

TWC/2025/0548

7 Pemberton Road, Admaston, Telford, Shropshire TF5 0BL

Change of Use of a dwellinghouse (Use Class C3) to a small children's residential care facility (Use Class C2) and creation of a driveway \*\*\*\*\*AMENDED PLANS & ADDITIONAL INFORMATION RECEIVED\*\*\*\*\*

**APPLICANT**

Turnstone Residential Ltd

**RECEIVED**

04/08/2025

**PARISH**

Wrockwardine

**WARD**

Admaston and Bratton

**THIS APPLICATION IS BEING HEARD AT PLANNING COMMITTEE AS THE PROPOSAL HAS RECEIVED A SIGNIFICANT NUMBER OF OBJECTIONS**

**On-line Planning File:**

<https://secure.telford.gov.uk/planning/pa-applicationsummary.aspx?applicationnumber=TWC/2025/0548>

**1. 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. SITE AND SURROUNDINGS**

- 2.1 The site subject to this application is 7 Pemberton Road, Admaston, a residential dwelling situated on the South Eastern side of Pemberton Road.
- 2.2 In terms of the context, the host dwelling is located within the urban area of Telford, surrounded by other residential properties. The character of the surrounding area is generally that of housing, consisting of mainly semi-detached properties.
- 2.3 The site to which the change of use relates comprises a 2-storey, three-bedroom semi-detached dwelling with parking to the front and private amenity space to the rear. The application site is a corner plot on the junction between Pemberton Road and Burnell Road, is located approximately 6 miles from Telford Town Centre, 0.1 miles from the Admaston Local Centre and approximately 1.6 miles from the Market Town of Wellington. Public amenity areas, schools and other facilities are also available nearby.

**3. PROPOSAL**

- 3.1 This application seeks full planning permission for the change-of-use of a dwellinghouse (Use Class C3) to a small children's residential care facility (Use Class C2) and part-retrospective creation of a driveway.

- 3.2 The proposed Care Home will provide a home for up to three children between the ages of seven (7) and seventeen (17) under the care of two full-time staff members and one manager, in a safe and secure environment. The proposed care home will operate as closely as possible to a standard family household, in order to mirror a typical family environment.
- 3.3 In terms of external alterations, the Applicant is looking to create a larger driveway and these works are understood to have already taken place, making the scheme part-retrospective.
- 3.4 As part of the assessment carried out, Officers have sought clarity on some of the information provided, as well as additional information in the form of a Staff Rota. Amendments have also been received, relating to the staff change over times, to ensure that there is a sufficient amount of off-road parking available. This information was required to allow the LPA's assessment to be finalised.

#### **4. RELEVANT PLANNING HISTORY**

W88/0992 – Erection of a ground floor extension to house to provide new garage and utility room – Full Granted on 30<sup>th</sup> November, 1988.

#### **5. RELEVANT POLICY DOCUMENTS**

- 5.1 National Planning Practice Guidance (NPPG)  
National Planning Policy Framework (NPPF)
- 5.2 Telford and Wrekin Local Plan (TWLP) 2011-2031:

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

- 5.3 Other Documents

Homes for All SPD

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

#### 5.4 Telford & Wrekin Local Plan Review 2021-2041 (Regulation 22):

Please note that the Council are currently at the Regulation 22 Stage of the Local Plan review and therefore, limited weight will be given to the relevant policies within this document (Please see the following link for further information: <https://www.telfordandwrekinlocalplan.co.uk/site/index.php>). After review of your proposal, the following policies are considered to be of relevance:

NE3: Biodiversity Net Gain

HO6: Supported and Specialist Housing

DD1: Design Criteria

DD5: Waste Planning for Residential Developments

ST3: Impact of Development on Highways

ST5: Electric Vehicle (EV) Infrastructure and Parking Design

## 6. **NEIGHBOUR REPRESENTATIONS**

6.1 The application has been publicised through direct notification to neighbouring properties, local members and Wrockwardine Parish Council. Following receipt of additional information a re-consultation was also undertaken.

6.2 The Local Planning Authority (LPA) received 38 objections to proposed scheme. The following summarised issues were raised in objection to the proposal, full comments can be viewed online:

- Proposed driveway changes are retrospective, front green space replaced entirely with tarmacadam, altering the character of the proposed and street frontage without approval.
- Boundary fences between no. 1 Burnell Road and no. 7 Pemberton Road are responsibility of the Applicant. Fences are in disrepair.
- Location for this facility is on the end of a row of semi-detached houses.
- Similar use operated on Pemberton Road, causing disturbances.
- Concern over privacy, security and wellbeing of surrounding residents.
- Quiet residential area with limited parking and narrow access.
- Increased vehicle traffic could cause congestion and raise safety concerns.
- Lack of clarity around staffing levels and number of residents.
- Excessive noise and disruption due to the property being semi-detached.
- Noticeable contradictions within the documents submitted.
- Lack of transparency and community engagement by the Applicant.
- Coming and going of staff at all hours of the day is very unsuitable.

