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Deadline	06th December 2010		
Application Number:	S/2010/1492		
Site Address:	HAYBURN WYKE 72 CASTLE ROAD SALISBURY SP1 3RL		
Proposal:	CHANGE OF USE FROM A GUEST HOUSE (USE CLASS C1) TO A RESOURCE CENTRE FOR CHILDREN AND FAMILIES (SUI GENERIS)		
Applicant/ Agent:	MISS RHIANON BOULTON		
Parish:	SALISBURY CITY COUNCIL - ST PAULS		
Grid Reference:	414277.1	131036.7	
Type of Application:	CU		
Conservation Area:		LB Grade:	
Case Officer:	MR A MADGE	Contact Number:	01722 434380

Reason for application being considered by committee:

Wiltshire Council application to which an objection has been received

1. Purpose of Report

To consider the above application and to recommend that planning permission be GRANTED subject to conditions

Neighbourhood Responses

0 letters received objecting to the proposal

0 letters of support received

0 letters commenting on the application received

City Council response

Object

2. Main Issues

The main issues to consider are:

9.1 Principle of Change of Use (policy background)
9.2 Noise and Disturbance
9.3 Parking / Highways
9.4 City Council's comments

3. Site Description

The site is a large detached interwar property situated at the junction of Castle road and Victoria road in Salisbury. At present the property is operated as a bed and breakfast use with seven bedrooms (excluding the owners accommodation) The property is known as Hayburn Wyke. The property is two storey in height with rooms on the second floor in the roof.

There is parking to the front of the property which is not laid out at present but could potentially accommodate anything up to five vehicles parked in tandem. There is a garden to the rear of the house and a garage to the North.
A long extension has been added to the rear of the property in the past which entails the owner's accommodation.

4. Planning History

Application number	Proposal	Decision
1995/0720	Additional owners accommodation to include bedroom, bathroom, lounge and conservatory	Approved with conditions 21/6/95
1999/0230	Dormer to side/north/elevation	Approved with conditions 30/3/99

5. The Proposal

The proposal is for the change of use of the existing seven room Bed and breakfast use to that of a children and families centre. This centre will provide the following three services.

Family support team: This manages contact between children and their parents when children have been accommodated by the local authority. So the resource centre could provide a place for children and their parents to meet.

Crisis intervention service: This service propose to use the resource centre as an office during normal working hours. They will use the site for overnight accommodation when the need arises.

The looked after children aftercare team will have a hot desk facility within the building where staff who need to have contact with young people can come and speak to them when the need arises.

The building is likely to be used by up to seven people roughly between the hours of 08:45 - 17:30 and after that time 17:30 - 22:00 by 1 or 2 people. There will be occasional need to use the facility overnight.

In terms of how the building will be used the ground floor will be used primarily for meeting facilities with three rooms laid out as such whilst the first floor and rooms in the roof will be used for offices for staff. The staff accommodation to the rear will be converted to be used potentially for up to two sets of overnight accommodation for children.

6. Planning Policy

The following policies of the Salisbury District Local Plan are considered relevant to this proposal, including PPGs

T6	Change of use to hotels and B and B
E16	Employment uses
E17	Employment Uses
TR11	Car parking spaces
G1	General principles
G2	General principles
Core Policy 24	Change of use of tourism accommodation.
PS1	Change of use to health, social services, places of worship.

7. Consultations

City Council Response

Object on the grounds that although this application does not meet the functional requirements, concerns were raised over child safety due to a busy junction and that the property only has 3 existing car park spaces.

Highways

Satisfied with the transport report provided on parking and traffic generation issues as only four cars will be allowed to use the site at any one time and visitors and staff will have the choice of public transport, walking or cycling from the city centre with some limited on street parking available. Provided amended plans are produced moving the disabled bay and clearly marking out the turning area no objections subject to conditions.

Confirm that amended plan is acceptable.

Tourism

No comments received

Environmental Health

No objections

Economic Development

No comments received

Police Architectural Liaison Officer

We have no comments regarding this application, as long as the proposed use is enforced i.e. part time use, and it doesn't change into a full time residential home etc.

8. Publicity

The application was advertised by site notice/neighbour notification
Expiry date 11/11/2010
No letters of objection have been received.

9. Planning Considerations

9.1 Principle of Change of Use (policy background)

The principle of the loss of the bed and breakfast use has to be considered in the light of policy in the saved policies of the Salisbury District local plan. The saved policies do not have criteria for the retention of existing guest houses, B and B's and hotels but rather has a positive policy to encourage the introduction of new tourism accommodation where that is appropriate.

