

REPORT OUTLINE FOR AREA PLANNING COMMITTEES**Report No.**

Date of Meeting	13 th October 2016
Application Number	16/07363/FUL
Site Address	The Council House Bourne Hill Salisbury SP1 3UZ
Proposal	Integration of police station into existing office space for police operational and administrative purposes including accommodating both a community policing team (whose functions will include community policing and responding to incidents), and an enquiry office facility.
Applicant	Police and Crime Commissioner for Wiltshire
Town/Parish Council	SALISBURY CITY
Electoral Division	ST EDMUND AND MILFORD – Cllr Atiquel Hoque
Grid Ref	414736 130355
Type of application	Full Planning
Case Officer	Adam Madge

Reason for the application being considered by Committee

The Head of Development Management does not consider it expedient in this case to use his delegated powers as the proposed use is located within a council owned building where objections have been received to the proposal.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the application be approved.

2. Report Summary

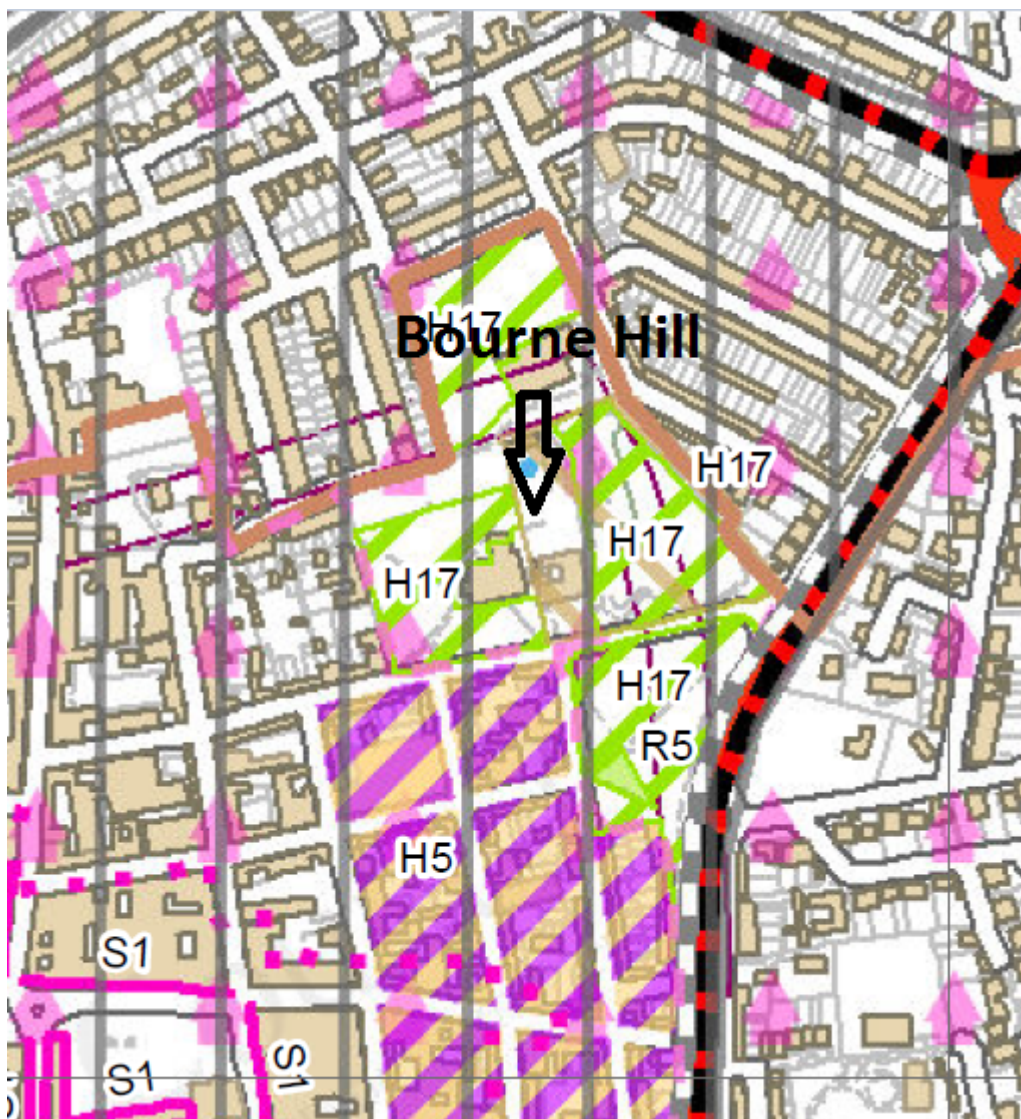
The main issues to consider are –

- a) Principle of development
- b) Traffic issues
- c) The affect on neighbouring properties amenity including the arts centre and neighbouring residential properties
- d) The affect on the grade 2* listed building and the surrounding conservation area.

3. Site Description

The site is that of the grade 2* listed Council House at Bourne Hill in Salisbury. The main building dates from 1670 with alterations in the early 18th century and in 1788. It was recently refurbished and the previous Victorian extension to the rear removed and a new modern glazed extension was added. The building is currently used as the main 'hub' for council workers in the South of Wiltshire and contains the city's police station which is positioned on the ground floor.

