

TWC/2025/0534

22 Bridle Walk, Donnington, Telford, Shropshire, TF2 7SJ

Change of use of dwellinghouse (Use Class C3) to residential home for up to 2no children (Use Class C2) ****AMENDED PLANS RECEIVED****

APPLICANT

Saisha Healthcare

RECEIVED

06/08/2025

PARISH

Wrockwardine Wood and Trench

WARD

Donnington

THIS APPLICATION HAS BEEN REFERRED TO PLANNING COMMITTEE DUE TO THE NUMBER OF OBJECTIONS RECEIVED DURING THE CONSULTATION PERIOD

On-line Planning File:

<https://secure.telford.gov.uk/planning/pa-applicationsummary.aspx?applicationnumber=TWC%2F2025%2F0534>

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 Donnington, a predominantly residential, urban area of the Borough. The overall site currently comprises of 1no. 4-bed dwelling with associated parking and private amenity space.
- 2.2 The site is currently accessed from Kenwray Drive, then Frome Lane, leading to Bridal walk, with a driveway currently accommodating 2no. vehicles, and a adequate level amenity space to the rear, enclosed with close board fencing. A large area of open space including a children's park is located opposite the site.

3.0 APPLICATION DETAILS

- 3.1 This application seeks Full Planning Permission for the Change-of-Use of 1no. Dwellinghouse (Use Classes C3) to a Children's Care Home to accommodate up to 2no. Children (Use Class C2).
- 3.2 The proposal includes an extension to the existing driveway to allow it to accommodate 4no. Vehicles. No other external changes to the property are proposed as part of this application. 22 Bridle Walk is an end of terrace, 4no. Bedroom property; the accommodation would provide a living/dining room, kitchen, bathroom, and bedrooms for up to 2no. Children, and staff members.

- 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 Local Planning Authority (LPA). Initially, the proposal would have been for accommodation for 4no. children, however upon concerns being raised regarding parking and shift change over periods, the number of children has been reduced to a maximum of 2no. This would result in a total of 5no. members of staff being required to support the accommodation, with only 2no. staff members and a manager present in the building at one time.
- 3.4 The amended documents indicate that 2no. members of staff will work the day shift (0630-1900, or 0700-1900), then changing over to allow 2no. New members of staff to come in for the night shift (1830-0700, or 1900-0700). A manager will also be present at the property, typically 1245-1630, Monday-Thursday.
- 3.5 The children to be housed at the site will be aged between 8 years old and 17 years old who have been diagnosed with a learning disability. The proposed development would operate 24-hour, 7-days per week, 365 days a year, with staff coverage organised into the two aforementioned patterns.
- 3.6 The submitted documentation has not outlined a requirement for social workers, healthcare professionals or family and friends to visit the site. It has been noted that a tutor may be required to attend the site on occasion, between the hours of 0900 and 1700.
- 3.7 The application is accompanied by the following supporting documents, further identifying the context and operation of the proposed care setting:
- Planning Statement;
 - Applicant's Supporting Evidence;
 - Statement of Purpose;
 - Agent Rebuttal Letter to Consultee Concerns Raised.

4.0 RELEVANT HISTORY

- 4.1 No relevant history.

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, however key points have been summarised as follows:

6.1 Wrockwardine Wood & Trench Parish Council: **Object:**

An initial objection was submitted prior to the submission of amended plans which extended the parking arrangements. A further re-consultation has been sent to the Parish Council following receipt of the amended proposal and a further objection has been submitted. The Objection raised the following points:

- (i) support the concerns raised by residents which has been the result of lack of engagement with the community by the provider and no evidence has been provided that a location risk assessment has been provided;
- (ii) no consideration has been given to the impacts upon community life from having children with complex needs living within a very close community where the houses are semi-detached or terraced;

- (iii) basis of insufficient parking for a commercial business and the impact it will have on access/parking for neighbouring properties. The location is unsuitable for a home for children with complex needs whose behaviour will impact on community life.

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 is 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 two re-consultations have also taken place following the receipt of amended plans. In response to this, 30 letters of objection from 14 residential properties have 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 building is semi-detached so may have an impact in terms of noise and disruption;
- the building is not of a suitable layout or scale to accommodate the proposal;
- the location of the facility is unsuitable and would result in a change to the character of the neighbourhood;
- concerns over anti-social behaviour – existing issues and the change of use would potentially increase this;
- larger homes should be retained for families 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;

- existing residential covenants breached if the property were to be used for a business.

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 350 metres from a local shop (ASDA off Donnington Wood Way) 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, including a children's play area directly opposite the

site. As the scheme is not proposing any external changes to the building, the scale, design and form of the dwelling is 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.

