

**Item**                      **10/00594/COU**

**Case Officer**            **Liz Beard**

**Ward**                      **Chorley North East**

**Proposal**                **Change of use from office (B1) to NHS Centre (D1) covering the following services: Community Drug & Alcohol Services, Needle Exchange & Harm Reduction, Psychological Interventions, Community Detoxification, Drug Liaison, Midwife Services and Advice to public GP's. Opening times 10 am to 6 pm Monday to Friday, 10 am till 4 pm Saturday and at no time Sunday's and Bank Holidays**

**Location**                **Matrix House Friday Street Chorley**

**Applicant**                **Greater Manchester NHS Foundation Trust**

**Consultation expiry: 3 September 2010**

**Application expiry: 30 September 2010**

**Proposal**

1. The application is an application for the change of use from office (B1) to an NHS Centre (D1). The services included within this centre include community drug and alcohol services, needle exchange and harm reduction, psychological interventions, community detoxification, drug liaison, midwife services and advice to public GPs.
2. The premises is an existing office located in Friday Street. The elevation will remain as existing, with a sign (0.5m x 1.0m) to be added onto the window, all other signage is to be removed. There are existing roller shutters on this building, which will remain in use as part of the scheme.
3. The proposal is to have all the services in relation to substance misuse within one location. They are currently delivered from three different locations, 9 St George Street, 22 St. Thomas' Road and 57 St Thomas' Road in Chorley. The premises at 22 St Thomas' Road and 9 St George Street have all been given notice on that they will no longer be required. The other premises at 57 St Thomas' Road will be utilised by Greater Manchester West Mental Health NHS Foundation Trust as an interim measure whilst awaiting the outcome of this planning application.
4. The operating hours will be 10am to 6pm Monday to Friday, 10am to 4pm on Saturday and at no time on Sundays or Bank Holidays.

**Recommendation**

5. It is recommended that this application is approved with conditions.

**Main Issues**

6. The main issues for consideration in respect of this planning application are:
  - Principle of development
  - Impact on neighbouring amenity
  - Highways and parking

**Representations**

7. 4 letters of objection have been received where they raise the following issues:
  - Effects on residents re noise and disturbance.
  - Impact on the character of the area.
  - The area and property has been previously designated as a regeneration area by

Chorley East a number of years ago.

- The application is likely to attract drug addicts and users to the area that is already in need of further regeneration for local residents by the Council.
- Unsuitable place due to primary school and nursery directly behind.
- Concern over safety of our young pupils attending our dance classes. Will it be a safe area?

There was one additional letter stating that there is an adjacent facility for vulnerable adults with a learning disability-no direct opposition.

A petition was received with 40 names in it objecting to the application as it will have an effect on the amenities of local residents, including loss of light, overlooking, loss of privacy, noise and disturbance, impact on the character of the area and whether the change of use is appropriate. Will effect safety of highway due to lack of parking outside premises.

### **Consultations**

8. Lancashire County Council (Highways): no comments have been provided.
9. Architectural Design and Crime Reduction Advisor states that he understands the sensitive nature of this development, however the NHS Trust have many of these establishments across the County and one exists in Chorley with a view to moving this development. Because the people attending are doing so voluntarily and seeking to rehabilitate they do not have intent to cause problems. In respect of the proposed location of this development I have no issues as it is opposite a car park that has a town centre CCTV monitored camera on site and is able to view the entire area. I have discussed this development with the Tower Project Liaison Officer and he has no concerns in respect of crime or antisocial behaviour. The risk level is considered to be low.

### **Assessment**

#### Background to the Proposal

10. A statement of need was provided with the application which makes reference to the drug and alcohol prevention and rehabilitation services within the Chorley area having been provided by Lancashire Care NHS Foundation Trust (on behalf of NHS Central Lancashire and the Local Authority, from three separate locations. They are currently delivered from 9 St George Street, 22 St. Thomas Road and 57 St Thomas Road in Chorley. As a result of a re-tendering process, the services as from 1 October 2010 will be provided by Greater Manchester West Mental Health NHS Foundation Trust (GMW). Under the GMW new service model, it is proposed to deliver services from one location within the Chorley area. Following an extensive search Matrix House was identified as meeting the requirements.