The building is situated within grounds which extend primarily to the East of the building and are open to the public. There is a formal garden to the rear beyond which lies open grass which formerly contained the City's swimming pool. To the West is the College street Car park which is presently used partly by the police at Bourne Hill and also the former St Edmunds Church which is used as an arts Centre and has its own small car park to one side.



4. Planning History

S/2006/0200

EXTERNAL ALTERATIONS TO THE COUNCIL HOUSE, PART DEMOLITION OF OFFICE BUILDINGS, OUTBUILDINGS AND

BOUNDARY WALLS, NEW PEDESTRIAN ACCESS OPENING THROUGH EXISTING BOUNDARY WALL ADJACENT TO THE ARTS CENTRE, CONSTRUCTION OF A NEW BUILDING (APPROXIMATELY 4,000sq.m) TO CREATE NEW HEADQUARTERS BUILDING FOR SALISBURY DISTRICT COUNCIL AND PART CHANGE OF USE OF THE COUNCIL HOUSE TO REGISTRY OFFICE, TOGETHER WITH ASSOCIATED CAR PARKING AND LANDSCAPE WORKS. CLOSURE OF VEHICULAR ACCESS TO CAR PARK FROM COLLEGE STREET AND ALTERATIONS TO THE CAR PARK

Approved with conditions 16/2/2006

S/2006/0201 EXTERNAL AND INTERNAL ALTERATIONS TO THE COUNCIL HOUSE AND PART DEMOLITION OF OFFICE BUILDINGS, OUTBUILDINGS AND BOUNDARY WALLS, NEW PEDESTRIAN ACCESS THROUGH EXISTING BOUNDARY WALL ADJACENT TO THE ARTS CENTRE AND CONSTRUCTION OF A NEW BUILDING (APPROXIMATELY 4,000SQ. M) TO CREATE NEW HEADQUARTERS FOR SALISBURY DISTRICT COUNCIL TOGETHER WITH ASSOCIATED LANDSCAPE WORKS

Approved with conditions 16/2/2006

S/2008/0350 EXTERNAL ALTERATIONS TO THE COUNCIL HOUSE INCLUDING GLAZED LINK & BOUNDARY WALLS NEW PEDESTRIAN ACCESS OPENING THROUGH EXISTING BOUNDARY WALLS ADJACENT TO ARTS CENTRE WITH GLAZED LINK TO A NEW EXTENSION (APPROX 2630 M SQ GROSS EXTERNAL AREA) TO CREATE NEW OFFICE FOR COUNCIL SERVICES & PART USE OF THE COUNCIL HOUSE AS A REGISTRY OFFICE WITH ASSOCIATED CAR PARKING LANDSCAPING (INCLUDING TO THE NORTH GARDEN) & ALTERATIONS TO EXISTING CAR PARK

