

TWC/2022/0398

Site of Portico House, 22 Donnington House/land to rear, Vineyard Road,  
Wellington, Telford, Shropshire

Conversion of existing buildings into 9no. residential units (Full Planning Application)

\*\*\*\*\*amended plans and schedule of works received\*\*\*\*\*

**APPLICANT**

SRD Property Developments Ltd

**RECEIVED**

04/05/2022

**PARISH**

Wellington

**WARD**

Park

**THIS APPLICATION HAS BEEN CALLED TO COMMITTEE AS THE APPLICATION TRIGGERS THE NEED FOR A S106 AGREEMENT LINKED TO PREVIOUS GRANT OF TWC/2021/0593 ERECTION OF 3NO. DETACHED DORMER BUNGALOWS AND PARKING ON ADJOINING LAND TO THE NORTH.**

Online planning file: <https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?applicationnumber=TWC/2022/0398>

**1. SUMMARY RECOMMENDATIONS**

- 1.1 It is recommended that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to conditions, informatives and the applicant entering in to a S106 agreement to secure financial contributions for play / recreation facilities.

**2. APPLICATION SITE**

- 2.1 The application site is located in Wellington, sitting to the north western corner of Telford. The site sits in a primarily residential area with some commercial uses along Vineyard Road to the east, leading through to the centre of town opposite on Church Street with a range of services and facilities available. Wellington benefits from good transportation links to other areas of Telford and beyond with a train station and bus station, alongside a number of supermarkets, and recreational facilities in the locality.
- 2.2 Portico House comprises a three storey, detached, double bay fronted Grade II Listed Building, a high status brick and tile town house dating back from the late-18<sup>th</sup> Century, historically associated with, and attached to, its neighbour Parville House. It is setback from Vineyard Road in a slightly elevated position from the highway. Donnington House to the rear is a two storey flat roofed brown brick 1970s extension. The area beyond is a car park, with three bungalows previously granted consent nearing completion on immediately adjoining land.
- 2.3 The property is presently vacant having previously been used as a drug rehabilitation centre (Former Use Class D1). Residential development sits to the west of the site through a mix of two storey terraced housing along the frontage, including the local interest building of Parville Cottage and the listed

building of No. 26 (a listed building) with a bungalow development off Vineyard Drive behind. Crescent Road playing field sits to the north of the site, with the adjoining listed building of Parville House providing apartment accommodation, and two storey dwellings of Ashdown Court sitting adjacent to Portico House and Donnington House. A number of detached two storey dwellings adjoin the car park area. Properties are largely served by traditional front and rear garden provision, or communal open space.

- 2.4 A dwarf wall fronts Vineyard Road with planting behind, with hedging along both frontage boundaries to neighbouring properties. A garden wall backed by mature conifer planting marks the boundary fronting Donnington House to the neighbouring residence of Whitehaven. A mixture of further garden walls, wire and timber fencing are then dotted around the boundaries of the car park area to neighbouring rear gardens, and the access road.

### **3. APPLICATION DETAILS**

- 3.1 This application seeks full planning permission for the conversion and extension of the existing vacant building into 9no. residential units. The conversion of the frontage building Portico House would comprise five apartments – 4no. two beds, and 1no. one bed, across the three floors. The apartments are proposed to be served by communal space fronting the site, with further provision to the rear of Donnington House. A section of building containing a stairwell, and an entrance linking Portico House and Donnington House sitting behind, would then be demolished. The conversion and extension of the former two storey Donnington House would then comprise 2no. two bedroom dwellings at either end, and 2no. two bedroom flats in the middle section, served by a mixture of individual and communal amenity space.

### **4. PLANNING HISTORY**

- 4.1 TWC/2021/0593 Erection of 3 no detached dormer bungalows and parking. Full Granted 01/03/2022
- 4.2 TWC/2020/0431 and 0432 Conversion of existing building into 9no. residential units with demolition of stair well and entrance hall at Donnington House and 3no. bungalows to the rear of the site and demolition of part of front boundary wall to create a new access with dropped kerb. Full Planning and Listed Building Applications Refused 27/08/2020
- 4.3 TWC/2011/0799 Proposed internal alterations. Listed Building Granted 28/10/2011
- 4.4 W96/0005 Internal and external repairs and internal alterations to use building as social services offices. County delegated no objections 06/03/1996
- 4.5 W85/0484 Change of Use from Office Accommodation to 40 Self Contained Flats with Car Park. Full Refused 29/07/1985.

