
 5. there is adequate provision of internal living space, storage space, amenity and garden space;
- 5.19 Policy 45 supports new housing proposals which meet the Nationally Described Space Standards as a minimum. Any deviation from the minimum space standards must be robustly justified and offset through exceptional or innovative design.
- 5.20 Policy 46 relates to the design of non-residential and commercial developments. Part A supports proposals which are designed to:
2. have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment;
 4. meet functional requirements
- 5.21 Policy 47 (Safe and Secure Places) sets out the Local Plan's aims to create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. Developments will be supported which are designed in a way that reduces the risk of crime and the fear of crime.
- 5.22 Policy 50 (Health – Strategic Policy) sets out the Council's commitment to improving and promoting strong, vibrant and healthy communities by ensuring a high quality environment is provided with local services to support health, social and cultural wellbeing.
- 5.23 Other material planning considerations
- 5.24 In line with the Town and Country Planning (Local Planning) (England) Regulations 2012, the City of Doncaster Council has adopted five Supplementary Planning Documents (SPDs) following the adoption of the Local Plan in September 2021. The adopted SPDs are regarding Biodiversity Net Gain, Flood Risk, Technical and Developer Requirements, Loss of Community Facilities and Open Space, and Local Labour Agreements. The adopted SPDs should be treated as material considerations in decision-making and are afforded full weight.
- 5.25 Additional SPDs regarding the implementation of other specific Local Plan policies are currently being drafted.
- 5.26 The Transitional Developer Guidance (updated August 2023) provides supplementary guidance on certain elements, including design, whereby updated SPDs have not yet been adopted. The Transitional Developer Guidance should be referred to during the interim period, whilst further new SPDs to support the adopted Local Plan are progressed and adopted. The Transitional Developer Guidance, Carr Lodge Design Code and the South Yorkshire Residential Design Guide (SYRDG), should be treated as informal

guidance only as they are not formally adopted SPDs. These documents can be treated as material considerations in decision-making, but with only limited weight.

5.27 Other material considerations include:

- National Planning Practice Guidance (ongoing)
- National Design Guide (January 2021)

5.28 NPPG Paragraph 9 (Ref. ID 53-009-20190722) highlights that planning provides an important opportunity to consider the security of the built environment, those that live and work in it and the services it provides, pointing to Section 17 of the Crime and Disorder Act 1998 (as amended) which requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder.

5.29 Other Council initiatives include:

- Doncaster Delivering Together

5.30 Launched in September 2021, Doncaster Delivering Together (DDT) is the Council's new ten-year strategy. DDT is about everyone being able to thrive and contribute to thriving communities and a thriving planet. This strategy does not form part of the adopted development plan but it is important that the policies of the Doncaster Local Plan achieve the aims and objectives of DDT strategy. The DDT has identified 8 priorities to deliver for Doncaster over the next ten years, including:

3. Making Doncaster the best place to do business and create good jobs;
4. Building opportunities for healthier, happier and longer lives for all;
5. Creating safer, stronger, greener and cleaner communities where everyone belongs;
6. Nurturing a child and family - friendly borough.

6.0 REPRESENTATIONS

6.1 This application has been advertised in accordance with Article 15 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended) as follows:

- Neighbour notification letters sent to every neighbouring property which shares an adjoining boundary with the application site (including properties on the opposite side of the road) or which may reasonably be considered to be impacted by the proposal;
- Advertised on the Council's website.

- 6.2 Members of the public were given the statutory 21-day period in which to submit representations to the local planning authority on the proposal. The consultation period closed on 26th March 2024.
- 6.3 Reports were received that some neighbours did not receive their letters. Checks confirmed that the letters had indeed been generated and sent out, and the Council's statutory obligations to publicise the application had been fulfilled. However, as an additional measure and in the interests of transparency, a site notice was subsequently also posted for a further 21 day period, so that residents whose letters may have been delayed or lost in the post, or other interested parties, still had the opportunity to respond. Comments are invited by 25th April 2024. Any comments received following the writing of this report will be reported to Members via a Pre-Committee Amendment.
- 6.4 At the time of writing, representations have been received from 4 members of the public, all objecting to the proposals. Points raised are summarised below.
- *Overlooking/loss of privacy:* Neighbouring property/garden at Kinlea Lea will be severely overlooked by the new first floor side window impacting residents' privacy.
 - *Noise disturbance:* bad language and noise from children and staff will mean that local residents with young children are deterred from letting children play in their gardens.
 - *Housing mix:* Denaby Main needs family homes and OAP bungalows, not more children's homes which will cause more problems for the area. Other children's homes in Denaby Main have removed family and rentable homes from the market.
 - *Safeguarding:* the placing of vulnerable young people in this property will put them at further risk due to the site chosen for this residential setting. There is well known organised crime and gang activity (OCG) in Denaby and particular leaders that would target the young people in the residential setting and prey on their vulnerability. The street where the site is situated harbours groups of young people who are known drug users and where there is a regular drop off for this to take place. The year before last there was a fatal incident on an elderly resident which resulted in a robbery. The resident was seriously injured and later died as a result of this. There is a local shop at the end of the street that opens till late which is attractive for congregation and could put young people in the placement at further risk.
 - *Highways impact:* the proposal will lead to more cars up and down the street.
 - *Devaluation of property:* the proposal will devalue neighbouring house prices.
- 6.5 It should be noted that impact on house prices is not a material planning consideration that can be taken into account in the decision. All other matters raised are considered in the Assessment section of this report.