#### Principle of Development

10. The site is located on Friday Street in Chorley. The building is located outside Chorley Town Centre and the Settlement Policy GN1 is of relevance where there is a presumption in favour of appropriate development subject to normal planning considerations and the other Policies and Proposals of the Plan.
11. The proposal is for a change of use of an office building (B1 use) to a NHS facility (D1 use), whilst there are no specific policies in the Local Plan Review in relation to NHS facilities, it is the approach of the Government to provide NHS services within local areas, where the need arises, within one building.

#### Impact on the Neighbouring Amenity

12. The issue of public safety and an increase in crime in the area has been raised as a concern by a number of local residents. This was also the subject of a couple of questions at the open day. The response from the NHS with regards to this is that the Greater Manchester West Mental Health NHS Foundation Trust (GMW) already provide substance misuse services in the Greater Manchester and Blackburn and Darwen areas. From their experience with these services there have been no increase in crime. The aim of the service is to support crime reduction and community safety improvements. Drug liaison workers are a key part of their

substance misuse services and work hard to break the cycle of drug and alcohol use that leads to crime.

13. The above is reiterated by the Architectural Design and Crime Reduction Advisor and states that because the people attending are doing so voluntarily and seeking to rehabilitate they do not have intent to cause problems. He has discussed this development with the Tower Project Liaison Officer and he has no concerns in respect of crime or antisocial behaviour. The risk level is considered to be low.
14. The area also has the added benefit of a CCTV camera, which is able to view a wide area.
15. The majority of the client attendances will arise from GP or hospital referrals. There will be a 'drop-in' element also provided, which will be for the support during the recovery process. The GMW have stated in their feedback from the open day that they will closely monitor their client's behaviour and how the new services will be delivered. They will ensure that links are set up with the local community and regular community meeting are held to ensure that all voices are heard and that they can respond to any concerns. A condition can be added to request details of what this would entail prior to the commencement of development.

#### Highways and Parking

16. The proposal site is opposite the Friday Street car park, with the Portland Street car park beyond that. It is therefore considered that there is adequate parking both for staff and patients within the area. There is also the bus station and train station within walking distance of this facility and further car parking on the Flat Iron car park.

#### **Overall Conclusion**

17. The proposal will consolidate a number of services under one roof and is located adjacent to Friday Street Car Park as well as having good public transport links. The main issue of concern for local residents and businesses in the area is the issue of public safety and potential crime. The NHS already provide these services in a number of areas and from their experience there has not been any increase in crime. The aim of the service is to support crime reduction and community safety improvements and the NHS say that drug liaison workers are a key part of their substance misuse services and work hard to break the cycle of drug and alcohol use that leads to crime. The GMW have stated in their feedback from the open day that they will closely monitor their client's behaviour and how the new services will be delivered. They will ensure that links are set up with the local community and regular community meeting are held to ensure that all voices are heard and that they can respond to any concerns. The proposal is therefore recommended for approval.

#### **Other Matters**

##### Public Consultation

18. In addition to the consultation carried out as part of the planning application submission, there was an open day held on Wednesday, 8 September 2010 (3pm to 7.30pm) in the Tatton Community Centre on Silverdale Road.

The open day provided an opportunity for local residents to find out more about the facilities proposed within Matrix House, and took the form of an informal drop-in event for local residents to speak to staff from the organisations involved in the proposal.

The Greater Manchester West Mental Health NHS Foundation Trust leaflet dropped the area on Monday 6 September with 800 flyers distributed to promote the open day. They also arranged for notices to be put in the Chorley Guardian and Chorley Citizen papers on the day the open day was being held. All the Chorley Borough Councillors were also invited, along with Lindsay Hoyle MP and key stakeholders from the Chorley area.

There were a total of 15 people that attended throughout the day, where the questions/issues included the following:

*What parking provisions will be made available as this may cause more congestion in Chorley?*

There is a public car park (which has in the region of 225 spaces) situated within 20 metres

of Matrix House, which will be used by staff based at Matrix House.

Clients in general will travel by public transport and will therefore arrive at the premises after a short walk on foot from the bus or railway stations. Therefore, the impact from additional vehicular traffic will be minimal.