Policy T6

Proposals for the change of use of buildings to hotel, guest house, bed and breakfast or self-catering accommodation will be permitted, subject to there being no adverse effect on the amenities of dwellings in the area.

Extensions should be subordinate to the existing buildings and not detract from their appearance or the quality of their surroundings.

This policy has encouraged in recent years a number of new hotel operators to the South Wiltshire area and this has meant an expansion to the number of hotel bed spaces in the area. Such facilities include the opening of the Holiday Inn at Solstice Park in Amesbury which now provides accommodation for those visiting Larkhill and Bulford Camps who may have stayed in Salisbury previously.

Similarly the refurbishment of the Cathedral hotel in the centre of Salisbury and the re-letting of rooms in the hotel. In recent years the City Lodge hotel has opened on Milford Street and the Milford Hall hotel have built significant extensions. All of this has increased the volume and number of rooms available within the City most of which competes with smaller guest houses such as Hayburn Wyke.

The current owners of Hayburn Wyke have marketed the property since July 2008 as both a guest house, family house and/or dependants and relatives accommodation. The property has been marketed on a number of well known websites and there have been nine viewings. None of the viewings have been interested in the accommodation for its current bed and breakfast use. The agents state that they are marketing a smaller bed and breakfast use in which they are also receiving very little interest as a Band B. At present it would therefore appear that the market for B and B uses is limited.

The current B and B would benefit from some refurbishment and updating and this would be an added cost on top of the asking price which makes the viability of the business questionable.

Core Policy 24 of the draft South Wiltshire Core strategy states:

Proposals for the change of use of existing bed spaces provided in hotels or public houses or conference facilities to alternative uses will be resisted, unless it can be clearly demonstrated there is no longer a need for such a facility in either its current use, or in any

other form of tourism, leisure, arts, entertainment or cultural use.

The south Wiltshire core strategy is currently in abeyance and in light of this limited emphasis can be given to this policy. In any case given the marketing that has taken place and the lack of interest shown in the property it could be said that the proposal meets the policy.

In view of all of this and because current planning policies in the Salisbury area positively encourage new or enhanced tourist accommodation should the demand arise. It is considered that the loss of the existing bed and breakfast use would be acceptable in planning terms.

Policy PS1 states

The development of health, social services, places of worship and community facilities will be permitted within or adjoining the settlements. Proposals to redevelop or enlarge existing facilities which are located outside settlements will be permitted where the proposed development would take place within the existing boundaries of the site.

As this is the development of a social services facility within the settlement of Salisbury this policy states that such facilities will be allowed and permitted. This is a significant planning policy to which the development adheres.

9.2 Noise and Disturbance

Policy G2 of the saved policies of the Salisbury district local plan states that:

New development will be considered against the following criteria: (amongst other criteria)

(vi) avoidance of unduly disturbing, interfering, conflicting with or overlooking adjoining dwellings or uses to the detriment of existing occupiers;

(viii) avoidance of detriment to public health or pollution to the environment by the emission of excessive noise, light intrusion, smoke, fumes, effluent or vibration; and incorporation of energy efficient design through building design, layout and orientation.

The existing seven room bed and breakfast use could be said to have the potential to be noisier than a single residential property. The fact that there could be up to seven different parties staying in the property (as well as the owners) means that potentially at the beginning and end of the day there could be significant comings and goings from the property.

The new use is likely to be quieter at weekends than the present B and B use as the offices are likely to be primarily used during the week and the applicants have indicated that the main use will be Monday to Friday 08:45 to 17:30. There will be a skeleton staff working outside these hours and up to 22.00 in the evening and on the odd occasion there will be the need for out of hours usage and if a child needed to be accommodated overnight a staff member would also need to be there. However anyone visiting the premises would do so by appointment and it would not be possible for anyone to 'drop in' to the centre for advice or help. The numbers of visitors to the premises will therefore be strictly controlled.

Potentially therefore noise and disturbance could be less than that experienced with the buildings current use as a B and B (particularly at weekends) and the decrease in parking levels at the site (see section below on parking/highways) will also help. It is considered that the levels of noise and disturbance are likely to be minimal.

The environmental health officer has raised no objections to the proposal and in view of this and the above it is considered that the proposal complies with the relevant criteria of policy G2 in that it will not be detrimental in terms of noise and disturbance to neighbouring properties.