7.0 **CONSULTATIONS**

Internal CDC Consultees

- 7.1 **Children, Young People & Families (Beth Turner)** – no objections. Friends Together Care Homes Ltd are rated a ‘GOOD’ provider (OFSTED 8th August 2023), with an established provision in the same vicinity as this proposed development. The CYPF Officer has considered the application, which is close to an established Youth Hub and notes that this is a predominantly residential area. Consultation with Safer Neighbourhood/communities team on 27 March 2024 has indicated that there are no current issues with this specific area.
- 7.2 CYPF have visited the property and met with the provider to establish their statement of purpose. Initial due diligence has been undertaken with the provider however, should the application be successful, a Quality Assurance visit will be undertaken once established, to ensure the provider is compliant.
- 7.3 There is no guarantee that CDC would place children in this new home if planning permission was granted. As with all residential placements, children will be placed based on need, situation and following a thorough matching process. Friends Together are not on the White Rose Framework, which is the Council’s preferred method of contracting, therefore any placement made with them would be subject to spot purchase arrangements.
- 7.4 **Highways Development Control** – no objections. Amended plans show the dwarf wall at the front removed and a dropped kerb the same length as 3 parking spaces. Satisfied with provision of 3 off-street parking spaces at front. Rear parking space outside garage cannot be relied on as a formal parking space as it would obstruct access to other garages. However, Hickleton Street/Shephard’s Close is a cul-de-sac with minimal traffic therefore even if some on-street parking occurs, it should have no adverse effect on the highway, though more than one car parking on-street for any length of time should be avoided. Requests condition to secure retention of the parking area and a dropped kerb informative.
- 7.5 **Area Team Manager (South)** – no comments received.
- 7.6 **Children’s Planning (Riana Nelson)** – no comments received.
- 7.7 **Children’s Homes (Damian Allen)** – no comments received.

External Consultees

- 7.8 **South Yorkshire Police Architectural Liaison Officer** – objection withdrawn subject to conditions.

Initial objection received 9th April 2024:

The home will cater for up to three young people (of mixed gender) between the ages of 9 to 18 years. Glenamoy would look after young people with emotional, behavioural difficulties, hearing impairment/communication difficulties, challenging behaviour and / or learning needs. A child or young person described as above is likely to be more susceptible to influences from other youths and if seen as vulnerable, to be targeted by youths from local gangs. South Yorkshire Police have a number of reported incidents where children in looked after care with fewer or less complex issues who have fallen prey to the influence of local youths in Denaby Main and become involved in criminal behaviour. This has resulted in vulnerable children and young people becoming a victim or leading to them committing crime on behalf of local gangs.

- 7.9 The documentation states that the child or young person will attend mainstream school and local leisure facilities. If leisure visits are unsupervised, and the child young person is given freedom of movement to attend alone to socialise with other young people. These are areas where criminal exploitation may take place.
- 7.10 The gangs referred to are not simply a group of youths hanging around street corners but criminals' intent on manipulating others to carry out crimes on their behalf. Denaby Main has a higher-than-average level of anti-social behaviour when compared to other areas of Doncaster. The area has traditionally suffered from organised drug crime which has included the exploitation of young people. Intelligence from residents indicates that drug dealing does occur in the area. Crime statistics show a number of offences committed in the immediate area in the last 12 months. These include public order offences and assaults.
- 7.11 The view of South Yorkshire Police that whilst the home is proposed for up to three residents, the risk to the child and those involved in their care cannot be ignored. Data from similar type homes operated by other companies elsewhere locally tends to suggest that they create additional demand for the police. When staff at some other Children's care homes have refused local gangs access to the looked after children, the property has been targeted and damaged in order to intimidate the staff into allowing the gang members access to the child or intimidating the child to become involved with the gang.
- 7.12 The nature of the crimes recorded elsewhere are those that require some level of investigation and are not simply cases of children missing from home or anti-social behaviour. Therefore, with this anticipated extra demand, South Yorkshire Police would oppose this application. Consideration will be given to withdrawing the objection if assurances and documents are provided that prove a robust internal discipline process is in place with an escalation process that only involved the police in acute cases and provision within the security of the building to deter missing episodes, avoid exposing the child to outside criminal influences and the building being targeted.
- 7.13 Should a decision be made to allow this application, a condition is requested to require the owner/operator of the Care Home and manager to sign up to the

Memorandum of Understanding relating to children missing from home, drawn up by South Yorkshire Police, Doncaster Council partners and care providers. A condition is also requested to improve the physical security of the building following recommendations provided.