Approved with conditions 21/2/2008

S/2008/0351 EXTERNAL & INTERNAL ALTERATIONS TO THE COUNCIL HOUSE INCLUDING GLAZED LINK & BOUNDARY WALLS NEW PEDESTRIAN ACCESS THROUGH EXISTING BOUNDARY WALL ADJACENT TO THE ARTS CENTRE WITH GLAZED LINK TO A NEW EXTENSION (APPROX 2630 M SQ GROSS EXTERNAL AREA) TO CREATE NEW OFFICES FOR COUNCIL SERVICES WITH ASSOCIATED LANDSCAPE WORKS

Approved with conditions 21/2/2008

S/2012/0544 REMOVE EXISTING RADIATORS TO THE THREE WINDOW BAYS IN THE CEREMONY ROOM AND INSTALL FAN COIL UNITS INSTEAD.

Approved with conditions 23/4/2012

S/2006/1984 DEMOLITION OF REDUNDANT SWIMMING POOL COMPLEX INCLUDING THE REMOVAL OF ALL FOUNDATIONS AND POOL TANKS

Approved with conditions 28/9/2006

5. The Proposal

The proposal is for the integration of the existing police station into Bourne Hill which will include the addition of a community policing team which will respond to incidents and the enquiry office facility. This will involve the total number of officers located at the premises being 87 (although only 24 at any one time because of shifts). This is an increase on the current 29 (with 14 being on shift at any one time). There will be an increase in use of the existing College street Car park by the police for police vehicles from 24 spaces at present to 31 spaces.

It is intended that the enquiry desk will be open to the public from 8.30am to 5.30pm Monday to Friday and 9am to 1pm on Saturdays. The police will occupy the premises for operational purposes 24 hours a day 7 days a week.

There are no physical building works proposed as part of this development and no increase in the built floor space. At present it is envisaged that the police would occupy the ground floor (as at present) and the second floor of the new extension.

6. Local Planning Policy

a. Adopted development plan – Wiltshire Core Strategy

Core Policy 1 – Settlement Strategy

Core Policy 2 – Delivery Strategy

Core Policy 3 – Infrastructure Requirement

Core Policy 20 – Spatial strategy for the Salisbury Community area

Core Policy 57 – Ensuring high quality design and place shaping

Core Policy 58 - Ensuring the conservation of the historic environment.

Core Policy 60 - Sustainable transport

Core Policy 61 - Transport and new development.

b. Neighbourhood Planning

There is presently no neighbourhood plan for the Salisbury City area

National Planning Policy context.

National Planning Policy Framework and National Planning Policy Guidance.

7. Summary of consultation responses

Wiltshire Council highways –

I refer to the above planning application to allow an increase in the accommodation to be utilised by Wiltshire Police, together with an increase in the number of parking spaces available for the police in the College Street car park.

I understand that the amount of floor space to be used will increase by around 20% from 456sqm to 545sqm with the maximum number of staff and officers based at the premises being 24 at any one time. The number of parking spaces being used by the police will increase to 31. The application involves no physical works or alterations to the building, access or highway.

I note the concerns of the local residents with regard to the potential increase in police cars travelling at speed through the residential streets, many of which are subject to 20mph speed limit. However, this is a matter that the police will have to manage and control. The principle of the relocation of Wiltshire Police has been established and offers wider benefits to the community.

The loss of parking within the College Street car park is unfortunate, although 40 parking spaces will remain and there are other parking options for visitors to Salisbury, as well as other travel opportunities such as the Park and Ride.