- Not enough parking to accommodate the number of vehicles required.
- Concerns regarding antisocial behaviour of residents.
- Possible effect on the value of existing properties.
- Staff will park on the roadside during change overs.
- Concerns over staff change over times.
- Not enough parking for 4no. staff members, let alone visitors. Drive is also not large enough to fit vehicles as shown.
- Houses in the estate have written into the deeds that they shall not be used for business purposes. This proposal would therefore go against these terms.
- Type of use would be fundamentally out of character with the existing residential setting.
- Granting approval could set an undesirable precedent for similar developments in unsuitable residential areas, further eroding the cohesion and character of neighbourhoods.
- Change to Use Class C2 introduces a more intensive and institutionalised use that is fundamentally out of character with the area.
- Creation of driveway may involve the removal of green space, boundary walls or trees; detracting from the streetscene. Also increasing surface water runoff and flood risk.
- Concern regarding siting of cycle shed as next to boundary with neighbour.
- Concern regarding nature of the care company applying.

## **7. STATUTORY REPRESENTATIONS**

### **7.1 Wrockwardine Parish Council: Object: Initial Response**

- Inappropriate development in a residential area.
- It will result in an increase in traffic with the movement of staff and other health professionals.
- It will also have an adverse impact on the community with the potential for noise nuisance, irregular vehicle movement and disturbance when staff change shifts.
- Furthermore, the site is only yards away from Pemberton Road car park which itself has been subject to anti-social behaviour. To reiterate, this is a totally inappropriate site for this home.

#### **Secondary Response**

- The Parish Council still strongly objects to this application as it considers this to be an inappropriate development in a residential area.
- It will result in an increase in traffic with the movement of staff and other health professionals.

- The proposal to create 3 additional parking spaces at the front of the property appears unviable given the properties position therefore street parking is inevitable and likely to be on the curtilage of the junction outside the property.
- The potential for noise, nuisance and irregular vehicle movement will all have an adverse impact on the community.

## 7.2 Cllr Kim Tonks: Object:

- Site is located on the corner of a busy junction. This poses several concerns with regards to traffic and parking. No capacity for pavement parking outside the property due to its proximity to the junction. Already issues with street parking on this road. More hazards created through an increase in the number of vehicles turning into and out of the drive on this busy junction.
- Significant impacts on neighbouring properties due to this being a semi-detached building, which will create excessive noise disturbance to direct neighbours.
- Regular staff changeovers will create noise disturbance through traffic arriving and leaving, as well as the potential activities within the home.
- Distress to current neighbours, who have not been directly consulted or considered.
- Another property in the area was granted a change of use leading to issues for neighbouring properties and antisocial behaviour, resulting in the property changing back from a residential facility to a family home.
- Various contradictions and lack of clarity within the plans, including confusion over the number of residents. Also, contradictions in terms of the suggestions as to who will be accommodated within the care home. This is concerning and suggests a lack of understanding by the provider.
- Works to the driveway were done at unsuitable times, having no consideration for neighbours. Further works would have further negative impact on the area.
- Plan issued states there is parking for 4no. cars, which is not true. There is no dropped curb to a large area, the area is not large enough and there are parts of the driveway which an average car would protrude onto the pathway.
- If they were wishing to install another driveway to the side of the property, it would further impact green space / planting and trees.
- No measures that could be taken that would be measurably significant for noise reduction, security or fire safety.

## 7.3 Local Highways Authority: Comment (received prior to the receipt of amended plans. Final, formal written comments to be provided before Planning Committee):

- Main concern is the size of the parking area and the size of the parking bays and potential overhang onto the highway.
- Spaces measure approximately 2.27m wide (short of 2.4m) and measure 5m deep at the shortest, in front of where the garages previously were.
- This will lead to issues with parking and potential overhang onto the highway, particularly on the corner of the junction. Also, if all spaces were occupied, access to the front door / bin storage will be limited.
- Based on the information submitted, a total of 5no. staff members could be present at any time. Based on the parking standards, Table 27 Care, nursing homes etc. 1no. space is required per 1no. staff and 1no. space for 4no. bedrooms.
- Considering the space requirements owing to the shape of the driveway and the junction, only 3no. parking spaces can be accommodated without overhang onto the highway.