7.14 *Updated comments received 15th April 2024:*

Objection removed following receipt of further details of proposed physical security measures and management of risks to young people, subject to implementation of all the security measures and policies detailed in email dated 12/04/2024 (Mike Worthington at 14:47, RE: 24/00321/FUL – Glenamoy)

8.0 **ASSESSMENT**

8.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that:

‘Where in making any determination under the planning acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise’.

8.2 The NPPF (2023) at paragraph 2 states that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF must be taken into account in preparing the development plan, and is a material consideration in planning decisions.

8.3 The main issues for consideration under this application are as follows:

- The principle of the development
- Safety and security
- Impact upon residential amenity
- Impact upon the character and appearance of the surrounding area
- Impact upon highway safety
- Overall Planning Balance

8.4 For the purposes of considering the balance in this application, planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

The Principle of the Development

- 8.5 The application site falls within the development limit of Denaby Main and in a Residential Policy Area as defined in the adopted Doncaster Local Plan. This designation relates to Policy 10, where residential uses are supported in principle, provided they comply with other development plan policies. Objections have been raised from neighbouring residents regarding the loss of another family dwellinghouse in the area to a children's home, however a Children's Residential Home (C2) is considered an acceptable use for the purposes of Policy 10, and therefore acceptable in principle in this regard. There are no specific policy or Article 4 restrictions which would control the balance of types of residential uses in the area; and the proposal complies with Policy 7 which broadly seeks the delivery of a range of housing types to meet local need. The change of use of a single property will not materially affect the availability of family dwelling houses in the vicinity and is acceptable in this regard.

Sustainability

- 8.6 Paragraph 7 of the NPPF states that one of the core principles of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 8.7 There are three strands to sustainability, social, environmental and economic. Paragraph 10 of the NPPF states that in order sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

SOCIAL SUSTAINABILITY

Vulnerability to crime and the fear of crime

- 8.8 The NPPG highlights that planning provides an important opportunity to consider the security of the built environment, those that live and work in it and the services it provides. Section 17 of the Crime and Disorder Act 1998 (as amended) requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder.
- 8.9 Objections were initially received from the South Yorkshire Police Architectural Liaison Officer ('PLO') and from a neighbouring resident, raising concerns that the young people to be housed in the Children's Home would be vulnerable to being preyed upon by organised crime and gang activity in the local area. Denaby Main has a higher-than-average level of anti-social behaviour when compared to other areas of Doncaster. The area has historically suffered from organised drug crime which has included the exploitation of young people.

- 8.10 The proposed Children's Home at Glenamoy would accommodate up to 3 young people who may have additional care needs, including emotional, behavioural difficulties, hearing impairment/communication difficulties, challenging behaviour and/or learning needs. The PLO was concerned that such children or young people may be more likely to be susceptible to influences from other youths and, if seen as vulnerable, be targeted by youths from local gangs. The PLO's full consultation comments (detailed at Section 7 of this report) refers to other examples of children's homes within Denaby Main where this has occurred, including instances of damage to property and intimidation of staff to allow access to the looked-after children. The PLO sought assurances that a robust internal discipline process is in place with an escalation process that only involved the police in acute cases, and provision within the security of the building to deter missing episodes, avoid exposing children to outside criminal influences and the building being targeted.
- 8.11 Further details have been provided by the developer (Friends Together) in response to the comments received from the PLO. These include a Location Risk Assessment Report which details the Provider's risk management strategies (pp.12-14). An 'Amber' (4) risk rating was given to the vulnerability of young people to gang/drug related activities in neighbouring areas, and states that young people and staff will receive understanding and awareness training. If a young person is identified as vulnerable to these risks, whilst maintaining a balance of encouraging independence and managing risk, they will be given staff company if they are identified as at risk. Another home in the area managed by Friends Together is stated to have received good feedback from CDC's Stronger Communities Team and the Police Missing Officer in terms of the professionalism of staff and support for young people provided.
- 8.12 In terms of the development's physical resilience, Friends Together have provided assurances that the security recommendations provided by the PLO will be implemented should planning permission be granted, subject to compatibility with Ofsted requirements and other safeguarding obligations. These include all doors and windows meeting certain security standards, installation of attack resistant glazing panels, external lighting and CCTV.
- 8.13 Following receipt of the above details, the PLO has withdrawn their objection to the proposed Children's Home development, subject to all of the above security measures and policies being put in place. These will be conditioned as part of any planning permission where they meet the NPPF's tests for conditions.
- 8.14 The Council's Children, Young People & Families (CYPF) team have been consulted and specifically asked for comment on the above matters. The responding CYPF Officer confirmed that she has considered the application and consulted with the Council's Safer Neighbourhood/communities team, who indicate there are no current issues with this specific area. As such, they have raised no objection over the suitability of the location in regard to crime and safeguarding.