9.3 Parking / Highways

Parking and highways are issues to be considered at this site. Policy G2 states as above that:

New development will be considered against the following criteria: (amongst other criteria)

- (i) a satisfactory means of access and turning space within the site, where appropriate, together with parking in accordance with the guidance at Appendices V and VI of the Local Plan;

In terms of parking there is presently a tarmaced area to the front of the property. This can accommodate a limited number of vehicles although more can park in tandem. There is also a garage space which can be used as an informal turn around.

It is intended as part of the application to formalise the car parking arrangement and provide for two car parking spaces to the front of the property in addition to one disabled space. It is also proposed to have one parking space in the existing garage. It is intended that these four spaces will only be available to members of staff and that there will be bollards or a chain placed across the driveway to ensure that no one other than staff can gain access to the parking spaces.

It is intended to install two cycle racks to the rear of the property and the applicants have provided a travel statement which says that staff will wherever possible be encouraged to walk cycle use the bus/park and ride and work from home to reduce the need to travel. All of this will reduce the demand for car parking at the site.

The access to the site is from one direction only along Stratford road and egress can only be made to the north meaning that anyone wishing to go south would have to turn around at a convenient and safe place in Stratford road and come back to the junction with castle road.

It is not considered given the limited numbers of parking spaces and consequently vehicles visiting the site that this will give rise to any particular traffic implications. In view of this and subject to suitable highway conditions it is considered that the parking on site is adequate and that there will be no significant highway safety issues associated with the proposed use as such the proposal would comply with policy G2 of the saved policies of the adopted Salisbury district local plan.

9.4 City Council's Comments

The city council has objected to the application on the grounds of child safety. Children visiting the site would be accompanied by an adult at all times. Whilst the road is busy with traffic. Child safety would not be compromised given that there are pedestrian crossings at this junction and it is not intended for any child to be unaccompanied.

The City Council have objected on the grounds that there will be only three parking spaces. There will be four parking spaces and these are considered acceptable see above.

10. Conclusion

It is considered that the viability of the existing bed and Breakfast use is marginal. Marketing of the property has taken place over a significant period of time with no offers being received for the property. A number of new or enhanced hotel and other accommodation facilities have opened up in the past couple of years with the Salisbury and surrounding area which has affected trade. Given this it is not considered that the loss of the B and B would be to the detriment of tourist trade in the city. In addition, Policy PS1 permits in principle social service type facilities within the settlement.

It is not considered that significantly more noise and disturbance will occur with the use of this facility than with the current bed and breakfast use. Out of hours operations as proposed will be minimal and it is likely that at weekends there may well be a decrease in numbers of people visiting the site and subsequently noise and disturbance. It is considered that there will be no significant effects from noise and disturbance in compliance with saved Policy G2 (viii) and (vi) of the adopted Salisbury District Local Plan. Parking is to be provided at the site for four vehicles to park. Three in the front of the property (including one disabled space, and one in the adjoining garage. Visitors will not be able to park at the property and will be discouraged from doing so. It is considered that the parking as shown on the submitted plans and as is intended to be provided is satisfactory and will meet the needs of the new use and comply with saved Policy G2 (i) and parking standards contained within the saved policies of the adopted Salisbury District Local Plan.

Recommendation

It is recommended that planning permission is GRANTED for the following reasons:

It is considered that the viability of the existing bed and Breakfast use is marginal. Marketing of the property has taken place over a significant period of time with no offers being received for the property. A number of new or enhanced hotel and other accommodation facilities have opened up in the past couple of years with the Salisbury and surrounding area which has affected trade. Given this it is not considered that the loss of the B and B would be to the detriment of tourist trade in the city. In addition, saved Policy PS1 of the adopted Salisbury District Local Plan permits in principle social service type facilities within the settlement.

It is not considered that significantly more noise and disturbance will occur with the use of this facility than with the current bed and breakfast use. Out of hours operations as proposed will be minimal and it is likely that at weekends there may well be a decrease in numbers of people visiting the site and subsequently noise and disturbance. It is considered that there will be no significant effects from noise and disturbance in compliance with saved Policy G2 (viii) of the adopted Salisbury District Local Plan

Parking is to be provided at the site for four vehicles to park. Three in the front of the property (including one disabled space, and one in the adjoining garage. Visitors will not be able to park at the property and will be discouraged from doing so. It is considered that the parking as shown on the submitted plans and as is intended to be provided is satisfactory and will meet the needs of the new use and comply with saved Policy G2 (i) and parking standards contained within the saved policies of the adopted Salisbury District Local plan.

