

TWC/2020/0210

Sunnycroft View, 209 Holyhead Road, Wellington, Telford, Shropshire, TF1 2DP  
Change of use from dwelling house (use class C3) to residential institution (use class C2)

**APPLICANT**

Unity Residential Care Facilities

**RECEIVED**

06/03/2020

**PARISH**

Wellington

**WARD**

Ercall

**THIS APPLICATION HAS BEEN CALLED TO COMMITTEE AT THE REQUEST OF CLLR MILES HOSKEN.**

Online application file:

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?applicationnumber=TWC/2020/0210>

**1. Summary Recommendations**

1.1 Full Grant subject to conditions and informatives.

**2. APPLICATION SITE**

2.1 No.209 is a new build dwelling located on Holyhead Road, Wellington within access of shops, schools and doctors surgeries; there is a public transport system which serves Wellington so that other areas of Telford are accessible.

2.2 Dwellings within the immediate vicinity tend to be detached or semi-detached and built to a similar design. The application site is located opposite Sunnycroft, which is a Grade II Listed Building under the ownership of the National Trust. There is however no direct impact upon this property or its setting due to trees and planting along the front boundary.

**3. Application Details**

3.1 This full planning application seeks permission for the change of use of a dwelling (Use Class C3) to a residential institution (Use Class C2). There are no external or internal alterations proposed as part of this scheme.

3.2 A Business Plan supports the application and outlines that the application seeks to use the existing dwelling to accommodate 3 children aged between 7 and 17 years of age.

- 3.3 Staff will operate on a shift basis, with two full time carers being on duty each day working a 48 hour shift. They will operate on a 2 day on, 4 day off rota.
- 3.4 The changeover for full time staff members will occur every 48 hours between 8:00am and 10:00am and will be controlled by condition in accordance with the submitted Business Plan.
- 3.5 Alongside the two overnight carers there will typically be a third carer joining them in the afternoon, starting between 2:00pm-3:00pm and finishing around 10:00pm-11:00pm.
- 3.6 Additionally, the care home has a full time manager; the manager is generally based at head office carrying out meetings and visiting a variety of different care homes but will visit the care home between 9am and 5pm on an ad hoc basis.
- 3.7 The children receiving care will do all the activities that any other child would do including going to school and other family based activities.

#### **4. Planning History**

- 4.1 TWC/2016/0828 – Outline application for the erection of 1no. dwelling with all matters reserved – Outline granted 22.11.2016
- 4.2 TWC/2017/0451 – Outline application for the erection of 1no. dwelling with detached garage and associated access – Outline granted 11.07.2017
- 4.3 TWC/2017/0920 – Reserved matters application for the erection of 1no. dwelling with detached garage including details for appearance, landscaping, layout and scale pursuant to outline application TWC/2017/0451 – Reserved Matters Granted 10.01.2018

#### **5. Relevant Policy Documents**

- 5.1 National Planning Policy Framework (NPPF)
- 5.2 Telford & Wrekin Local Plan 2011-2031

#### **6. Neighbour Representations**

- 6.1 Five neighbouring properties have been formally consulted on the proposed and the Local Planning Authority have received two letters of objection. The letters of objection raise the following comments/concerns:

### Drainage and flooding

- The property was built over a pond that was fed by a water culvert. This culvert still runs through the ground of the house, consequently, a watercourse does run within 20 metres of the property.
- In 2016 Groundsure identified the plot as an area at risk of pluvial / fluvial flooding. This has been compounded by the Taylor Wimpey development.
- Flooding makes the back garden continually unusable.
- Most recently, flooding occurred from the road overflow.
- Currently unresolved flooding issues and ground conditions that remain on-going at both 209 and 211 Holyhead Road.

### Suitability of property for use as a C2 Residential Institution

- Unsuitable application to convert 209 Holyhead Road into a busy commercial business, bringing unnecessary additional noise and disturbance to an important quiet and well-established residential area of Wellington.
- The previously approved application was only approved for use as a residential dwelling. Whilst the supporting document to the application outlines a traditional family environment, it is devoid of any safeguarding assurances to neighbours

### Highway safety

- Highway issues relating to vehicles both arriving and departing from the property of 209 Holyhead Road onto a busy main road with restricted visibility and blind spots from the incline towards and beyond the National Trust property opposite.

## **7. Statutory Representations**

7.1 Wellington Town Council – No comment received.

7.2 Cllr Miles Hosken – Object:

- Unresolved flooding issue and issues with the development at the rear of the neighbouring properties.
- Proposed use is incompatible with the immediate locality, the property is a traditional residential property which is being converted into a business.
- Adverse highway safety issues, particularly the access/egress onto the main Holyhead Road. These issues will increase due to the more regular visits to the property.
- National Trust property is located opposite the site, as such this area of Holyhead Road will be very busy.

7.3 Highways – No objections

7.4 Shropshire Fire Service – Comment:

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

## **8. Appraisal**

### Principle of use

8.1 The main issues in this case are whether the proposed change of use would result in an unacceptable impact on nearby residential amenities, and whether the residential institution would be out of character with the area. Cumulatively, the nature of the change involved and how material it would be is a fundamental factor.

8.2 Policy HO7 of the Telford & Wrekin Local Plan 2011-2031 outlines that the Council will support proposals within the Use Class C2 and other forms of residential accommodation including retirement homes to address specialist housing needs, providing that;

- The proposed development is designed to meet the specific needs of residents, including requirements for disabled people where appropriate;
- The location of the development is in close proximity to community and support facilities, shops and services, and public transport connections;
- The proposed development related well to the local context in design, scale and form.