I regret that I have not had sight of the Bourne Hill Travel Plan but the existing travel plan should be updated to include the use of the building by Wiltshire Police and their unique and individual vehicle movements and travel needs.

Wiltshire Council Public Protection – *It is noted that concern has been expressed regarding noise from the use of College Street car park by Police vehicles. As this is a public carpark that can be used 24hours a day, 7 more of the spaces being used for Police vehicles rather than public is not likely to lead to an increased adverse impact.*

As mentioned above, in terms of changes in vehicle movements there is proposed to be an increase of 7 in the number of spaces in a public carpark allocated to Police. There will also be an increase in Police Officers based at Bourne Hill, due to shift work this will likely be an increase of 10 officers at any one time.

Bourne Hill is within Salisbury Air Quality Management Area and as such the Travel Plan must be reviewed and updated to reflect the use of the building.

A condition should be attached to any planning permission granted requiring the travel plan to be reviewed and updated.

Wiltshire Council Conservation officer - *The application proposes no physical changes to the listed building nor works within its setting, and I therefore have no comments to make.*

Historic England - *The application(s) should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.*

Salisbury City Council –

SCC object to this application on grounds of safety, noise, loss of amenity for the Arts Centre, and a lack of proper consultation with local residents and air quality issues arising from additional traffic, particularly diesel vehicles in the city centre. In addition there is a lack of a travel plan for the site. Wiltshire Council's July 2009 Supplementary Planning Document 'Development Related Travel Plans' gives criteria when Travel Plans are to be supplied,

including at Para 5.2 "All smaller developments generating significant amounts of travel in, or near to, Air Quality Management Areas (AQMA's), and in other locations where there are local initiatives or targets for the reduction of road traffic, or the promotion of public transport, walking and cycling;". These criteria apply at this location which is within the Salisbury AQMA. There is already an extant condition requiring a Travel Plan for occupants of Bourne Hill. Condition 25 attached to S/2008/0350 required continued implementation of an approved travel plan as long as any part of Bourne Hill is occupied. It would appear that the SDC Travel Plan dated Feb 2008 which resulted from S/2008/0350 has not been updated to reflect the travel patterns of the current occupants of these offices (WC/Police). The opportunity should be taken to rectify this failing.

8. Publicity

4 Letters of objection raising the following points –

- A) Considers that the wrong information has been given on the application about the opening hours of the police station as there are police movements in and out of Bourne Hill 24 hours a day not only the hours specified in the application.
- B) Considered that not all of the College Street Car park should have been included in the application as only approximately 50% is currently used for police parking.
- C) Police vehicles regularly leave the car park at speed. The access to Belle Vue road is blind for pedestrians and people including children who regularly cross the road at this point to access the park at the rear of Bourne Hill which police drivers do not take into account.
- D) As the site is in operation 24 hours a day there has been an increase in traffic which has had a detrimental environmental impact on the area. There is movement of police vehicles throughout the day but most significantly an impact between 07:00 and 23:00. There is also the slamming of boots and doors which creates noise issues when vehicles arrive and leave particularly in the early hours.
- E) The existing College street car park acts as an overflow for city centre parking, the Arts centre and residents, the plan details that the College street car park will be lost.
- F) There has been a detrimental impact to the environment from pollution from the increase in cars, LGV's and HGV's. Wildlife has also been affected by the lighting being on all night with birds singing throughout the night.
- G) Concern is expressed that not all residents have been consulted and that the consultation was limited.
- H) The premises is in the middle of a residential area with a 20mph speed limit it is inconceivable that response vehicles are to be located in this vicinity.
- I) When the police station moved from Wilton Road to Bourne Hill, it was a temporary measure until it could be located at the "hub" at 5 Rivers. Bourne Hill is an unsuitable location for the permanent siting of a police station.
- J) Generally support the use of Bourne Hill by the police. Having read the problems experienced by local residents I feel the police will need to give more consideration to their new neighbours and work more closely to minimise disturbances at night.
- K) When Bourne Hill was built it had a green travel plan providing parking spaces for essential users with other council staff parking elsewhere. I would like to know how many official police vehicles need spaces and if it is planned to provide spaces for non-police vehicles. Can this be made clear?