7.4 Specialist Housing Team: **Comment:**

- Consideration would need to be given in relation to noise control / insulation.
- In relation to the rota, this would be something the regulatory body would also check, once the service is going through its registration.
- There is a need identified for local high quality residential services, so from a commissioning point of view, there would be no objection to this opening up.
- In relation to safeguarding of young people and how the service delivers this, would be once the service is up and running, with due diligence and checks done at the time of wanting to place a resident in the provision.

7.5 Shropshire Fire Service: **Comment:**

7.6 West Mercia Police: **Comment**

- Application has been assessed on the likely impact on local residents and the resources of both the local authority and policy.
- Paragraph 91 of the NPPF recommended that LPA's aim to create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.
- Whilst not formally objecting to the proposal, there are opportunities to design out crime, reduce the fear of crime and to promote community safety.
- Should planning approval be granted, the below should be considered.
- Boundaries: lower fences/hedges at the front of a property around 1m high are better than high fencing, allowing for natural lines of sight and

not providing cover for someone hiding. Taller fencing recommended to rear and sides to prevent easy access.

- Outbuildings: garage doors are vulnerable and can be made more secure by installing additional security such as padlocks.
- Wheelie Bins: these should be stored behind a locked gate, as can be used as a climbing aid.
- External lighting: recommended at all entrances. Should be out of reach to prevent tampering.
- Landscaping: should be cut down to below 1m at front of property.
- Windows: key operated locks are recommended. Window opening restrictors allow ventilation – they're not a security feature.
- Doors: doors and door frames should be secure, robust and fit for purpose.
- The principles and standards of the Secured By Design initiative give excellent guidance on crime prevention through the environmental design and also on the physical measures.

## **8. APPRAISAL**

8.1 The Development Plan for the application site consists of the Telford & Wrekin Local Plan (2011-2031). The National Planning Policy Framework (NPPF) whilst not forming part of the 'Development Plan' is a material consideration.

8.2 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
- Scale and Design
- Impact on Amenity of Adjacent Properties/Uses
- Highway Impacts
- Other Matters

### **8.3 Principle of Development**

8.4 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.

8.5 The application site is located within the Built up Area of Telford, where the principle of new development is generally considered acceptable under Policy SP1 of the TWLP. This is subject to appropriate scale and design, impact on neighbouring properties and any technical constraints being satisfactorily

addressed; all of which have been considered during the assessment carried out.

- 8.6 The proposed development would see the existing three-bedroom dwelling being utilised in its current form, as a three-bedroom children's care home (in addition to 1 no staff bedroom/office). In this instance, the application site is already in residential use, therefore the principle of residential development on the application site is considered appropriate, complying with Policies SP1 and SP4 of the TWLP.

#### 8.7 **Scale and Design**

- 8.8 The application site comprises an existing semi-detached, three-bedroom dwelling with off-road parking and private amenity space available. In addition to the proposed change of use, the Applicant has extended the driveway and these works are part-retrospective. Whilst a S184 licence to drop the kerb is yet to be submitted, Highways have verbally advised (following receipt of amended plans) that they are satisfied with the works to the driveway and dropped kerb. Some minor internal changes are also required to ensure that the home meets the needs of the residents.
- 8.9 The proposal will provide private bedrooms for each of the three (3) children, with a bedroom / managers office being provided at ground floor; these rooms will therefore be utilised for staff sleeping quarters if required (during the shared night shift). The private garden amenity space will be utilised by the children and carers, in the same manner as a standard 'family home'. As per the Block Plan provided, the existing amenity space measures approximately 89 square metres and this is an appropriate in size for the proposed use. Officers are therefore satisfied that whilst the use of the site is changing, this is not unacceptably intensifying and will not result in an overdevelopment of the site.
- 8.10 The scale and design of the existing dwelling will not be altered as a result of the proposal and the scheme will not therefore impact the existing streetscene. Works to the driveway have already taken place in this instance and whilst these are considered appropriate in principle, Officers would look to include a condition requesting details of additional landscaping to be implemented. This would further enhance the appearance of the application site, especially given the most recent Site Plan submitted, which indicates 3no. off-road parking spaces, meaning there is additional space for landscaping. The design of the internal arrangements are also considered appropriate for the type and level of care being provided. The proposal is therefore compliant with the relevant parts of Policies BE1 and HO7 of the TWLP in respect to scale and design.
- 8.11 Policy HO7 of the TWLP will support proposals within Use Class C2 and other forms of residential accommodation including retirement homes to address specialist housing needs, provided that:



- i. The proposed development is designed to meet the specific needs of residents, including requirements for disabled people, where appropriate;
- ii. The location of the development (including where such provision is part of a larger scheme) is in close proximity to community and support facilities, shops and services, and public transport connections; and
- iii. The proposed development relates well to the local context in design, scale and form.