CYPF have raised no concerns regarding the competency of the provider: Friends Together are rated 'GOOD' by Ofsted (August 2023), and if the planning application is successful, then a Quality Assurance visit would be undertaken once the Home is established to ensure the provider is compliant. They also note that, as Friends Together is not on the Council's White Rose Framework (the preferred method of contracting), there is no guarantee that CDC will place children in this new home if planning permission is granted, therefore any placement at Glenamoy would be subject to spot purchase arrangements. This would allow ongoing assessment of the suitability of Glenamoy for the placing of young people on a case-by-case basis.

- 8.15 Local Plan Policy 47 sets out the Local Plan's aims to create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. Developments will be supported which are designed in a way that reduces the risk of crime and the fear of crime. Policies 10 (A.2) and 50 also require developments to contribute to safe and secure environments and improving and promoting strong, vibrant and healthy communities. NPPF paragraphs 97(e), 101, 123, 135(f) are also relevant.
- 8.16 Caselaw has established that 'fear of crime' is only a material consideration where the use, by its very nature, would provide reasonable basis for concern. The above circumstances indicate there is such a reasonable basis. An Inspector for a similar scheme in Medway (20 Pattens Lane, Rochester – appeal ref. APP/A2280/W/19/3222409) found that, whilst there was a reasonable basis for concern over crime in the local area, account was taken of the appellant's management practices and staff training programme which could be regulated by condition and allowed the appeal. The question therefore becomes, can this vulnerability be managed so that fear of crime and the safety and security of the young people to be looked after, as well as that of neighbouring residents, is satisfactorily mitigated.
- 8.17 Overall, given the management and staff training procedures that will be in place at Glenamoy, and the proposed physical security measures (the implementation of which can be conditioned as part of any planning permission), it is considered that the risks identified in the local area in respect to crime and gang activity can be satisfactorily mitigated. In accordance with Policy 47, the development would be designed in such a way that the risk of crime and the fear of crime would be reduced, and the development would not undermine quality of life or community cohesion in the area. It would comply with policies 10 and 50 that require developments to improve and promote strong, vibrant and healthy communities in Doncaster borough by providing accommodation for looked-after children run by a competent provider.
- 8.18 On balance, the development proposal may be considered to accord with the requirements of Section 17 of the Crime and Disorder Act 1998 (as amended), relevant national and local planning policies in regards to crime, the fear of crime, and supporting strong, vibrant and healthy communities.

Impact on neighbouring residential amenity

- 8.19 Concerns have been raised by residents of the immediate neighbour at Kinlea Lea that the proposed installation of a first-floor side window would cause overlooking and loss of privacy to their property. There is an existing first floor side window on the facing elevation of the neighbouring dwelling, which the window would overlook, as well as oblique views to the neighbour's garden. In response, the developer has proposed that this window as obscured glazing, which is now shown on the amended proposed plans. The installation of the obscured glazing can be secured by condition. This condition will also ensure that the window has restricted opening, again to protect the neighbour's privacy. Subject to such a condition, the proposal will not lead to any harmful impacts on neighbouring residential amenity through overlooking or loss of privacy.
- 8.20 Other neighbouring residents have objected to the proposed Children's Home over fears that noise disturbance and/or bad language from children and staff in the garden and outside the property will impact the peaceful enjoyment of their own gardens. However, the proposed Children's Home is small-scale (up to 3 children only) and it is considered that noise generated within the house and garden would be unlikely to be significantly different from that if it were to continue to operate as a C3 family dwelling house. Overall, it is unlikely that the proposed development would have a materially adverse impact on nearby residents with regard to noise and disturbance.
- 8.21 In light of the above, the proposed development will not harm the amenity of nearby residents through overlooking, loss of privacy, noise and disturbance, and complies with Local Plan policies 10 and 44 in this regard.

Impact on future occupants' residential amenity

- 8.22 As an existing C3 family dwellinghouse the three-bedroom property is largely well suited to conversion to an alternative residential use (C2) such as a children's home. Internal alterations to facilitate this include the conversion of the existing internal garage to a manager's office, and reconfiguring of the upstairs layout to provide a staff sleep-in room.
- 8.23 The accommodation will comprise a living room dining room/kitchen, study and staff office with ensuite toilet at the ground floor, with 4 bedrooms (including a staff sleep-in room), bathroom and toilet at the first floor. It should be recognised that the Nationally Described Minimum Space Standards (as per Policy 45) do not apply to C2 residential uses and therefore cannot be relied upon in the determination of this planning application.