1 additional letter commenting that there don't appear to be details of the proposed changes to the parking in the College street car park.

9. Planning Considerations

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.

a. Principle of development

The principle of locating the police service with Bourne Hill is considered acceptable. The existing use of the building is as offices for use by a public service (the council) The movement of the additional police officers to Bourne Hill is again for use by officers in a public service role it is not considered therefore that in principle the use is incompatible with that, that already exists at the premises.

The police in a supporting statement submitted with the application have stated the following -

"The proposed development is for the continued use of the premises by Wiltshire Police and proposed use by the Community Policing Team for Wiltshire South.

Wiltshire Police has occupied part of the building since August 2014 to accommodate their neighbourhood policing teams and its enquiry facility. Wiltshire Police is now in the process of rolling out a new police operating model called 'Community policing'.

Community Policing offers a way for the police and the community to work together to resolve the serious problems that exist in communities and build better relations with each other and partner agencies. It is essential to identify and address root causes of problems that lead to repeat calls so that demand placed upon the teams within the community is reduced.

Neighbourhood Policing is a core part of the community policing team. Local officers will be policing local communities -- dealing with local issues. The introduction of larger community policing teams means that Wiltshire Police would be broadening the size of local teams to include response officers and investigators.

The anticipated key benefits of the model include:

- Improved customer experience;*
- Create capacity to prevent;*

- *Increase in staff morale and wellbeing;*
- *Efficiency savings; and*
- *Reducing further demand.*

Wiltshire Police is on a journey with its partner organisations and this model allows it to move from isolation to collocation with a view of integration for the future.

A decision was made to trial a Community Policing Team in the Trowbridge and Warminster area. In autumn 2015, a community policing team pilot went live.

The pilot area has demonstrated some early successes which include ownership of jobs and a single point of contact for our customers, the development of strong team ethos, improved multiagency working and the importance of joint team briefings creating a one team approach. Wiltshire Police would like to capitalise on these findings for all residents of Wiltshire.”

Core Policy 20 of the Wiltshire Core Strategy sets out the development strategy for Salisbury and the way in which development should grow during the Core Strategy period. There is a need therefore to have police facilities which meet that growth strategy which this proposal provides.

b. Site specific considerations –

Traffic and parking

It is proposed to increase the number of vehicular spaces used by the police in the College Street Car Park by a further 7 such that the total number of police spaces will be 31. It is not considered that the movement of a further seven police vehicles in and out of College Street Car park is likely to cause a significant additional amount of traffic particularly as those spaces already exist within the car park and can at present be used by the public.

Officers own personal vehicles when they are brought to work would be parked in City Centre car parks as council employees are expected to at present.

The council’s highways officer has been consulted on this application and they have raised no concerns about the additional police numbers that arise from the application itself. The Highways officer has specific responsibility for highway safety and has raised no concerns in this respect. They have however suggested that the applicants should be tied to the existing Green travel plan for Bourne Hill which the council adheres too.

The affect on neighbouring properties amenity including the arts centre and neighbouring residential properties.

The main perceived effects to neighbours from the increase in police numbers at Bourne Hill is from the additional vehicles in the area, the times of days that these will operate and any additional noise from these. The police only intend to use seven further parking spaces additional to that which currently exist. The additional noise from seven vehicles is unlikely to lead to such a level of noise that it would warrant refusal of planning permission. The car park exists and can be used by the public at any point of the day or night. Whilst there may be some activity at night from police vehicles the amount of activity and noise generated by these additional seven vehicles is not considered being significant.

It is not considered that there will be a loss of amenity to the arts centre from the proposed use as most of the College Street car park is still available to the public as is Salt lane, all of which can still be used by the Arts centre. There is unlikely to be any significant increase in noise that will affect the Arts centre.