## **5. RELEVANT POLICY DOCUMENTS**

- 5.1 National Planning Policy Framework (NPPF)
- 5.2 Telford and Wrekin Local Plan (2011-2031)
  - SP1 Telford
  - SP4 Presumption in favour of sustainable development
  - HO1 Housing requirement
  - H04 Housing mix
  - NE1 Biodiversity and geodiversity
  - C1 Promoting alternatives to the car
  - C3 Impact of development on highways
  - C4 Design of roads and streets
  - C5 Design of parking
  - BE1 Design criteria
  - BE4 Listed buildings
  - BE6 Buildings of local interest
  - ER11 Sewerage systems and water quality
  - ER12 Flood risk management

## **6. NEIGHBOUR REPRESENTATIONS**

- 6.1 The Local Planning Authority received one neighbour representation commenting on the scheme. This guided that a scheme of nine units, that in conjunction with the three bungalows at the rear providing twelve units in total would be less congested than the previous application. The neighbour also expressed a wish to silently attend a committee site visit.

## **7. STATUTORY REPRESENTATIONS**

- 7.1 Wellington Town Council – No objection
- 7.2 Highways – Comment  
Request condition for the timely delivery of parking, loading, unloading and turning of vehicles areas.
- 7.3 Drainage – No objection
- 7.4 Ecology – No comment
- 7.5 Healthy Spaces – Comment:
  - development will contain a number of properties which will contribute to the need of play / recreational facilities
  - lower garden spaces than the surrounding neighbourhood and below the average for the area, number separated from the property and may not be used as a result of this
  - little space provided for the residents of Portico House
  - no tree survey nor are there any hard or soft landscape plans, need to be conditioned
  - confirmation who is proposing to maintain areas of shared Open Space (including access / car parking).

- 7.6 Heritage – Amendments made in June and October 2022 have removed objections to a number of elements of the proposal subject to conditions. However, these amendments have not overcome all objections and therefore the overall objection is maintained on the grounds that:

The proposed alterations to the listed building, Portico House would fail to preserve or enhance the special historic or architectural interest of the listed building, and be contrary to local plan policies BE4 i, ii & viii. The alterations to Donnington House would fail to protect the setting of the grade II listed buildings at Portico House and Parville House contrary to BE4 iii, vi & vii, and BE1i and iv.

- 7.7 Education – Comment:

No contribution sought

- 7.8 Shropshire Council Historic Environment Team (Archaeology): No comment

- 7.9 Historic England: No comment

- 7.10 Shropshire Fire Service – Comment:

As part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service’s “Fire Safety Guidance for Commercial and Domestic Planning Applications” document.

## **8. APPRAISAL**

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

- the principle of the development
- the heritage impact
- the scale and design of the proposal including impact on residential amenity
- access and parking
- drainage
- planning obligations

### The principle of the development

- 8.2 The development is located within the urban boundary of Telford, outside of but close to the boundary of the district centre of Wellington. The historic rehabilitation centre use is not subject to policy protection through the Telford & Wrekin Local Plan (TWLP); the proposal would entail redevelopment of a

vacant brownfield site through conversion of an existing building, contributing to meeting the housing requirement for the Borough established under TWLP Policy HO1. The principle of reuse for housing is therefore acceptable. Provision of affordable housing would not be necessitated by the scheme related to the scale and form of development entailed with the Vacant Buildings Credit applying.

#### The heritage impact

- 8.3 This application is preceded by a scheme which was refused, this included heritage grounds. Officers have worked with the applicant to amend the scheme to provide further benefit, including removal of the unauthorised lift access and revision from a French door to reinstatement of sash windows on the principal elevation of Portico House.
- 8.4 Whilst there are some interventions that are not fully supported by the Built Heritage team. These include a preference for retention of high level windows to the rear of Donnington House being more akin to a garden wall to the adjacent listed building and the creation of a vehicular access onto Vineyard Road. However, when taken into account of the overall planning balance, Officers consider that any harm is outweighed through the provision of a scheme that provides nine residential units in a sustainable location, and secures the long term future of the vacant listed building. A number of heritage led conditions are recommended here in order to ensure the sympathetic delivery of the changes entailed including the achievement of compensatory enhancement through restoration of the front door surround, the removal of the inappropriate link between Portico and Donnington House and the replacement of inappropriate casement windows with sash windows in the internal courtyard elevation.

