

TWC/2025/0368

Tzigane House, Managers Office (Tzigane House), Rhapsody House, Maurice House and Ravel House, Freeston Avenue, St Georges, Telford, Shropshire, TF2 9EF

Change of use of 4no. dwellinghouses (Use Classes C3 and C3(b)) to Residential Institutions (Use Class C2) ****AMENDED DESCRIPTION****

APPLICANT

Ashlee Homes Supported Living Ltd,

RECEIVED

27/05/2025

PARISH

St. Georges and Priorslee

WARD

St Georges

THIS APPLICATION HAS BEEN REFERRED TO PLANNING COMMITTEE AT THE REQUEST OF ST GEORGES AND PRIORSLEE PARISH COUNCIL

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?applicationnumber=TWC/2025/0368>

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) and Informative(s).

2.0 SITE AND SURROUNDINGS

- 2.1 The site subject to this application is located within St Georges, a predominantly residential, urban area of the Borough. The overall site currently comprises of 4no. separate residential units – two of which are permitted under the 'C3' Use Class (Dwellinghouse) and two of which are permitted under the 'C3(b)' Use Class (to be occupied by no more than six residents living together as a single household where care is provided for residents). The site is currently accessed off Freestone Avenue, with one access serving all four properties.

3.0 APPLICATION DETAILS

- 3.1 This application seeks Full Planning Permission for the Change-of-Use of 4no. dwellinghouses (Use Classes C3 and C3(b)) to Residential Institutions (Use Class C2).
- 3.2 No external changes to the properties are proposed as part of this application. The detached properties located to the rear of the site would each provide a living/dining room, kitchen, bathroom, bedroom and staff bedroom. In respect of the two semi-detached units at the front of the site, these would provide a living/dining room, kitchen, bathroom and a bedroom for the proposed resident. The single storey element on the side of one of the semis will be converted into a staff office/bedroom and w/c.

- 3.3 The submitted documents which outline the proposed provision of care at the site have been amended throughout the application process, following receipt of consultee comments and discussions taking place with the LPA. Initially, the proposal would have been two children and two staff members being present in each unit of accommodation – therefore totalling 8 children and 8 staff members on the site at any one time.
- 3.4 The amended documents now outline that one child and one staff member will be present in each unit of accommodation – now totalling 4 children and 4 staff members on the site at any one time. Although not confirmed within the submitted documentation, it is envisaged that a manager may also need to be present on the site, as is usually the case with development of this nature. Furthermore, the Applicant initially proposed to provide emergency care on the site, however, this has now been omitted from the application.
- 3.5 The children to be housed at the site will be aged between 5 years old and 18 years old. The proposed development would operate 24-hour, 7-days per week, 365 days a year, with staff coverage organised into two patterns. The shifts will be split into a day shift and night shift across the entire site – the day shift would work between the hours of 0600-21:0 and 0800-2300 and the night shift would work between the hours of 2030-0730 and 2230-0930. There would therefore be four change-over periods each day (0600, 0800, 2030 and 2230hrs) however, it is noted that each change-over would only involve two members of staff.
- 3.6 The submitted documentation has not outlined a requirement for social workers, healthcare professionals or family and friends to visit the site.
- 3.7 The application is accompanied by the following supporting documents, further identifying the context and operation of the proposed care setting:
- Planning, Design and Access Statement
 - Evidence and Operational Statement
 - Transport Statement
 - Agent Rebuttal Letter to Consultee Concerns Raised

4.0 RELEVANT HISTORY

- 4.1 TWC/2024/0472 - Conversion of 1no. dwelling into 2no. assisted living dwellings following the erection of a single storey rear extension and single storey side extension - Full Granted 02 October 2024
- 4.2 TWC/2023/0717 - Erection of 2no. single storey dwellings and associated landscaping - Full Granted 15 November 2023
- 4.3 TWC/2022/0787 - Erection of 2no single storey dwellings and associated landscaping - Dismissed at Appeal 11 July 2023

5.0 RELEVANT POLICY DOCUMENTS

5.1 National Guidance:

National Planning Policy Framework (NPPF)

5.2 Local Development Plan: Telford & Wrekin Local Plan 2011-2031 (TWLP):

SP1: Telford

SP4: Presumption in Favour of Sustainable Development

HO7: Specialist Housing Needs

C3: Implications of Development on Highways

C5: Design of Parking

BE1: Design Criteria

Emerging Telford & Wrekin Local Plan 2020-2040 (Currently at Publication Stage and therefore afforded limited weight):

S4: Housing Delivery Strategy

S5: Mitigating and Adapting to Climate Change

S6: Healthy Stronger Communities

HO3: Housing Mix and Quality

HO6: Supported and Specialist Housing

DD1: Design Criteria

ST3: Impact of Development on Highways

ST5: Electric Vehicle (EV) Infrastructure and Parking Design

5.4 Other Documents:

Telford & Wrekin Council Commissioning Strategy and Market Position Statement for Children's Safeguarding and Family Support 2024-2029