8.24 A detailed breakdown of the bedroom accommodation is as follows:

- Bedroom 1: 6.7sqm, 2.2m wide
- Bedroom 2: 9sqm (includes built-in wardrobe), 2.8m wide
- Bedroom 3: 7.5sqm, 2.5m wide
- Bedroom 4 (staff sleep-in room): 5.9 sqm (includes built-in wardrobe)

8.25 Whilst bedroom 1 is relatively small, this is intended for children who will also have the benefit of substantial communal living space at ground floor level. On balance, the future occupiers will therefore have an acceptable level of amenity. Bedroom 4 is smaller, however as this is to be a staff sleep-in room only rather than a long-term residence, the size is considered to be acceptable.

8.26 It is also noted that the occupant of Bedroom 4 (staff sleep-in room) would also not have any outlook as the window will be obscure glazed to protect the privacy of the neighbouring property. However, as above, as this would be a staff sleep-in room only, the occupant would not be expected to spend significant waking periods in the room, so outlook is not an essential requirement and can be accepted in this instance. All other bedrooms and habitable rooms will have adequate natural light, ventilation and outlook. There are no concerns regarding floor to ceiling height.

8.27 Young people and staff will also have access to the property's rear garden (92sqm) which is more than sufficient external private amenity space to serve the home.

8.28 On balance, future occupants of the Children's Home will be provided with an acceptable level of residential amenity and the proposal accords with Local Plan policies 10, 41 and 44 in this respect.

Conclusion on Social Impacts

8.29 The development will not cause harm to neighbouring amenity and provides acceptable amenity to future occupants of the Children's Home. Whilst concerns have been raised regarding the vulnerability of the young people to crime in the local area, sufficient assurances have been received that these will be satisfactorily mitigated through physical security measures and appropriate management and training procedures, so that the benefit of providing a home for looked after children still weighs in favour of this application. Overall, the proposal complies with the relevant policies in terms of social impacts.

ENVIRONMENTAL SUSTAINABILITY

Impact upon highway safety

- 8.30 Policy 13(A) of the Local Plan states that the Council will work with developers to ensure that appropriate levels of parking provision are made in accordance with the standards in Appendix 6 (criterion 4) and development does not result in unacceptable impacts on highway safety (criterion 6).
- 8.31 Paragraph 111 of the NPPF states that *'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'*
- 8.32 One neighbouring resident has raised concerns that the development would lead to additional vehicle trips at Hickleton Street. The Home will be staffed by a maximum of 3 staff at any one time, changing every other day. This will typically mean two staff and a Registered Manager working on-site at any one time. Visitors to the home may also be expected from time to time. Given the infrequency of anticipated car trips, the operation of the property as a Children's Home would not give rise to any material increase of car trips above that which may occur should the property remain as a C3 dwellinghouse. The Council's Highways Officer has raised no concerns in this regard.
- 8.33 The development will be served by 3 parking spaces at the front of the property and is stated to be supplemented by an additional space to the rear outside the garage. However, this rear space may not be counted towards the formal parking provision for the development as it would be located within the back alleyway rather than within the site itself, and a vehicle parked here is likely to impede access to neighbouring garages. With internal dimensions of approximately 2.8 x 6.4m, the garage itself falls just short of the minimum internal dimensions required (3 x 6m) to be considered a formal parking space, though in reality may be able to accommodate a small vehicle. However, there appears to be on-street capacity at Hickleton Street and Shephard's Close, where parking is unrestricted, for any visitor vehicles, without causing unacceptable harm to the local highway network by exacerbating parking pressure. The Highways Officer has raised no concerns in this regard.
- 8.34 In terms of the front parking area, this initially formed part of the development proposal but has subsequently been removed from its scope following the early creation of the parking area utilising householder permitted development rights connected with its existing lawful C3 dwellinghouse use. The front garden has been surfaced with concrete and the front dwarf wall removed. Amended plans have been received which show a dropped kerb will be created the full width of the 3 parking spaces, at the request of the Council's Highways Officer. The front parking arrangement meets the relevant highway standards in terms of dimensions and visibility splays and is acceptable for the proposed use. A condition will be attached to ensure that the parking area is retained for the lifetime of the development.

An informative will be attached to remind the developer to contact the Council's Highways Team to arrange installation of the dropped kerb.

- 8.35 Secure cycle parking is proposed in the rear garden, where is sufficient space without unduly impacting on the amount of external amenity space available; full details and implementation can be secured by condition.
- 8.36 In light of the above, the development is acceptable in terms of highways and parking impact and complies with policies 13, 41 and 44 of the Local Plan.

Impact upon the character and appearance of the surrounding area

- 8.37 Paragraph 130(a) of the NPPF states that planning decisions should ensure that developments will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development. DLP Policies 41 (a), 42 (b), 44 (b) all seek for development to be sympathetic to the character of the area and to integrate well with the immediate and surrounding environment.
- 8.38 Given the limited scale of the development proposed, the use itself would not have any adverse impact on the character of the area. The building would retain the appearance of a dwellinghouse within a residential area. The only external alterations comprise the installation of a first floor side window (obscured glazing). No materials details have been provided but this can be conditioned to ensure it matches the host property and therefore maintains the character of the area. Overall, there are no concerns regarding the impact of the proposed external alterations on the character of the area.

