

TWC/2022/0552

16 Avondale Road, Wellington, Telford, Shropshire, TF1 2HD

Change of use from residential dwelling (Use Class C3) to children's residential accommodation (Use Class C2) ####AMENDED DESCRIPTION####ADDITIONAL PLANS###

APPLICANT

Kayn Consultants Limited

RECEIVED

27/06/2022

PARISH

Wellington

WARD

Ercall

THIS APPLICATION HAS BEEN CALLED IN BY WELLINGTON TOWN COUNCIL TO BE DETERMINED BY MEMBERS OF THE PLANNING COMMITTEE

Online Planning File:

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?ApplicationNumber=TWC/2022/0552>

1. SUMMARY RECOMMENDATION

1.1 It is recommended that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **APPROVE PLANNING PERMISSION**.

2. APPLICATION SITE

2.1 The application site relates to a residential dwelling known as 16 Avondale Road, Wellington, Telford TF1 2HD.

2.2 The site location is comprised of a semi-detached dwelling with a front parking area and enclosed private rear amenity space.

2.2 The wider site context is suburban with similar semi-detached residential properties surrounding the application site.

3. PROPOSED DEVELOPMENT

3.1 The application proposes the change of use from a residential dwelling (Use Class C3) to children's residential accommodation (Use Class C2). The proposal is to register the property as a registered children's home for a maximum of two children aged from 8 to 18 years.

3.2 A Business Plan, available on the online file, supports the application and outlines that the application seeks to use the existing dwelling to accommodate a maximum of two children, with carers sleeping overnight, working on a rota basis. The following has been submitted by the applicant: *"Up to two children would live at the house, with two carers working on a rota basis sleeping overnight. Six carers would operate on a shift pattern of 48 hours on, 60 hours off. Even at changeover times, there will no more than three carers in the premises at any one time. There would be one changeover of the overnight care staff per day, usually 8am each morning. A manager would usually visit the site each day from 8am to 5pm; Monday to Friday."*

- 3.3 The conversion does not propose external alterations. Any physical alterations to the existing dwelling consist of internal changes to the floorplans to accommodate a design necessary for the proposed scheme.
- 3.4 The application proposes four parking spaces which are situated on the driveway forward of the principal elevation as seen on the submitted plans.

4. PLANNING HISTORY

- 4.1 None relevant

5. RELEVANT POLICY DOCUMENTS

5.1 National Guidance:

National Planning Policy Framework (NPPF)
National Planning Practice Guidance

5.2 Local Development Plan:

Telford & Wrekin Local Plan 2011-2031:

Policy SP1 Telford
Policy SP4 Presumption in Favour of Sustainable Development
Policy HO7 Specialist housing needs
Policy C3 Impact of Development on Highways
Policy C5 Design of parking
Policy BE1 Design Criteria
Policy BE2 Residential alterations

6. NEIGHBOUR REPRESENTATIONS

- 6.1 The public consultation received 22no. letters of representation, comprising 22no. letters of objection and no letters of support. The contents of which are available in full on the planning file, but key material planning considerations have been summarised as follows:

Object:

- Residential amenity concerns (noise and overlooking).
- Highway concerns (trip generation and parking provision).
- Antisocial behaviour concerns.
- Character impact (property not suitable for proposed use).

7. STATUTORY REPRESENTATIONS

- 7.1 Wellington Town Council: **Object** Following a discussion Members, although acknowledging that there was a need for this type of support, agreed to unanimously object to the application on the following grounds; unsuitably of a three bedroomed semi-detached property being proposed for the use; wrong location with the property being in a residential location; increased traffic movements leading to potential adverse safety within the locality; potential anti-social behaviour issues.

- 7.2 Highways: No objection

Upon reviewing the information that has been provided as part of this application, the Local Highway Authority concludes that the proposal will not adversely impact the safety of the highway network nor create an excessive number of additional journeys.

The proposal indicates that three staff shall be on site at any one point with a changeover occurring prior to peak network times. The property can accommodate the required levels of vehicular parking within the curtilage of the site due to the dimensions of the existing driveway. Therefore, the potential for prolonged on street parking is minimal.

Applying the local parking standards of 1 space per 4 bed space and 1 space per staff, the level of parking that is available falls within those standards. Furthermore, with how the staffing arrangements are proposed, it is unlikely that the number of vehicular movements will be significantly different from the dwellings current use.

Noting the above, the result of the change in use class of the dwelling will have a minimal impact upon the efficiency or operation of the highway.

- 7.3 Shropshire Fire Service: Note that consideration should be given to the Fire Safety Guidance document.

8. ASSESSMENT

- 8.1 Having regard to the Development Plan policies and other material planning considerations, including comments received during the consultation process, the planning application raises the following main issues:

- Principle of Development
- Impact upon the living conditions of neighbouring properties
- Highways and Parking

8.2 Principle of Development

- 8.2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications must be determined in accordance with the adopted Development Plan unless material considerations indicate otherwise. In this instance, the development plan consists of the Telford and Wrekin Local Plan (TWLP). The National Planning Policy Framework (NPPF) sets out policy guidance at a national level and is a material consideration in planning decisions.