*How will you respond to complaints or concerns?*

Greater Manchester West Mental Health NHS Foundation Trust (GMW), and Lancashire Drug and Alcohol Action Team (LDAAT) will closely monitor clients' behaviour and how the new services will be delivered at Matrix House.

We will ensure that links with the local community and regular community meetings are held to ensure that all voices are heard and that we are proactive in responding to concerns.

No concerns or issues in relation to the previous premises or clients accessing these services have been received by those services to their knowledge or by other agencies e.g. the local authority.

*I'm worried that this service will increase crime in the local area*

Greater Manchester West Mental Health NHS Foundation Trust (GMW) already provides substance misuse services in Greater Manchester and Blackburn with Darwen. From our experience with these services there has been no increase in crime. The aim of our services is to support crime reduction and community safety improvements. Drug liaison workers are a key part of our substance misuse services and work hard to break the cycle of drug and alcohol use that leads to crime.

*Will drugs be stored on the premises?*

No, except for vaccines and medicines, which are part of the emergency resuscitation kit.

*How will clinical waste be disposed?*

Clinical waste is stored inside the premises in approved storage containers, which comply with British safety standards. Sharps containers are used for the storage of hypodermic syringes, needles and other sharp items. GMW employs a clinical waste contractor to safely collect and dispose of this waste in-line with the latest environmental and regulatory guidance.

*What is being proposed in Chorley?*

There are currently three separate drug and alcohol services, which occupy three different buildings in Chorley. The plan is to merge these services into one location and building (Matrix House).

This will be a positive outcome for the community in Chorley and for clients accessing the new service as the service can be managed more effectively and will provide a broader range of accessible services to Chorley.

The focus of the new services is to enable clients to engage and receive support for their individual recovery journey through a service, which is more responsive, timely, accessible and equitable. The service will provide value for money and create a healthier and safer community.

The new service will focus on responding to the needs of Chorley now to prevent future long term issues, particularly in relation to increased alcohol consumption.

The service in Central Lancashire aims to:

- Reduce the number of people in drug treatment
- Enable progression through the treatment system and into employment, training and education
- Increase the number of people successfully completing treatment
- Engage under-represented groups and priority groups
- Reduce inequalities
- Provide parents with support so that they can care for their children

- Support crime reduction and community safety improvements
- Reduce the reliance on specialist services
- Provide a recovery-oriented service focussed on re-integrating people into society

## **Planning Policies**

### National Planning Policies:

PPS1 and the Climate Change Supplement.

### Adopted Chorley Borough Local Plan Review

Policies: GN1.

### Supplementary Planning Guidance:

- Statement of Community Involvement
- Design Guide

### Chorley's Local Development Framework

- Policy SR1: Incorporating Sustainable Resources into New Development
- Sustainable Resources Development Plan Document
- Sustainable Resources Supplementary Planning Document

## **Planning History**

06/01167/FUL: Installation of new door and two windows to front elevation. Withdrawn June 2007.

## **Recommendation: Permit Full Planning Permission Conditions**

1. The proposed development must be begun not later than three years from the date of this permission.  
*Reason: Required to be imposed by Section 51 of the Planning and Compulsory Purchase Act 2004.*
2. Prior to the commencement of development full details of the proposed residents consultation procedure shall be submitted to and approved in writing by the Local Planning Authority. The details shall include information on how the residents and local community will be kept informed on the progress of the development prior to commencement and during the development period. The resident's/community consultation plan shall be implemented and completed in accordance with the approved procedure throughout the life time of the development.  
*Reason: To ensure that the existing residents are fully aware of the progress of the development.*
3. The premises shall be used for a NHS Centre (including community & alcohol services, needle exchange & harm reduction, psychological interventions, community detoxification, drug liaison, midwife services and advice to public GPs) Use Class D2 and for no other purpose (including any other purpose in Class D2; of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order).  
*Reason: To protect the amenities of local residents and in accordance with Policy Nos. EP7 and EM2 of the Adopted Chorley Borough Local Plan Review.*
4. The use hereby permitted shall be restricted to the hours between 10.00am and 6.00pm on weekdays, between 10.00am and 4.00pm on Saturdays and there shall be no operation on Sundays or Bank Holidays.  
*Reason: To safeguard the amenities of local residents and in accordance with Policy Nos. EM2 and EP7 of the Adopted Chorley Borough Local Plan Review.*