6.0 SUMMARY OF CONSULTATION RESPONSES

Local Member & Town/Parish Council Responses:

Comments received from statutory consultees can be viewed in full on the planning file, but key points have been summarised as follows:

6.1 St Georges & Priorslee Parish Council: **Object:**

An initial objection was submitted (based on the submitted information (where 8no. children and 8no. staff members were to be present on the site at any one time)). A further re-consultation has been sent to the Parish Council following receipt of the amended proposal, however, no updated comments have been received. The initial objection raised the following points:

- (i) when the application came in previously (ref.: TWC/2024/0472) the comments from the Parish Council were that 'the Parish Council has concerns that this being the second application to the site, now will be increasing the volume of traffic and cars parking from the original one bungalow with a garage, to first the additional two new buildings and their extra vehicles (possibly four or more cars) using the site and adjacent road for parking;
- (ii) this proposal will be a further new property with even more cars trying to use this small stretch of road;
- (iii) there is a well-established dog grooming business next door, with customers often using the turning area to get in and out of the street;
- (iv) there are a large amount of school children that walk along the footpath to the nearby Primary School located two streets away;
- (v) unable to locate any information regarding the use of the two properties that explained the need for staff other than the wording 'assisted living' there is no detail to explain the level of staff;
- (vi) for a very long time there were no vehicles at the bungalow, but there was a garage for off road parking if needed. The site is now being changed to four properties and a business all of which will require parking in a very narrow and heavily used dead end;
- (vii) concerns about level of extra traffic, and more specifically the number of vehicles that would be accessing and parking on the site;
- (viii) the documentation provided with the application refers to the lack of on-site parking for staff. It states that there will be 6 spaces, noting a handover at the beginning and end of each shift is required so there will be at the start and end of shift a possible twelve vehicles needing to park on the site for safety;
- (ix) assuming that the children will be going to school, there would be a fleet of school buses or private drivers needed to take them each day. This could be up to six vehicles twice a day for the school run adding to an already crowded residential street;
- (x) may be that that special vehicles are needed;
- (xi) Freeston Avenue is an already heavily crowded street, with cars having to pull in and let each other pass. With an increased number of cars on the street, as the Transport Statement has indicated that overspill can be absorbed by the local residential streets (para. 4.4.6 states this would be acceptable). Any additional cars parking in Freeston Avenue will only add further to the congestion and could

make the street dangerous for others using it. I.e. the bin lorries just about manage at the moment, but they block the whole street while carrying out their task due to the number of cars parked on Freeston Avenue;

- (xii) anyone stuck behind the bin lorry has to wait a good while until they exit the street as there is just no way past them with the number of cars parked;
- (xiii) Residents of Fox Avenue have no off-street parking and already have to park in narrow roads, which is already under great pressure at the start and end of each day with the many extra cars.

Standard Consultation Responses:

6.2 TWC Specialist Housing Team: **Comment:**

Discussion with Telford & Wrekin Council's Children's Safeguarding & Family Support Commissioning has confirmed that, through the Market Position Statement (MPS), there is a sufficiency need for the form of accommodation proposed and there are therefore No Objection raised to the principle of development on this site. It has been acknowledged that further discussions will need to take place between the Applicant and the Safeguarding and Commissioning Team to identify the exact intended cohort of young people who will occupy the units and their individual needs.

6.3 Highways: **Support subject to Condition(s)**

6.4 Shropshire Fire Service: **Comment:** Consideration should be given to advice provided in Shropshire Fire and Rescue Service's 'Fire Safety Guidance.'

7.0 **SUMMARY OF PUBLIC RESPONSE**

7.1 A full consultation exercise has been undertaken and in response to this, fourteen letters of objection and one comment has been received.

All responses received are available to view in full on the planning file, but the key points raised have been summarised as follows:

- the proposal will have a detrimental impact upon the highway network;
- inadequate parking and turning space has been provided on the site;
- the proposal will have a detrimental impact upon the amenity of neighbouring properties;
- the location of the facility is unsuitable and would result in a change to the character of the neighbourhood;
- concerns over anti-social behaviour;
- bungalows should be kept for the aging population;
- insufficient private amenity space for the children to use;
- matters outstanding on the site from previous planning applications;
- site not secure enough to house vulnerable young people;

- proposal will have a detrimental impact upon flooding within the area

8.0 PLANNING CONSIDERATIONS

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

- Principle of Development
- Site Layout, Scale and Design
- Highway Impacts
- Impacts Upon Residential Amenity
- Other Matters

8.2 Principle of Development

Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that planning applications must be determined in accordance with the adopted development plan unless material considerations indicate otherwise. The Development Plan comprises the Telford & Wrekin Local Plan (TWLP) which was adopted in January 2018. The National Planning Policy Framework (NPPF) is also a material planning consideration.