- 8.2.2 The main issues in this case are whether the proposed change of use would result in an unacceptable impact on nearby residential amenities, and whether the residential institution would be out of character with the area. Cumulatively, the nature of the change involved and how material it would be is a fundamental factor.

- 8.2.3 Policy HO7 of the Telford & Wrekin Local Plan 2011-2031 outlines that the Council will support proposals within the Use Class C2 and other forms of

residential accommodation including retirement homes to address specialist housing needs, providing that;

- The proposed development is designed to meet the specific needs of residents, including requirements for disabled people where appropriate;
- The location of the development is in close proximity to community and support facilities, shops and services, and public transport connections;
- The proposed development related well to the local context in design, scale and form.

8.2.4 The application site is located within Wellington, which is a highly suitable location with good access to local facilities, shops and to public transport connections. The overall scale and design of the application site is not changing as part of this proposed scheme, it therefore relates well to the local context in respect of scale, design and form. The proposal is therefore deemed to be compliant with Policy HO7 of the Telford & Wrekin Local Plan 2011-2031.

8.3 Impact upon the living conditions of neighbouring properties

8.3.1 Policy BE1 of the Telford & Wrekin Local Plan states that the Council will support development which respects and responds positively to its context and enhances the quality of the local built and natural environment. The proposal would not result in any changes to the external appearance of the fabric of the building. The proposal will not introduce windows which would overlook adjacent properties, similarly it will not introduce any extensions which would cause a loss of light or dominance to the street scene.

8.3.2 Policy BE1 of the Telford & Wrekin Local Plan also states that the Council will support development which demonstrates that there is no significant adverse impact on nearby properties by noise or that new development does not prejudice or undermine existing surrounding uses. With regards to the impact caused by noise and disturbance, the proposal will comprise of two full time, overnight carers and one daily visit from a manager, who will generally be based at head office rather than at the application site itself. There will also be the two children living in the accommodation at any one time.

8.3.3 As a result of the level of care required the maximum number of staff that are likely to be at the premises at one time is four. This would only occur during the concurrent staff changeover and daily manager site visit at 8am. This is considered to be equivalent to the scale of a large family, reflecting the character of the surrounding area; any possible noise disruption is likely to be limited due to their being only two children and the two staff on site would provide both supervision and care. In addition to this, the changeover times have been scheduled to correspond with a normal working day, being approximately 8:00am for overnight carers. As previously mentioned, the manager will visit site once a day between head office, meetings and other residential homes. Subsequently, this level of staff and care is not considered to harm the amenities of the surrounding area any more than a C3 residential dwelling would.

8.3.4 Generally the purpose of the home will be to support the children in a more typical residential setting. Day-to-day the children will engage in various activities and attend a mainstream school but home-schooling may be received by some children whilst they settle in.

8.3.5 Whilst it has been noted that there is concern with regard to children who could be accommodated here, planning cannot distinguish between one child to another; it is not within the realms of planning to directly control behaviour. In this instance, it is considered that the proposed use would not have a significant detrimental impact on the surrounding amenity than if the property were in use as a family dwelling. As such, the proposal complies with Policy BE1 of the Telford & Wrekin Local Plan.

8.4 Highway and Parking

8.4.1 Based on the parking standards in the Telford & Wrekin Local Plan, the unit should provide one parking space for every four bed spaces and one parking space per 1 member of staff. As such, the minimum number of parking spaces that would be required is 4 at any one time. It is therefore considered, by looking at the parking plan provided, the level of parking required can be accommodated on the drive. The proposed scheme is therefore considered acceptable and would not result in any on street parking

8.4.2 The trip generation proposed would not be any different in this instance than a standard three bedroom family dwelling. This is explained through the submitted Business Plan which presents tables comparing trips between the existing dwelling house and proposed specialist housing uses. Following on from the formal consultation period, the Council's Highways specialist has raised no objection to the proposed scheme. Assessing highway impact, the scheme is considered appropriate in accordance with Policy C3 and C5 of the Telford and Wrekin Local Plan 2011-2031.

9. **CONCLUSION**

9.1 The proposed scheme is considered to be acceptable in this instance. Despite a material change of use being evident by virtue of the level of care being provided, including the number of staff and children and staff change over times proposed, this is not considered to result in any significantly detrimental harm upon the amenity of neighbouring dwellings. There is adequate provision for on-site car parking as well as adequate garden space to cater for the proposed use. The proposed scheme is therefore considered to be compliant with the policies HO7, C3, C5 and BE1 of the Telford & Wrekin Local Plan 2011-2031 and the NPPF and is acceptable subject to relevant conditions and informative.

9.2 Having regard to the above considerations, the proposal represents a sustainable form of development that accords with adopted local and national planning policy and is, therefore, recommended for approval.

10. DETAILED RECOMMENDATION

Based on the conclusions above, it is recommended that **DELEGATED AUTHORITY** be granted to the Delivery Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to the following conditions:

Time Limit

Development in accordance with Business Plan approved

Development in accordance with approved plans

Restriction on use as C2 Residential Institution

Restriction on the number of children within the Residential Institution