- 8.8 A number of objections have been received which outline that the building is semi-detached and may not be appropriate for occupation by vulnerable children, or those with complex needs, however Officers would note that there would be no control on whom was occupying the property prior to the submission of this application and 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 building in order to accommodate the proposed use. However the parking area is proposed to be extended to accommodate four vehicles, where it currently can only accommodate two - extending to 9.6 metres in width which is considered to be a sufficient scale to accommodate 4 cars. Whilst the extension to the driveway would result in the loss of some lawn laid to the front of the site, given the position of the property on a corner, a section of lawn would remain in place, untouched as a result of the proposal. The scheme would therefore retain some green relief between the built development, and a similar arrangement is in place with other properties within the streetscene, where their driveways have been extended, or cover the whole frontage of the dwelling. Officers therefore consider the proposed change upon the built environment would not significantly, detrimentally impact upon the character of the area.

- 8.11 The site has an area of private amenity space to the rear, to provide outdoor recreational space for the children and staff. The size of the area 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 (LHA) 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 2no. staff members will be on-shift on the site at any one time to provided 1-on-1 care, and a Manager Monday-Thursday, 1245-1630, 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 four car parking spaces being provided within the boundary of the site.

8.15 The LHA have reviewed the amended plan and have confirmed that the extended driveway proposed is considered to be sufficient to accommodate for staff change-over periods and any visitor/manager visits to the site. Whilst it is acknowledged that based on the number of staff members and bed spaces, 5no. parking spaces would be required and only 4no. are being provided in this case, it is considered that due to the staggered shift change over periods, the 4no. spaces provided would be sufficient to support the development and avoid overspill of parking onto the estate road. The staggered staff change over times highlighted within the supporting documentation would also take place outside of typical residential peak times and it is noted that following a series of site visits, the Highways Officer acknowledges that some on-street parking is available, should the need arise. The Highways Officer is content with the proposed arrangements and does not consider the proposal would warrant an objection on Highway grounds.

8.16 A number of objections have been received raising concerns regarding the potential highways impacts of this proposal. Whilst these are acknowledged, the LPA must consider the fall-back position where the dwelling could be occupied under a 'C3' Use (Dwellinghouse) where there would be no

restriction upon the number of occupants, or the number of cars those occupants may purchase or choose to park at the property, or on the surrounding streets.

- 8.17 It has been outlined that 2no. 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 a total of 2no. vehicles will be attending the property for staff purposes and an additional vehicle for Manager Visits to the site. One space would therefore be remaining to accommodate change over periods.
- 8.18 Having 4no. 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. The Applicant has expressed within the supporting documentation, their commitment to ensuring staff utilise the spaces provided, rather than parking on the estate road, and recommended the use of car sharing and/or public transport schemes to reduce impacts of overspill parking.
- 8.16 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.

8.17 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.

- 8.18 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.
- 8.19 In regards to noise and as outlined above, the planning 'fall-back' position must be considered. As a C3 residential dwelling with 4no. double bedrooms available as an open market property, this dwelling could be realistically moved into and occupied by a family of 6-8 people, based on 2no. people occupying the main bedroom and 4-6. children occupying the remaining bedrooms. There would be no restriction on the number of occupants, and additional children, relatives or friends could share bedrooms if circumstances required.
- 8.20 This is significantly greater than the 5no. being proposed as part of this application (2no. staff members, 1no. manager and 2no. children at one time). 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.

8.21 However, it is acknowledged that the building in which this proposal relates is a terraced dwelling, and would share a wall with 39 Frome Way, therefore it would not be unreasonable for further mitigation measures to be installed to ensure the directly adjoining property would be protected from any potential impacts of noise that may occur. As such, the LPA consider it to be reasonable to request a condition which requires the submission of a soundproofing scheme prior to the occupation of the building – this would need to consider the situation associated with this specific site (e.g., wall thickness, existing insulation) and the acoustic/soundproofing measures required to the party wall. The mitigation measures would be required to be installed prior to the occupation of the building.

8.22 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.

8.23 For these reasons, the proposal is considered to meet the requirements of Policy BE1(xi) of the Local Plan.

8.24 Other Matters

It has been raised within the consultation with Local Residents that a restrictive covenant is present on the land preventing the property from being used for business purposes. The Applicant has been informed that this is the case and it is their responsibility to address this. Covenants are an entirely separate, legal matter which must be dealt with outside of the planning process; restrictive covenants are not a material planning consideration or a reason to refuse planning permission.

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 only minor 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 4no. 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 Condition(s) and reasons for approval to be delegated to Development Management Service Delivery Manager):

Condition(s):

Time Limit

Submission of an Acoustic Party Wall/Soundproofing Scheme

Compliance with Submitted Travel Monitoring/Operations Plan (as within Planning Statement)

Parking, Loading, Unloading and Turning

Development in Accordance with Deposited Plans

Development in Accordance with Operational Management Plan

Materials to Match Existing Dwelling (Driveway Materials)

Restriction on Use and Number of Children in Care (2)

Informative(s):

Coal Authority

Fire Authority

Conditions

Reasons for Grant of Approval

Approval Following Amendments