#### The scale and design of the proposal including impact on residential amenity

- 8.5 Development should seek to respect and respond positively to its context and enhance the quality of the local built and natural environment as required by TWLP Policy BE1. The existing layout of the site entails a number of windows on the side elevations of both Portico House and Donnington House, the existing floorplans indicate that these rooms would have entailed active uses akin to a habitable form. There is a substantial boundary wall along the western edge with established planting behind that looks to have been left to grow, were it the case that this planting was removed by the neighbouring residents, it is not considered that the proposed use would cause a particular loss of privacy to the historic use.
- 8.6 At the eastern edge, the development would entail the creation of a series of new openings to Donnington House, presently set at a high level at the ground floor, and a single first floor window. The proposed development presents a mix of rooms for these windows, including a kitchen to the end unit closest to No's 9 and 10 Ashdown Court, then a lounge, dining and kitchen for the ground floor flat, and a lounge and dining room window at the Portico House end unit. At the first floor, a study is proposed on the unit closest to

units 9 and 10 Ashdown Court, then lounge, dining and kitchen windows for the first floor flat; together with a bedroom and study for the unit closest to Portico House.

- 8.7 The form of units have been amended from a previous scheme on the site, a suitable boundary wall in keeping with provision across the wider site can be controlled through condition to form a yard area appropriate to the flat, and two bedroom units as now proposed. Relating to the first floor there is a low level of separation at 6m but are set at an obscure angle. Where entailing a direct view to Ashdown Court residents to the direct east, a notable separation distance would apply at 29m plus.
- 8.8 The elevational treatment of Donnington House entails the removal of existing windows, to be replaced by more typically traditional proportioned form of windows, and more in keeping with Portico House. Bearing in mind the scale of intrusion to the brickwork of the building, which is notably of a lesser traditional form than Portico House, the applicant proposes to render the building. During the course of the application an upper level timber cladding arrangement was proposed, this has since been removed at the request of the LPA, being deemed a retrograde introduction with a request for an element of brick detailing. A brick plinth has been introduced, with two render treatments proposed between the run of units. In combination with the introduction of a pitched roof and porch features, a much more sympathetic and characterful building is considered to be secured through the proposal.
- 8.9 Relating to Portico House, further to the changes already addressed above, the frontage of the site will be largely opened up with a replacement low brick wall backed by low level planting, in order to enable access to three parking spaces. This is alongside removal of the unsightly lift access, and later additions of the stepped and ramped accesses. A ramped pedestrian access will be installed along the western edge of the site, with the building fronted by a landscaped amenity area, bound by railings and a retaining wall. The arrangement will amend the streetscene, whilst balancing a commercially workable scheme and removal of prominent, later, out of character additions; the detail of the finish is considered again key here – a tarmac finish to the parking would not be acceptable for instance, with a series of conditions addressing the finer detail recommended.
- 8.10 Residents would be served by a mix of private garden space (three of the four properties of Donnington House), and communal space. The form of amenity space has been amended from previous proposals on the site with a greater emphasis on separate gardens serving larger units. Whilst it is acknowledged that the gardens are in part on the low size, given the form of properties entailed balanced with the location, particularly noting close proximity to the adjacent Crescent Fields open space, Officers are satisfied that amenity needs will be sufficiently met. The provision of sensitive planting to soften an existing largely hard surfaced and built up site is to be sought, alongside practical elements of drying facilities appreciating the representation of Healthy Spaces. The long term management of these areas will be further

controlled. Neighbouring trees will be protected by protective fencing through condition.

- 8.11 On balance, it is considered that the scheme provides a suitable design when factoring in the requirement for a workable scheme, subject to further detail provided by conditions to be imposed, according with TWLP Policy BE1.

