

TWC/2022/0499

119-121 Picken House, High Street, Newport, Shropshire, TF10 7BB  
Conversion of existing building to provide 4no. new dwellings, ground floor commercial unit and new vehicular access to the rear courtyard (Full Planning Application)\*\*\*Amended Plans\*\*\*

**APPLICANT**

, Nathan Mahn

**RECEIVED**

27/05/2022

**PARISH**

Newport

**WARD**

**THIS APPLICATION IS SUBJECT TO A SECTION 106 AND IS THEREFORE TO BE DETERMINED BY MEMBERS OF THE PLANNING COMMITTEE**

Online planning file:

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?applicationnumber=TWC/2022/0499>

**1.0 SUMMARY RECOMMENDATION**

1.1 It is recommended that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to Condition(s), Informative(s) and the Applicant entering into a Section 106 Agreement in respect of a Traffic Regulation Order and Section 106 Monitoring Contribution(s).

**2.0 APPLICATION SITE**

2.1 The application site consists of No's. 119 to 121 High Street, Newport and an area of courtyard towards the rear. The buildings were previously part of the neighbouring Haberdasher Adams Grammar School and last used for teaching and boarding accommodation. Each building is Grade II Listed and the application site is located within Newport Conservation Area.

2.2 The application site forms part of a wider portfolio of buildings that is currently being disposed of by the School (as identified in blue on the location plan). This consists of a terrace of Grade II Listed Buildings, with the exception of No. 123 High Street, which front onto the High Street It is understood that the Applicant has an option agreement for their redevelopment.

2.3 The application site is located within the Market Town of Newport. The site is bound by further buildings fronting the High Street to the north, the High Street to the east and 116-117 High Street directly to the south, whilst the School and its wider estate is located beyond to the south-west and west. The application site currently does not benefit from any vehicular access.

**3.0 APPLICATION DETAILS**

3.1 This is a Full Planning Application for the conversion of the existing building (119 to 121 High Street, Newport) to provide 4no. new dwellings (Use Class C3), ground floor commercial unit and new vehicular access to the rear courtyard. A separate Listed Building Consent has been submitted to the Local Planning Authority, ref.: TWC/2022/0500.

#### **4.0 PLANNING HISTORY**

4.1 The application site has been subject to a significant number of applications relating to the wider Haberdasher Adams Grammar School grounds and estate but none are of relevance to the determination of this application.

#### **5.0 RELEVANT POLICY DOCUMENTS**

5.1 **National Planning Policy Framework, (NPPF)**

5.2 **Telford and Wrekin Local Plan (2011-2031):**

- SP2 Newport
- SP4 Presumption in Favour of Sustainable Development
- EC4 Hierarchy of Centre
- EC6 Market Towns and District Centres
- HO1 Housing Requirement
- HO4 Housing Mix
- NE1 Biodiversity & Geodiversity
- NE2 Trees, Hedgerows & Woodlands
- C1 Promoting Alternatives to the Car
- C3 Impact of Development on Highways
- C5 Design of Parking
- C6 Commuted Parking Payments
- BE1 Design Criteria
- BE4 Listed Buildings
- BE5 Conservation Areas
- ER1 Renewable Energy
- ER8 Waste Planning for Residential Developments
- ER9 Waste Planning for Commercial, Industrial and Retail Developments
- ER11 Sewerage Systems and Water Quality
- ER12 Flood Risk Management

5.3 **Newport Neighbourhood Plan**

5.4 **Homes for All SPD**

#### **6.0 NEIGHBOUR REPRESENTATIONS**

6.1 The application has been publicised through direct neighbour notification and the application was subject to a re-consultation in March/April 2023. Two public objections were received by members of the public during the course of each consultation raising the following matters:

- Object to the proposed vehicular access – the area is gridlocked at school drop off and pick up;
- existing allocation of coach parking is not adequate for the quantity present - re-locating the coach parking space is not a solution;
- preventing parking on the High Street would exacerbate the traffic issues;
- visibility and driveways in this location are often blocked due to the quantity of traffic in this location;
- lack of survey to ascertain what original features of architectural/historic significant remain in this building;
- revised proposals do not show any improvement in parking and traffic control;
- economics of these works are unclear and could be subject to numerous changes as it gravitates towards student accommodation.