8.3 The application is located within the urban area of Telford and Wrekin Council, where the principle of new development is supported under Policy SP1, subject to the proposal in question meeting the requirements of the other relevant policies within the adopted Local Plan.

8.4 The other relevant policies in this case relate to specialist housing need, visual impact, impact on residential amenity and highways.

8.5 Specialist Housing Need

Under Policy HO7 the Council will support proposals within Use Class C2 provided that:

- The proposed development is designed to meet the specific needs of residents;
- The location of the development is close to community and support facilities, shops and services, and public transport;
- The proposed development relates well to the local context in design, scale and form.

8.6 The site sits in a sustainable location, located approximately 200 metres from a local shops (Aldi on the B5061) and has good transportation links to the Telford Town Centre and the wider areas of the Borough. A number of outdoor facilities, GP surgeries and Schools are also located within the surrounding area. As the scheme is not proposing any external changes to the buildings, the scale, design and form of the dwellings are considered to be acceptable and it is considered to meet the specific needs of its proposed

residents. As such, the principle of development is considered to comply with Policy HO7 of the Telford and Wrekin Local Plan.

8.7 Section 7 of the Homes for All SPD sets out the type of supported and specialist housing that is required to meet identified needs within the Borough. Accommodation for vulnerable young people is an identified need and the proposal is broadly supported by the Council's Specialist Housing Team, although as identified in their comments in para. 6.4, the Applicant will need to engage with the Specialist Housing Team further in order to identify the proposed end user of the dwellings and their identified needs. A Ministerial Statement on planning for accommodation for looked after children, released May 2023, further supports the Council's MPS.

8.8 A number of objections have been received which outline that bungalows should be retained for occupation by older persons, however Officers would note that there would be no control on whom was occupying the properties, if the dwellings were sold or let on the open market. It is also important to note that limited mobility or physical disabilities are not restricted to older persons and people of any age may require bungalow, or single-storey dwellings. This would therefore not warrant the refusal of the application.

8.9 **Site Layout, Scale and Design**

Policy BE1 of the TWLP outlines that developments should respect and respond positively to its context and should enhance the quality of the local built and natural environment.

8.10 As outlined within the submitted documentation, there are no external changes proposed to the existing buildings in order to accommodate the proposed use. Therefore, the proposed change upon the built environment would not be substantially different to that as existing.

8.11 Each unit would be afforded an area of private amenity space to the rear of the unit, to provide outdoor recreational space for the children and staff. The sizes of these areas far exceeds the Council's standards on private amenity space for family dwellings and therefore, it is considered that this provision is sufficient for the number of children and staff present on the site at any one time.

8.12 Concerns have been raised that the site is not secure enough to house vulnerable young people. The site is currently bound by fencing around the majority of the site boundaries, with the proposed gardens being well contained with fencing. Officers considered that it is not the purpose of these facilities for the children to be 'prisoned' within the site with excessive fencing or boundary treatments – it should be the case that Children are made to feel integrated within the wider community and are not made to feel that they are being contained within the site.

8.13 Highway Impacts

Policy C3 refers to the impact of development on highways and requires new development to mitigate site specific highway issues. Policy C5 refers to the design of parking and requires, amongst other criteria, for the new development to ensure that the location, quantity and quality of car parking reflects the density, nature, character and context of the development as well as its intended usage and relationship with the surrounding area including any foreseeable parking issues in the local area.

- 8.14 The Local Highways Authority requires one parking space to be provided on the site, per staff member and a further space to be provided per 4 bed spaces. Following amendments to the proposal, a total of 4 staff members will be on-shift on the site at any one time to provide 1-on-1 care, with staff change-over times staggered to reduce the number of staff on the site at any one time. The proposed site plan shows provision of ten car parking spaces being provided within the boundary of the site.
- 8.15 The LHA have reviewed the submitted plan and have confirmed that this is considered to be sufficient to accommodate for staff change-over periods and any visitor/manager visits to the site. It is considered that the parking has been laid out in an accessible and useable arrangement and that the proposed on-site provision of parking would mitigate the impact of potential off-site parking on the surrounding highway network. The parking numbers are considered to be fully compliant with the Council's adopted parking standards.
- 8.16 A number of objections have been received raising concerns about the potential highways impacts of this proposal. Whilst these are acknowledged, the LPA must consider the planning fall-back where all of the dwellings could be occupied under a 'C3' Use (Dwellinghouse), where there would be no restriction on the number of cars that the occupants could purchase and whether they chose to park within the site or on the surrounding streets.
- 8.17 It has been outlined that 4 staff members will be on the site at any one time. Each of these may have travelled by car, although public transport is also a possibility in this location depending on where the staff member is travelling from and their hours of working. Therefore, it is possible that 4 vehicles will be attending the property for staff purposes and an additional vehicle for Manager visits to the site. Having 5 vehicles on the site at one time is not considered excessive or to endanger other highway users, especially given the fall-back position explained in the paragraph above.
- 8.18 As such, it is considered that the proposal would not have a significantly detrimental impact upon the safe operation of the highway network and that the proposal fully complies with the Council's adopted parking standards for this type of development.