Conclusion on Environmental Issues

- 8.39 Overall there are no concerns regarding environmental impacts of the development, and it complies with the relevant policies. The proposal does not impact on ecology or trees as the only external works comprise the installation of a window. Parking arrangements are satisfactory and will not harm highway safety.

ECONOMIC SUSTAINABILITY

- 8.40 The proposed development will provide a modest economic benefit in respect of creating at least 3 full-time jobs for staff at the Children's Home.

9.0 CONDITIONS

- 9.1 A time limit and plans condition have been added for the avoidance of doubt and to ensure the development is carried out in accordance with the submitted plans.
- 9.2 Conditions are imposed in relation to the following matters:
- Physical security measures (doors/windows, glazing, lighting)

- Obscured glazing to first floor side window with restricted opening to protect privacy of neighbours from overlooking.
- Bike storage details.
- Retention of parking for the lifetime of the development.
- Proposed materials to match the host property.

9.3 Whilst the PLO also recommended the installation of CCTV, this has not been included in the above physical security measures condition as it may not comply with OFSTED requirements. The developer is checking this with OFSTED and has provided assurance this will be provided if possible. In the meantime, installation of CCTV is included as an informative only.

9.4 Additionally, the PLO requested a condition that the developer sign up to a Memorandum of Understanding relating to children missing from home, drawn up by South Yorkshire Police, Doncaster Council partners and care providers. However, this does not meet the necessary tests for a condition as set out in NPPF paragraph 56 and it is not enforceable or relevant to planning, being part of a separate process. It will be included as an informative instead.

10.0 PLANNING BALANCE & CONCLUSION

10.1 In accordance with Paragraph 11 of the NPPF (2023) the proposal is considered in the context of the presumption in favour of sustainable development. Officers have identified no adverse economic, environmental or social harm that would significantly or demonstrably outweigh the benefits identified when considered against the policies in the Framework taken as a whole. The proposal is compliant with the development plan and there are no material considerations which indicate the application should be refused.

10.2 The development will not cause harm to neighbouring amenity and will provides an acceptable level of amenity to future occupants of the Children's Home. Sufficient assurances have been received, in respect to concerns over the vulnerability of the young residents to being targeted by criminal activity, that these risks can be adequately mitigated through physical security measures and appropriate management and training procedures, so that the benefit of providing a home for looked after children still weighs in favour of this application. The development is acceptable in terms of highways and parking impact, and the limited external alterations involved will not harm the character of the host building or surrounding area.

10.1 RECOMMENDATION

10.1 **MEMBERS RESOLVE TO GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT, SUBJECT TO THE CONDITIONS BELOW.**

CONDITIONS

- 01 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.

REASON

Condition required to be imposed by Section 91 (as amended) of the Town and Country Planning Act 1990.

- 02 The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans listed below:
- Location Plan (as received 23/02/2024)
 - Site Plan (amended version received 15.04.2024)
 - Existing and Proposed Plans (Revision A - received 15.04.2024)

REASON

To ensure that the development is carried out in accordance with the application as approved.

- 03 The following security measures shall be installed before the development hereby permitted is brought into use and be retained thereafter:

1. All doors and windows must comply with PAS 24 (2019) or LPS 1175 SR2.
2. The glazing units should consist of a minimum of one pane of glass that achieves compliance under the BS EN356 P1A attack resistance standard.
3. External lighting to all facades controlled by dawn to dusk sensors. The system should comply with security standard BS 5489 -1:2013.

REASON

In the interests of safeguarding vulnerable children and to create an environment where crime, and the fear of crime, do not undermine quality of life or community cohesion and resilience, in accordance with NPPF (Dec 2023) paragraphs 96(a), 101, 135(f) and Doncaster Local Plan policies 10(A.1), 47 and 50.

- 04 Before the first occupation of the building hereby permitted, the window as indicated on the approved plans shall be permanently obscured to a level of obscurity to Pilkington level 3 or above or its technical equivalent by other manufacturers, and have restricted opening, and shall be permanently retained in that condition thereafter.

REASON

To ensure that the development does not impact on the privacy of the adjoining premises.

- 05 Before the first occupation of the building hereby permitted, details of the provision of secure cycle storage within the site for residents/staff/visitors shall be submitted to and approved by the Local Planning Authority and the approved details implemented and retained at all times thereafter.

REASON

To encourage sustainable modes of transport

- 06 The parking area as shown on the approved plans shall be retained for the lifetime of the development and not be used otherwise than for the parking of private motor vehicles belonging to staff, the occupants of and visitors to the development hereby approved.

REASON

To ensure that adequate parking provision is retained on site.

- 07 The external materials and finishes shall match the existing property.