6.2 **Newport and District History Society** commented during the original consultation on the application. The comments are informed by a member of the society who was also a caretaker at the school. The two gables at the rear of 119, are at right angles to the High Street, and this indicates early properties. Photographs, which the Society have, from the SNAP project, (N002251) which were taken in 1980s, show that the left hand gable (looking from the back towards the High Street) shows that it has been extended upwards and to the left by a small amount thus raising the apex by about twelve courses. Both gables have steep early roofs (55 degrees), indicating thatched roofing. There is evidence to show that there had been a chimney situated at the right side of the left gable which would match the existing chimney to the right of the right gable. The Society concludes that these gables are probably 17th Century. There is also important internal evidence in the form of photographic images that there was a timber truss on the inside in the wall of the front room 1st floor (at right angles to the High Street - suggestive of burgage plot building) , which could well be even earlier. That roof truss would have been part of a single storey property and it is considerably lower than the two rear gables. The Society would suggest that this building (119) certainly needs an investigation of its timber- framed core. No comments are provided about 121 High Street, except for the fact that it was the home and chemists shop to one of our most famous antiquarians – TW Picken.

6.3 **Newport Regeneration Partnership** commented during the re-consultation on the proposals. The Partnership approve of the principle of development along Lower Bar, which brings disused and ‘abandoned looking’ buildings back into use. Therefore the Partnership support in this context the proposed ‘mixed use’ of the structures to include Commercial premises, off-road parking, dwelling units, and the sympathetic treatment of the listed Historical buildings. The Partnership have an on-going mission to promote the economic success of Newport and recognize that parking availability is critical to the retail and visitor economy. Therefore the Partnership note with approval that this scheme now proposes no net loss of public parking spaces. The Partnership are unable to fully support the application (hence ‘Comments’) because doubts remain regarding the very high and increasing year by year level of traffic congestion

directly outside this application site, caused by Haberdasher Adams school closing time. These concerns need to be allayed by Telford and Wrekin Highways department with regard to road and pedestrian safety, before full support can be given.

## 7.0 STATUTORY REPRESENTATIONS

7.1 Councillor Peter Scott: **Comment**: the original concerns raised about parking have been addressed. No further comments to be made on the actual application.

7.2 Councillor Tim Nelson: **Support**:

- concerns regarding offsite parking have been rectified;
- Newport has a severe problem of 'abandoned looking buildings' - many are older properties, and vulnerable through not being in use. This scheme will contribute to the regeneration of the Lower Bar end of Newport High Street, with additional retail/commercial provision, and resident footfall while appearing to retain the precious historical aspect of the conservation area.

7.3 Newport Town Council: **Support**

7.4 Newport District and Civic Society: **Objection**:

- proposed vehicular access is not viable due to the amount of traffic and coaches in this location at school drop off and pick up times;
- proposed vehicular access is inappropriate in this part of the Conservation Area and would adversely affect the setting of the Listed Building(s). It would severely damage the visual integrity of the historic terrace of Georgian frontages that line the entrance to Newport from the north;
- TWC and Newport Regeneration Partner produced a design guide focusing on decluttering the street and enhance the appearance of the High Street in this location. Breaking this paved area for vehicle access would go against what was agreed;
- TWC need to work with the school to see if land could be released at the rear of the buildings so that an access route could be created to the rear. If not, an alternative off street private car park away from the building should be created;
- inadequate detail been supplied in respect to boundary walls, frontage, retention of internal heritage features;
- if minded to approve, a condition should be included that forbid any part of the building being used for student accommodation due to the presence of student accommodation in the vicinity (Old Sorting Office and the Plume).

- 7.5 Local Highway Authority: **Support** subject to conditions and a Section 106 to secure contributions towards the provision of a TRO.
- 7.6 Built Heritage: **Comment** that the proposed works would constitute less than substantial harm to the special historic and architectural character of Grade II Listed Picken House. They consider the harm identified to be at the lower end of the scale, as the relatively minimal loss of heritage fabric caused by the creation of the new vehicle access point is balanced by the reinstatement of original features to the front façade and the reinstatement throughout of appropriately designed timber framed windows where uPVC units currently exist. It is also considered that the works would contribute positively to the character and appearance of the Newport Conservation Area and the settings of the neighbouring Grade II Listed Buildings.
- 7.7 Drainage: **No Objection**
- 7.8 Shropshire Fire Service: **Comment**, referring to Guidance

## **8.0 PLANNING 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

- Principle of Development
- Impact on Heritage Assets
- Highway Safety
- Design and Residential Amenity
- Other Matters
- Financial Contributions
- Planning Balance

### **8.2 Principle of Development**

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.