#### Access and parking

- 8.12 The proposed development would be served by the existing access off Crescent Road which previously served the former rehabilitation centre on the site with the existing car park positioned to the rear of the building. As previously identified a new access would be further created off Vineyard Road to provide additional parking. The application demonstrates the ability of a smaller sized refuse vehicle, on the basis of the site being served privately, to access the site, turn and depart in a forward gear.
- 8.13 Relating to access by fire appliances, where non-standard distances from the adopted highway are entailed, as pertinent here, further dialogue with Shropshire Fire Service is necessary to determine any mitigation required, for instance provision of a standing main or sprinkler system. Evidence of this dialogue and any necessary action would be a requirement through condition prior to first occupation.
- 8.14 The properties benefit collectively from seventeen parking spaces, the Local Plan Parking Standards (Appendix F) requires each two bed property in the Central Areas to provide 1.4 spaces, and one bed properties to provide 1.3 spaces, amounting to 13 spaces. The proposal therefore provides sufficient parking provision.

#### Drainage

- 8.15 Drainage arrangements comprise an existing mains connection for foul provision, and whilst the application form identifies surface water would be conveyed to a watercourse, it is proposed that conveyance to mains be secured in line with the bungalow development at the rear of the site. Subject to conditioning around implementation, the scheme is considered acceptable and in accordance with TWLP Policies ER11 and ER12.

#### Planning obligations

- 8.16 This application is preceded by the bungalow scheme at the rear comprising three dwellings, and prior to that, a scheme for the current application site together with the bungalow parcel, amounting to twelve dwellings which would have triggered planning contributions. This is with the exception of affordable housing where the earlier application guided that provision would not be necessitated by the scheme related to the scale and form of development entailed, subject to no further floorspace being entailed through a subsequent

application than the total of the previous schemes, as is the case.

- 8.17 The applicant decided to separate the wider site out with the principle of the bungalow scheme being acceptable in order to propose amendment to proposals for Portico and Donnington House. This was in the knowledge that a contribution would likely be sought for education and recreation were a further similarly scaled scheme to come forward that would have triggered a contribution if combined with the bungalow scheme across the wider site.
- 8.18 On the basis of the current proposal, no education contribution is sought by the education authority given the form of units entailed, a recreation contribution is sought comprising £650 to the eleven 2 bed units, amounting to £7,150 towards improving the nearest children's equipped play facilities in the adjacent open space at Crescent Road Playing Field.

## 9. CONCLUSIONS

- 9.1 On balance, it is considered that the proposal will bring a vacant listed building back into active use in a location that benefits from good access to the facilities and services on offer in the Market Town. Appropriate conditions can be included to ensure that the finer details of the design are appropriately delivered, a positive landscaping arrangement, the timely delivery of parking and drainage arrangements, and the protection of neighbouring trees. Accordingly it is considered that any harm is outweighed by the benefits of the scheme which amounts to a sustainable form of development.

## 10. DETAILED RECOMMENDATION

- 10.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT PLANNING PERMISSION** subject to the following:

- A) The applicant entering into a Section 106 agreement with the Local Planning Authority (subject to indexation from the date of committee), with terms to be agreed by the Development Management Service Delivery Manager, relating to:
- i) Recreation contribution of £7,150 towards improving the nearest children's equipped play facilities in the adjacent open space at Crescent Road Playing Field
  - ii) s.106 Monitoring Fee of £250.00 (2% of the total value of contributions or minimum of £250.00)
- B) The following conditions (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):-
- A04 Time Limit Full
  - B011 Samples of materials
  - B020 Joinery details



B092 Details of services (exterior)  
B095 Details of heads and sills  
B098 Details of decorative finishes (external)  
B108 Specification for any new ironwork  
B119 Details of the mix, colour and method of application of the render  
B119 Full details of the construction of the front boundary wall and retaining wall to car park  
B119 Sample panels of the brickwork, including bond and mortar, for the front boundary wall and retaining wall to car park  
B120 Details of enclosure – wall to rear of Donnington House  
B121 Landscaping Scheme  
B126 Landscape Management Plan  
B150 Site Environmental Management Plan  
BCustom Confirmation Fire Appliances access  
C013 Parking, Loading, Unloading and Turning  
C031 Discharge to mains sewer  
C074 Tree Protection – neighbouring trees  
C038 Development in accordance with deposited plans.