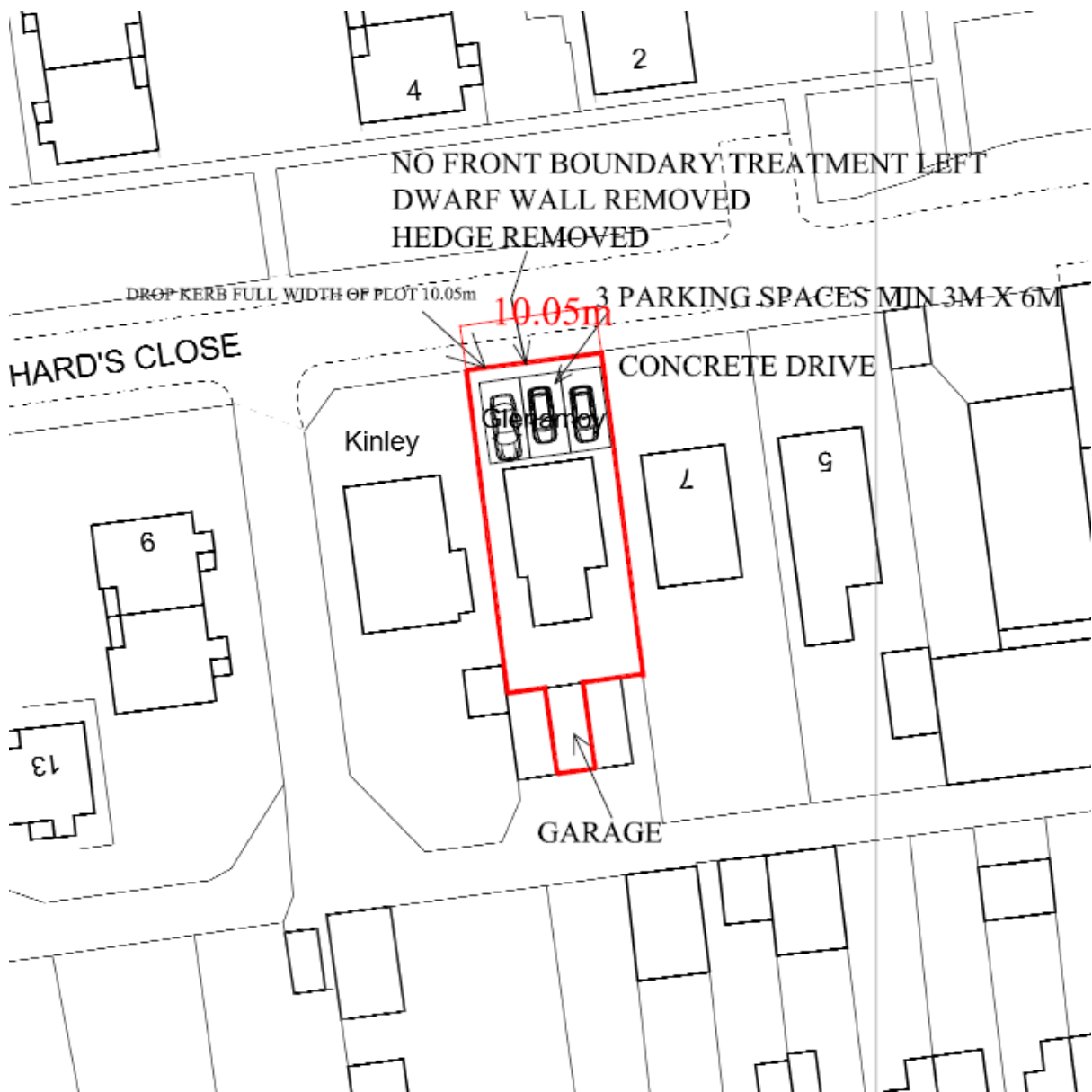
REASON

To ensure the satisfactory appearance of the development in accordance with policy 41 of the Doncaster Local Plan.