8.12 The application site is situated within the Built up Area of Telford, and is considered to be a sustainable location. The site is approximately 0.1 miles from Admaston Local Centre, 0.9 miles from Shawbirch Local Centre, 1.2 miles from Wrekin View Primary School and 2 miles from Charlton School; as such, the siting of the proposal is considered appropriate. Furthermore, the proposal meets the specific needs of its proposed residents and as such complies with Policy HO7 of the TWLP.

8.13 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 whilst a comment was initially raised by the Council's Specialist Housing Team, given the inaccuracies with some of the documents submitted, they have outlined that there is a need for this accommodation within the Borough. This is further supported by a Ministerial Statement on 'Planning for accommodation for looked after children' released in May 2023.

8.14 Notwithstanding the above, a comment has been raised by the Council's Specialist Housing Team outlining that the Applicant will need to be Ofsted registered; however, this is not a material planning reason to warrant the refusal of this application.

#### **8.15 Impact on Amenity of Adjacent Properties/Uses**

8.16 Policy BE1 of the Telford & Wrekin Local Plan states that the Council will support development which demonstrates that there is no significant adverse impact on nearby properties by noise, dust, odour or light pollution or that new development does not prejudice or undermine existing surrounding uses.

8.17 Whilst the proposed use does involve the care of children, as the existing dwelling falls within Use Class C3 and given that the proposed use will be that which shares similarities to the working of a family home, Officers do not consider that there will be any adverse impact on nearby properties by way of noise, dust, odour or light pollution over and above those that would arise from the occupation of the property as a C3 dwelling.

8.18 The proposed development will provide a home for a maximum of three children ranging between the ages of seven (7) and seventeen (17). The

Applicant has confirmed that the number of staff members present on a regular basis will be three; this includes one manager and two care staff.

- 8.19 Officers have based their assessment on the amended documents and Staff Rota provided, which outlines that the on-site manager will typically work Monday-Friday, between 09:00 and 17:00; outside of these hours the manager will be available on an on-call basis, responding to any urgent needs. The two care staff will work 48-hours shifts and following concerns being raised by Officers, the changeover of staff has been amended. One staff member will now change over each day, with the changeover time being between 07:30 and 08:00, before the manager arrives on site. This staggered approach has been proposed to avoid disruption and ensure that a maximum of 3no. staff members are on site at any one time, avoiding on-street parking.
- 8.20 In addition to the above, the Planning Support Statement outlines that other than the care staff and manager, no other staff members will attend site. Likewise, visits made by Social Workers and Ofsted would be infrequent, in the region of once every six weeks, but this is subject to the need of the individual children. As such, the intensity of these visits are limited.
- 8.21 During the formal consultation period, a number of concerns have been raised regarding the impact the proposal would have on neighbouring amenity, including impacts due to increased noise; especially as the application site is a semi-detached property. This has been considered at length by Officers and whilst the proposed development will offer a level of on-site care (as set out in the Planning Statement and supporting information), it is considered that the daily operation of the home will not prejudice or undermine the existing surrounding uses. This being said, to further ensure the amenity of neighbouring properties is not detrimentally affected, Officers would look to include a condition on the decision notice, requesting details of additional insulation. It is considered therefore that the proposal accords with Policies BE1 and HO7 of the TWLP in relation to impact on neighbouring residential amenity.
- 8.22 **Highway Impacts**
- 8.23 When this application was first submitted the Local Highways Authority did initially comment, outlining that the application required amendments and further detail. This was on the basis of insufficient, off-road parking being available and the size of one of the parking spaces being unacceptable. The Local Highways Authority outlined that due to the size and layout of the driveway, a total of 3no. off-road parking spaces can be accommodated. Since these initial comments, amended documents and an amended staff rota have now been submitted and the Applicant has demonstrated on a Proposed Block Plan the on-site parking provision available. This demonstrates that 3no. off road parking spaces are available and the size of these spaces is considered to be appropriate.