The effect on the grade 2* listed building and the surrounding conservation area.

Neither English Heritage nor the council's conservation officer has raised any concerns or objections to the application as there are no material alterations to the building.

c. Other material considerations.

A number of matters have been brought up by neighbours to the development and the city council as follows –

The correct hours of opening have been given on the application as it states it is open from 8.30am – 5.30pm Mondays to Fridays these are the hours that the offices are open to the public. The office is in use by both council workers and the police outside of these hours and will have a 24 hour use for a limited number of officers as described in the applicants accompanying statement.

The whole of the College street car park was included in the red line of the application plan because the red line denotes the planning unit to which the application relates. This includes the College Street Car Park where an additional seven car parking spaces are proposed to be used for police vehicles.

It is noted that some householders believe that police vehicles presently leave the site at speed. Clearly in the case of an emergency, police vehicles are entitled to exceed the imposed 20mph speed limit in this residential area. The majority of responses are carried out when officers are already away from the office. On occasions when they are required to leave the office in an emergency this will clearly be carried out in the safest manner possible. Police response drivers are highly qualified and trained to read the road conditions in an area and respond accordingly.

There will be an increase in traffic from the additional seven police parking spaces and from the additional officers that will be based at Bourne Hill, This will only be an additional 10 staff at any one time over those currently based at Bourne Hill (excluding change over times) and whilst there will be additional noise and disturbance over that which already exists, this is not considered to be extensive enough to warrant non approval of planning permission.

The college street car park will not be lost as part of this proposal. The police only intend to use a further seven spaces in addition to that which already are used i.e. from 24 to 31. The rest of the spaces will still be available for others to use.

The parking area will hold no more vehicles than it currently does and therefore increase in pollution levels is likely to be negligible.

A total of 41 neighbour consultation letters were sent out as part of this planning application including all those neighbours directly adjacent the development and three site notices were put up around Bourne Hill. The council only has a legal duty to either notify neighbours affected by the development or put up site notices but both were done in this case. It is considered the consultation was wide and adequate.

The move of the police station from Wilton road to Bourne Hill was never a temporary proposal and the main police station was always intended to be at Bourne Hill.

10. Conclusion

It is considered that the addition to and expansion of the existing police facilities at Bourne Hill will provide public benefits that outweigh any perceived disbenefits. The loss of seven car parking spaces to police use is not considered to be significant as it would still leave a substantive number of car parking spaces for public use. There is the possibility of additional noise from vehicle doors etc at various times of the day but this is to be expected from a public car park and is not incompatible with its existing use as such. There are benefits to the public from the co location of the police offices to Bourne Hill in terms of co operation between officers and sharing of facilities. It is considered that the proposal complies with policies CP1, 2 and 20 of the Core strategy and as such can be recommended for approval.

RECOMMENDATION Grant planning permission subject to conditions

- 1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans:

Application form dated 27th July 2016

Site Plan as received 1st August 2016

Agents supporting letter dated July 27th 2016

REASON: For the avoidance of doubt and in the interests of proper planning.

- 3) No part of the development shall be occupied by the new use, until the existing Green travel Plan has been updated and approved in writing by the Local Planning Authority. The updated Travel Plan shall include details of implementation and monitoring and shall be implemented in accordance with these agreed details. The results of the implementation and monitoring shall be made available to the Local Planning Authority on request, together with any changes to the plan arising from those results.

REASON: In the interests of road safety and reducing vehicular traffic to the development.

- 4) The number of staff employed by the Police authority and permanently based at Bourne Hill shall not exceed 87 as specified in the applicants accompanying statement unless otherwise agreed in writing with the local planning authority.

REASON: In order to ensure that there is no adverse effect on the amenity of neighbouring residents from an increase in police numbers without further consideration by the local planning authority.