8.19 **Impact Upon Residential Amenity**

Policy BE1(xi) refers to residential amenity and requires new development to demonstrate it will not significantly adversely affect nearby properties in terms of noise, dust, odour or light pollution.

- 8.20 Due to the nature of the proposal, Officers are satisfied that the scheme would not cause dust or odour pollution which would have a significantly detrimental impact upon the amenity of neighbouring properties. Furthermore and in respect of light pollution, it is not envisaged that the proposal would result in excessive levels of light being required on the site, which would be above and beyond that required for a residential dwelling.
- 8.21 In regards to noise and as outlined above, the planning 'fall-back' position must be considered. As a C3 residential dwelling with 2no. double bedrooms available as an open market property, this dwelling could be realistically moved into and occupied by a family of four people, based on 2no. people occupying the main bedroom and 2no. children occupying the remaining bedroom. There would be no restriction on the number of occupants, and additional children, relatives or friends could share bedrooms if circumstances required.
- 8.22 For these reasons, it is reasonable to consider that each property on the site could be occupied by at least 4no. people as a 'C3' dwelling, which would total 16 individuals being present across the site. This is significantly more than the 8 being proposed as part of this application. Furthermore, due to the staggered shift patterns, it is not considered that the number of vehicles on the site at any one time (when compared to the likely number of vehicles on the site at any one time if occupied under the 'C3' Use Class) would result in a significant noise nuisance to neighbouring residential properties. As such, it is considered that the proposed arrangement would be likely to generate a lesser amount of noise, than the planning fall-back position.
- 8.23 Concerns have been raised in relation to anti-social behaviour on the site. Officers cannot assume that as the accommodation is to be used for vulnerable children, that they will automatically cause anti-social behaviour. Any behavioural issues will need to be effectively managed by the site owners/operators and where required, raised with Ofsted or the Police.
- 8.24 For these reasons, the proposal is considered to meet the requirements of Policy BE1(xi) of the Local Plan.

8.25 **Other Matters**

Concerns have been raised in respect of an increased risk of flooding to the site. Officers consider that as the site does not fall within a Flood Zone, is not in an area which is subject to surface water flooding and given that no external changes are proposed, an increased risk of flooding to the site/surrounding area is unlikely.

- 8.26 In respect of concerns raised which relate to outstanding matters on previous planning applications, Officers would note that these relate to planning application: TWC/2023/0717 (Erection of 2no. single storey dwellings and associated landscaping) where it has been alleged that the approved fencing and levels has not been carried out in accordance with the previously approved details. These matters relate to a separate planning application and are currently being actioned by the Council's Enforcement Team. As such, it is considered that these elements would not automatically warrant the refusal of this separate planning application.

9.0 CONCLUSIONS

- 9.1 It is considered that the proposal is compliant with Policies SP1, SP4, HO7, BE1, C3 and C5 of the Telford & Wrekin Local Plan 2011-2031.
- 9.2 The proposal represents a sustainable form of development that falls within the Urban area of Telford with a sufficient need demonstrated through the Council's Market Provision Statement. The proposal is considered to be acceptable in regards to scale and design, with no external changes thus remaining in-keeping with the character and appearance of the immediate area, and accords with policy around the amenity of neighbouring residential properties. Concerns raised over parking have been addressed through the provision of 10no. car parking spaces within the site boundary. As such, there are considered to be no principle or technical reasons to warrant refusal of this application and appropriate Condition(s) imposed to control its future use and management.
- 9.3 The proposal is therefore deemed to be compliant with the Telford & Wrekin Local Plan 2011-2031 and the guidance contained within the NPPF.

10.0 RECOMMENDATION

- 10.1 Based on the conclusions above, it is recommended that **Delegated Authority** be granted to the Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** (with the authority to finalise any matter including Condition(s) or any later variations) subject to the following:

- A) The following Condition(s) (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):

Condition(s):

Time Limit
Parking, Loading, Unloading and Turning
Development in Accordance with Deposited Plans
Development in Accordance with Operational Management Plan
Restriction on Use and Number of Children in Care (4)

Informative(s):

Coal Authority
Fire Authority
Conditions
Reasons for Grant of Approval
Approval Following Amendments