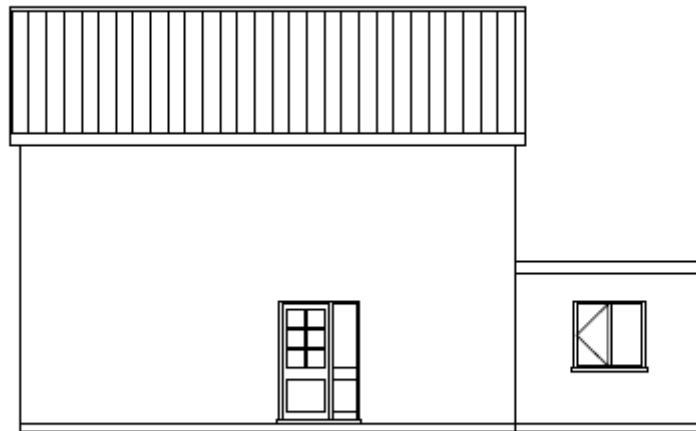
INFORMATIVES

- 01 Dropped crossing - Applications for a vehicle crossing facility can be carried out by completing the e-form at the following:
<https://www.doncaster.gov.uk/doitonline/dropped-kerb>
- 02 The owner/operator of the Care Home and manager should sign up to a Memorandum of Understanding relating to children missing from home, drawn up by South Yorkshire Police, Doncaster Council partners and care providers. Please contact Eamonn Larkin (South Yorkshire Police Liaison Officer) at Eamonn.Larkin@southyorkshire.police.uk to arrange this.
- 03 The installation of a CCTV system can work to deter attacks against the property and help safeguard the residents. An operational requirements report should be completed to ensure that the system is fit for purpose. Further information is available from the Government website:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/378443/28_09_CCTV_OR_Manual2835.pdf

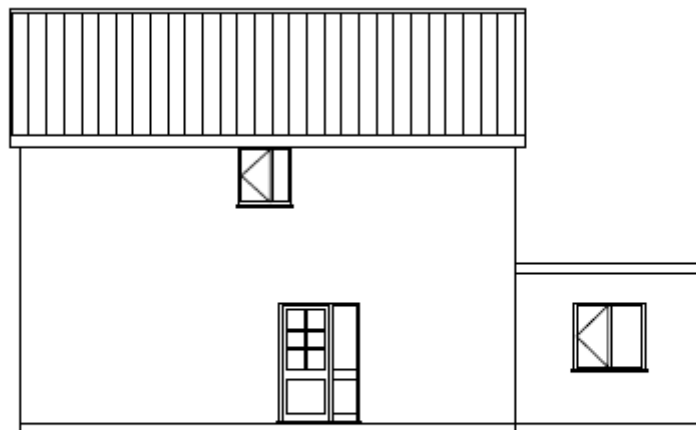
APPENDIX 1 – SITE PLAN



APPENDIX 2 –EXISTING AND PROPOSED ELEVATIONS

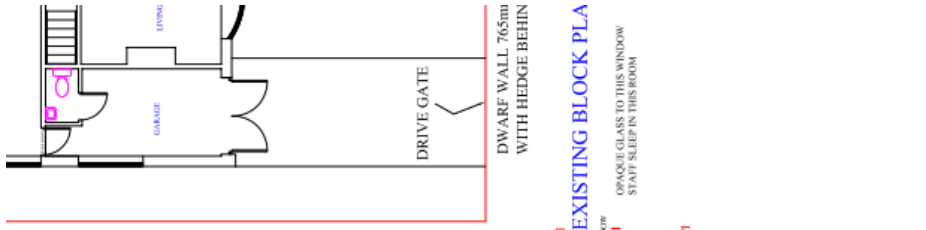


EXISTING SIDE ELEVATION SCALE 1:100

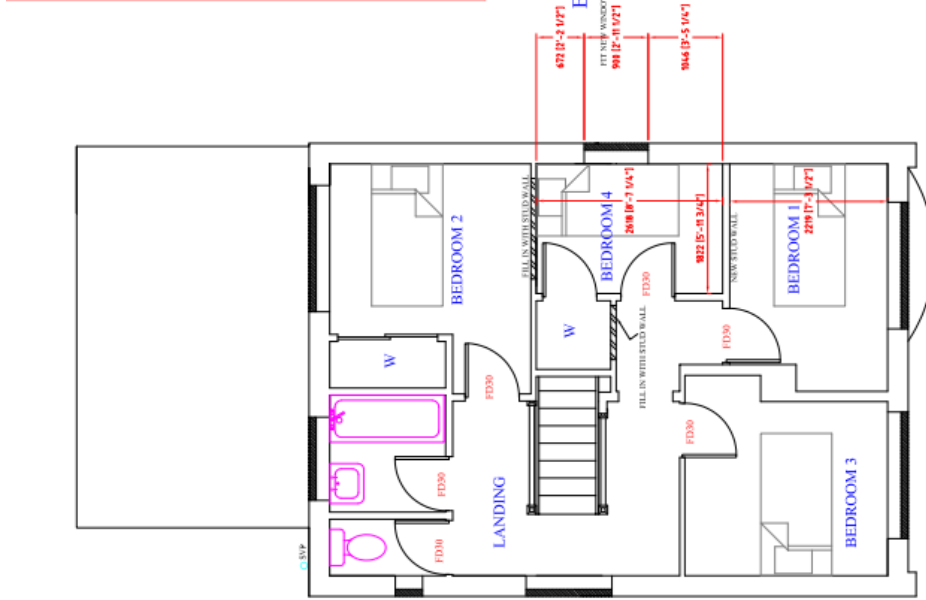


PROPOSED SIDE ELEVATION SCALE 1:100

APPENDIX 3 – PROPOSED FLOORPLANS



PROPOSED GROUND FLOOR PLAN - SCALE 1:50



PROPOSED FIRST FLOOR PLAN - SCALE 1:50