- 8.3 The site is located within the built up area of Newport as defined on the Newport Insert Policies Map. Policy SP2 (Newport) of the T&WLP supports the delivery of approximately 1,330 new homes in Newport up to 2031. Policy H1 of the NNP supports housing in order to meet local needs and where the proposal contributes positively to local character. Meanwhile, Policy SP4 of the plan indicates that there will be a presumption in favour of sustainable development and this is echoed in the guidance provided within the National Planning Policy Framework (NPPF).

8.4 The proposal would result in a Change-of-Use from F1 Learning and non-residential institutions to a mixed-use development comprising class C3-dwellinghouses and a ground floor commercial unit (located at no. 119 High Street) (Use Class E - Commercial, Business and Service). The development is set over three floors and would consist of the following: proposal would create the following:

- Unit 1A: Retail/Commercial Unit and associated café/community space measuring 122 sq. metres (ground floor only);
- Unit 01: 3 bedroom 5 person dwelling measuring 178 sq. metres;
- Unit 02: 4 bedroom, 5 person dwelling, measuring 196 sq. metres;
- Unit 03: 2 bedroom, 3 person dwelling measuring 62 sq. metres (ground floor only);
- Unit 04: 4 bedroom, 5 person dwelling measuring 103 sq. metres.

8.5 The principle of residential development is therefore considered acceptable on this site.

#### 8.6 **Impact on Heritage Assets**

Nos. 119-121 Picken House are Grade II Listed Buildings within the Newport Conservation Area, believed to date from the late 18th to early 19th century. During the determination period, the planning and built heritage officer(s) visited the site and undertook an internal inspection of the buildings subject to this application.

8.7 The buildings are situated on the north end of the High Street, surrounded on all sides by other statutorily Listed Buildings. No. 119 is a three storey brick building with two rear wings at right angles to the frontage and considerable alterations to the fenestration at the rear. The interior has also been considerably altered over the years and there remain no historical fixings or fittings of note. No. 121 is also a three storey brick building which is adjacent No. 119 to the north and now adjoins it via inserted doorways on the first and second levels. No. 121 has a mix of altered buildings to the rear, forming a single wing along the northern property boundary. Apart from the interior staircase, there are no historical fixings or fittings of significance.

8.8 During pre-application advice concerning the principle of development, it was considered that the conversion of the buildings back into residential use would be consistent with the original purpose of the buildings and would constitute an acceptable reuse in principle, subject to receiving a design which minimises the impact on the existing historic fabric and the character and appearance of this portion of the Newport Conservation Area.

8.9 The vast majority of the internal alterations would have a neutral impact on the heritage fabric as they involve the reconfiguring of modern partition walls. The only exception to this which was observed during the site visit is the proposed removal of what appears to be an original wall on the second floor in Unit 1, in

order to create a fourth bedroom. The removal of this heritage fabric is not strictly necessary for the creation of living space and would further erode the surviving architectural and historic character of the building, contrary to Local Policy BE4 (i, ii, iii) and the NPPF Section 16. Consideration could be given to a scheme which leaves the historic wall intact and provides Unit 1 with 3no. bedrooms instead of 4no.

- 8.10 During the course of the determination period, a revised second floor floorplan was submitted. The amended plan retains the original wall on the second floor of Unit 1, resulting in the loss of one bedroom from this dwelling.
- 8.11 The most significant loss of heritage fabric would occur with the demolition of the existing ground level store and part of the former games room of No. 121 in order to form a vehicular access to the rear of the site. The existing pedestrian passageway connecting the rear courtyards to the High Street would be repurposed as a store for No. 119. Of the three potential options presented at pre-application stage, this was deemed to have the least impact on the historic fabric of the front elevation of the building, which has been substantially modified over time. The proposal also includes detailing to the frontage which attempts to reinstate the historical appearance of both buildings, including painted render and facing brick to match the existing, and the reinstatement of timber fascias to the façade of No. 121 to match those on No. 119. Given the extent of modification the historic frontage has already undergone and the necessity of providing a vehicular entrance in order to bring the buildings back into reuse, it is considered that the proposed vehicular entranceway is reasonably sympathetic, and is acceptable on balance.
- 8.12 The proposal should seek a sensitive and sympathetic design for the passageway paving and street furniture (cobble, speed ramps, tactile paving, signage). The current modern paving is devoid of historic features thus we would seek an improvement here to the extent possible under current Highways regulations, to preserve the character and appearance of the Newport Conservation Area and the settings of numerous Listed Buildings along in accordance with Local Policies BE1, BE4 and BE5 and the NPPF section 16 - this can be dealt with by a suitably worded Condition, should planning permission be granted.
- 8.13 The features within the curtilage of the building to the rear, including the historic boundary walls, have been retained and there is sufficient space for the creation of 9no. parking spaces which would have a neutral impact on the existing tarmacked rear courtyard. No details of the parking surface or any softscaping have been provided. However, this could be dealt with via a suitable worded condition. The LPA would seek an improvement in the hard and softscaping here to improve the settings of the listed buildings and the character and appearance of the Conservation Area. Lastly, the proposed courtyard garden would constitute an improvement to the settings of No's. 119-125 and Roddam House, and is acceptable.
- 8.14 The proposal as revised is supported by the Built Heritage Officer in its current form.