- 8.24 As a result of the amendments received, the number of staff change overs per day is considered to be limited and suitably staggered. One of the staff members will change over each day, with the changeover time being between 07:30 and 08:00, prior to the manager starting their shift. In recognition of the proposed development and staffing numbers presented on the Staff Shift Rota and documents submitted, the level of traffic associated with the development is not considered to result in significantly detrimental harm to the surrounding highway network. Furthermore, as outlined within this report, the proposed shift changes are considered to take place at appropriate times during the day, further ensuring that there is no detrimental disruption to the surrounding highway network. To further control the development, the Applicant has included measures within their Planning Statement/Business Plan, to ensure the staff park in the off-street spaces available, with on-street parking being limited to visitors, which are set to be on an infrequent basis and no different to what could be expected from a C3 residential dwelling.
- 8.25 When the scheme was first submitted, mention was made regarding a House Car being available. However, to further reduce the level of off-road parking spaces required, Officers have requested that this be omitted from the proposed scheme.
- 8.26 Whilst the proposal is for a Children's Care Home, it is acknowledged that the site will be operated in a similar manner to a residential dwelling. The children being cared for range from the ages 7-17 and are therefore unlikely to have use of a car, with only the carers requiring parking facilities.
- 8.27 Based on the amendments received and the above assessment, the proposal is considered acceptable on balance and there are no technical highways reasons to warrant the refusal of this application. It is considered that the proposal complies with Policies C3 and C5 of the Telford & Wrekin Local Plan 2011-2031.
- 8.28 **Other Matters**
- 8.29 In addition to the above, which Officers consider addresses the majority of the material considerations raised during the consultation period, further concerns have been raised by local residents which are addressed below.
- 8.30 A comment has been raised in relation to there being a restriction within the deeds of the property, in that it cannot be used for business purposes. Matters such as this are not material planning considerations and cannot therefore be taken into account during the assessment carried out. This would be a civil matter for the Applicant to look into.
- 8.31 Furthermore, a comment has been raised regarding inaccuracies within the supporting documentation. Officers did note this when the scheme was first submitted and the Applicant was given the opportunity to amend the

supporting documentation. This not only allowed the LPA's assessment to be finalised, but as per Para 39 of the NPPF, ensured that the LPA worked proactively with the Applicant.

- 8.32 A number of neighbour comments have also been received, querying the consultation period undertaken as part of this application, and that not all neighbouring properties were consulted. Officers are satisfied in this instance that all neighbours who share a boundary with the red edged application site boundary (as required by the Development Management Procedure Order and TWC Statement of Community Involvement) were formally consulted in this instance, and the process has been duly adhered to.
- 8.33 The concerns raised over the personal history of the users, risk to safety of neighbouring properties and issues surrounding anti-social behaviour are acknowledged, but are not material planning considerations. Officers are satisfied that an appropriate level of information has been provided in this instance, including the age range of the children and the number of children to be cared for; other specific information regarding the history of the users is not a planning requirement in this instance. These homes need to be in sustainable locations, with access to facilities and schools and be supported by an established local community. The Applicant is looking to provide a 'family home' to the young persons in its care, rather than institutional settings. This approach is also favoured by the statutory regulator, Ofsted, who has been encouraging providers to move away from the more traditional institutional model, having recognised that 'institutionalised' persons can then have difficulty transitioning effectively to independent living and the workplace. The children will also be managed by professional carers, with the home being regulated by Ofsted. Policy HO7, the Homes for All SPD and national guidance supports the provision of care homes for young persons and it is considered that this proposal complies with the criteria set out within Local Planning Policy.

## **9. CONCLUSION**

- 9.1 Having regard to the above considerations, the proposal represents a sustainable form of development that falls within the 'built-up' area of Telford. The proposal is considered to be acceptable in regards to scale and design and would remain in-keeping with the character and appearance of the immediate area and will not have a significantly detrimental impact upon the amenity of neighbouring residential properties. Furthermore, following receipt of amendments in relation to the changeover times of staff, Officers are satisfied that the level of off road parking available is acceptable on balance. As such, there are considered to be no principle or technical reasons to warrant refusal of this application, and appropriate conditions are imposed to control its future use and management.

- 9.2 The proposal is therefore deemed compliant with the Telford & Wrekin Local Plan 2011-2031 and the guidance contained within the NPPF.

## **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** (with the authority to finalise any matter including Condition(s)) 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 Full  
Details of Landscaping  
Details of additional insulation  
Parking, Loading, Unloading and Turning Area  
Development in Accordance with Plans  
Development in accordance with Planning Statement  
Restrict Use and Number of Children in Care (3)

### **Informative(s):**

Fire Authority  
Highways access  
Biodiversity Net Gain – Not Required  
Conditions  
Reason for Grant