8.3 The application site is located within Wellington, which is a highly suitable location with good access to local facilities, shops and to public transport connections. The overall scale and design of the application site is not changing as part of this proposed scheme, it therefore relates well to the local context in respect of scale, design and form. The proposal is therefore deemed to be compliant with Policy HO7 of the Telford & Wrekin Local Plan 2011-2031.

### Impact upon the living conditions of neighbouring properties

8.4 Policy BE1 of the Telford & Wrekin Local Plan states that the Council will support development which respects and responds positively to its context and enhances the quality of the local built and natural environment. The proposal would not result in any changes to the external appearance of the fabric of the building. The proposal will not introduce windows which would overlook adjacent properties, similarly it will not introduce any extensions which would cause a loss of light or dominance to the streetscene.

8.5 Policy BE1 of the Telford & Wrekin Local Plan also states that the Council will

support development which demonstrates that there is no significant adverse impact on nearby properties by noise or that new development does not prejudice or undermine existing surrounding uses. With regards to the impact caused by noise and disturbance, the proposal will comprise of 2 full time, overnight carers, 1 additional carer during the afternoon and evenings and 1 on site manager, who will generally be based at head office rather than in the institution itself. There will also be the 3 children living in the accommodation at any one time.

- 8.6 As a result of the level of care required the maximum number of staff that are likely to be within the institution at one time is 4. This is considered to be equivalent to the scale of a large family, reflecting the character of the surrounding area; any possible noise disruption is likely to be limited due to their being only 3 children there at one time and the staff on site would provide both supervision and care. In addition to this, the changeover times have been scheduled to correspond with a normal working day, being between 8:00am to 10:00am for overnight carers; at this time the afternoon care worker will not be on site so again the maximum number of care workers during this changeover period will be 4. With regards to the afternoon care worker, the finishing time for this shift is generally between 10:00pm – 11:00 pm, however as this not a changeover between staff and will simply involve the afternoon care worker leaving the premises this is considered acceptable. As previously mentioned, the onsite manager generally works between 9:00am and 5:00pm, however the majority of this time is spent between head office, meetings and other residential institutions. Subsequently, this level of staff and care in not considered to harm the amenities of the surrounding area any more than a C3 residential dwelling would.
- 8.7 Alongside the staff working hours and change over times the applicant has confirmed that the children living within this residential institution will not require any medical care other than in emergencies; similar to that required for a typical family home. All children will have yearly medical assessments however these generally take place away from the application site. Additional visits do take place from a social worker every 6 weeks for the children living in the home.
- 8.8 Whilst it has been noted that there is concern with regard to children who could be accommodated here, planning cannot distinguish between one child to another; it is not within the realms of planning to directly control behaviour. In this instance, it is considered that the proposed use would not have a significantly detrimental impact on the surrounding amenity than if the property were in use as a large family dwelling. As such, the proposal complies with Policy BE1 of the Telford & Wrekin Local Plan.

## Highways Impacts

- 8.9 Based on the parking standards in the Telford & Wrekin Local Plan, the unit should provide 1 parking space per every 4 bed spaces and 1 parking space per 1 member of staff. As such, the minimum number of parking spaces that would be required as per the parking standards outlined within the Telford & Wrekin Local Plan is 5 at any one time. Alongside this, within the supporting statement submitted the agent has confirmed that there will be two pool cars used to transport the children to school and for other activities. It is therefore considered, by looking at the parking plan provided, the level of parking required can be easily accommodated on the drive. The proposed scheme is therefore considered acceptable and would not result in any on street parking.
- 8.10 In this instance the access onto the site is existing and was assessed during the previously approved applications TWC/2017/0451 and TWC/2017/0920 which granted consent for the dwelling to be constructed.
- 8.11 Comings and goings proposed would not be any different in this instance than if a family was living in the application dwelling. Following on from the formal consultation period, the Council's Highways specialist has raised no objection to the proposed scheme. As such, officers consider the proposed scheme will not result in any highway concerns.

### Flooding:

- 8.12 Concern has been raised in this instance in relation to flooding on the application site, which was caused by a previously approved development to the rear of the application dwelling. However, measures have been put in place to rectify this issue which would need to be resolved regardless of this application which has no impact on flooding as there are no extensions or external alterations proposed. As such flooding is not a material planning considerations in this instance.

## **9. CONCLUSIONS**

- 9.1 The proposed scheme is considered to be acceptable in this instance. Despite a material change of use being evident by virtue of the level of care being provided, including the number of staff and children and staff change over times proposed, this is not considered to result in any significantly detrimental harm upon the amenity of neighbouring dwellings. There is adequate provision for on-site car parking as well as adequate garden space to cater for the proposed use. The proposed scheme is therefore considered to be compliant with the policies HO7, C3 and BE1 of the Telford & Wrekin Local Plan 2011-2031 and the NPPF and is acceptable subject to relevant conditions and informatives.

## 10. Detailed recommendation

Based on the conclusions above, it is recommended that **DELEGATED AUTHORITY** be granted to the Delivery Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to the following conditions:

1. A04 Time Limit
2. CCustom Development in accordance with business plan approved
3. C38 Development in accordance with approved plans
4. D06 Restriction on use as C2 Residential Institution
5. DCustom Restriction on the number of children within the Residential Institution