### 8.15 Highway Safety

The development proposes the creation of a new vehicular and pedestrian access through No. 121 High Street in the form of an arched entranceway whilst the upper floors of the building would be retained. The entranceway would lead to a parking courtyard of 9 no. spaces to the rear of No. 119 High Street to serve the proposed development.

8.16 The entranceway would have a singular width of 3.09 metres and contain 10 mph speed ramps within the archway. The pavement would be delineated with an area of concrete cobbles to alert pedestrians of the entrance.

8.17 The proposal would result in the loss of the existing off-site parking spaces on the High Street. During the determination, amended plans have been received which seek to re-provide the off-site car parking spaces on the High Street. The submitted proposed off-site parking plan (ref.: HS-PP-302) identifies 5 no. parking spaces being re-provided on High Street and 2 no. parking spaces being provided on St Mary's Street, adjacent to the island approaching St. Nicholas Church. As such, the proposal would result in no net loss of off-site parking spaces. It is proposed that double yellow lines are painted adjacent to the proposed access. A Financial Contribution would be secured for this provision.

8.18 Additionally, the proposal would result in the re-positioning of the existing bus stop location to improve the visibility splays for the proposed access. The bus stop would be moved further towards the signalised pedestrian crossing to the south-east.

### 8.19 Design and Residential Amenity

The existing frontages are a combination of render and painted brick, with timber sash windows, timber detailing and slate pitched roofs. All dwellings meet or exceed national described space standards.

8.20 A proposed communal garden is located to the rear of No. 123 and No. 125 High Street (known as Beaumaris House). Each property would be accessed from the rear. In terms of impact on neighbouring amenity, there is no additional built form proposed and given the nature of the development it will not give rise to any adverse impacts on residential amenity.

### 8.20 Financial Contributions

Any planning consent would be conditional on the finalisation of a Section 106 Agreement to secure the following:

- I) Financial Contributions towards Traffic Regulation Order to the value of £5,000;
- II) Monitoring contributions at 2% of the value of the s.106

8.21 In determining the required Planning Obligations on this specific application the following three tests as set out in the CIL Regulations (2010), in particular



Regulation 122, have been applied to ensure that the application is treated on its own merits:

- a) Necessary to make the development acceptable in planning terms;
- b) Directly related to the development;
- c) Fairly and reasonably related in scale and kind to the development.

## **9.0 CONCLUSION**

- 9.1 The proposed development will introduce new residential development and will secure the re-use of existing heritage assets. On this basis it is considered that the proposal will further the protection of heritage assets within the Borough and weight is given to this in the overall planning balance. The Built Heritage and Highways Officers support the development, subject to appropriate Condition(s) and a Section 106 Agreement to secure an appropriate TRO.
- 9.2 Having regard to the above considerations, the proposal represents a sustainable form of development and complies with the National Planning Policy Framework, together with relevant policies within the Telford & Wrekin Local Plan.

## **10.0 RECOMMENDATION**

- 10.1 Based on the conclusions above, the recommendation to the Planning Committee is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT PLANNING PERMISSION** subject to the following:
- 10.2 The Applicant/Landowners entering into a Section 106 Agreement with the Local Planning Authority subject to indexation from the date of committee), relating to:
- I) Financial Contributions towards Traffic Regulation Order to the value of £5,000;
  - II) Monitoring contributions at 2% of the value of the s.106
- 10.3 The following Condition(s) and Informative(s) (with authority to finalise Condition(s) to be delegated to Development Management Service Delivery Manager.

### **Condition(s)**

- A04 Full Time Limit
- B005 Conditions Details Access
- B010 Details of Materials
- B121 Landscaping Design
- B150 Site Environmental Management Plan
- C38 Approved Plans
- D01 Removal of all Permitted Development  
Retail/Commercial Unit Restricted to Use Class E