And subject to the following 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 approved shall be undertaken in full accordance with the following approved plans:

Site location and block plan received 11th October 2010
Proposed first and second floor plan received 11th October 2010
Proposed ground floor plan received 11th October 2010
Existing first and second floor plan received 11th October 2010
Existing ground floor plan received 11th October 2010
IMA transport assessment and statement dated October 2010
Turley associates design and access statement dated September 2010
REASON: for the avoidance of doubt

(3) Prior to the first occupation of the use hereby approved the parking spaces shown on the plan no IMA-10-064-002 shall be laid out and retained in perpetuity.

REASON: In the interests of highway safety

(4) The measures outlined in part seven of the IMA transport assessment in the section entitled transport statement shall be carried out and implemented within three months of the first occupation of the premises hereby approved such measures shall enure for as long as the property is used for its proposed use.

REASON: In the interests of sustainable development.

(5) The resource centre for children and families shall be used solely for the purposes outlined in section four of the planning design and access statement submitted by Turley associates and dated September 2010.

REASON: For the avoidance of doubt.

(6) The turning area shown on the submitted drawing no shall be marked out and remain available for this purpose at all times.

REASON: In the interests of highway safety

(7) Prior to the first use of the premises as a centre for children's and families a sign located within the forecourt of the development, indicating to users that the car turning area must be available at all times for turning purposes only, details of which including the size and location of the sign, shall be submitted for the further written approval of the LPA. The sign shall thereafter be provided in accordance with the approved details prior to the first use of the development.

REASON: In the interests of highway safety

(8) Prior to the first use of the premises as a centre for children's and families details of a means to prevent additional vehicular access to the forecourt by means of barrier or chain shall be submitted for the written approval of the LPA; and the barrier or chain shall be installed in accordance with the approved details before the first use of the development.

REASON: In the interests of highway safety

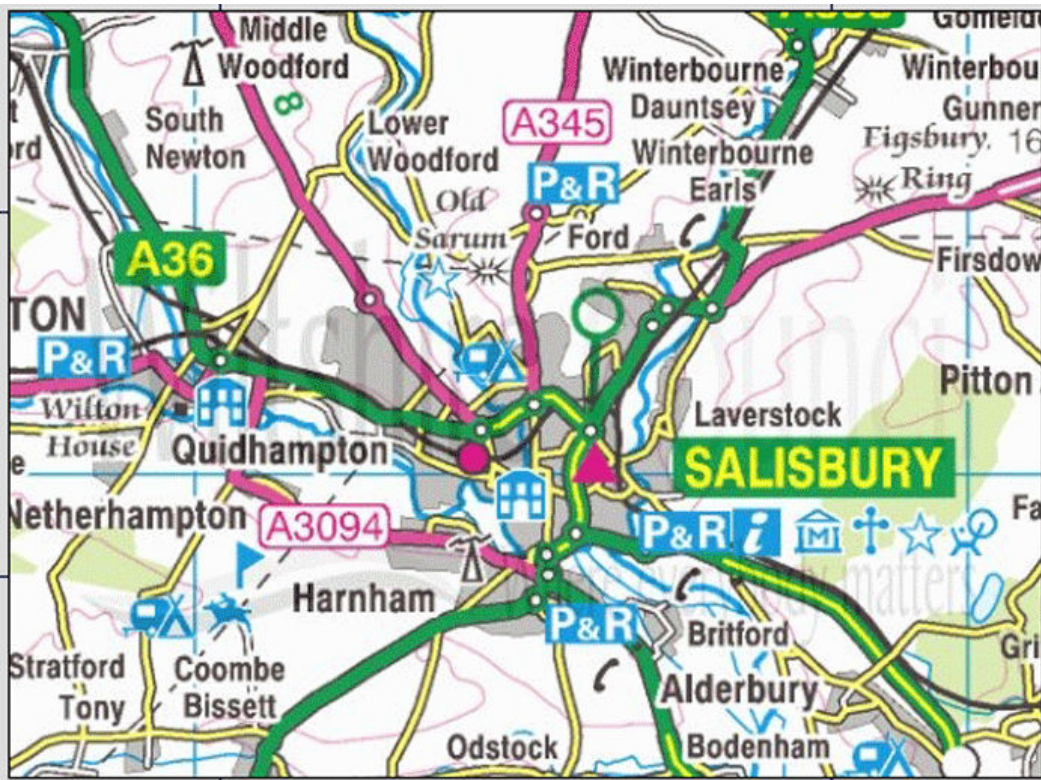
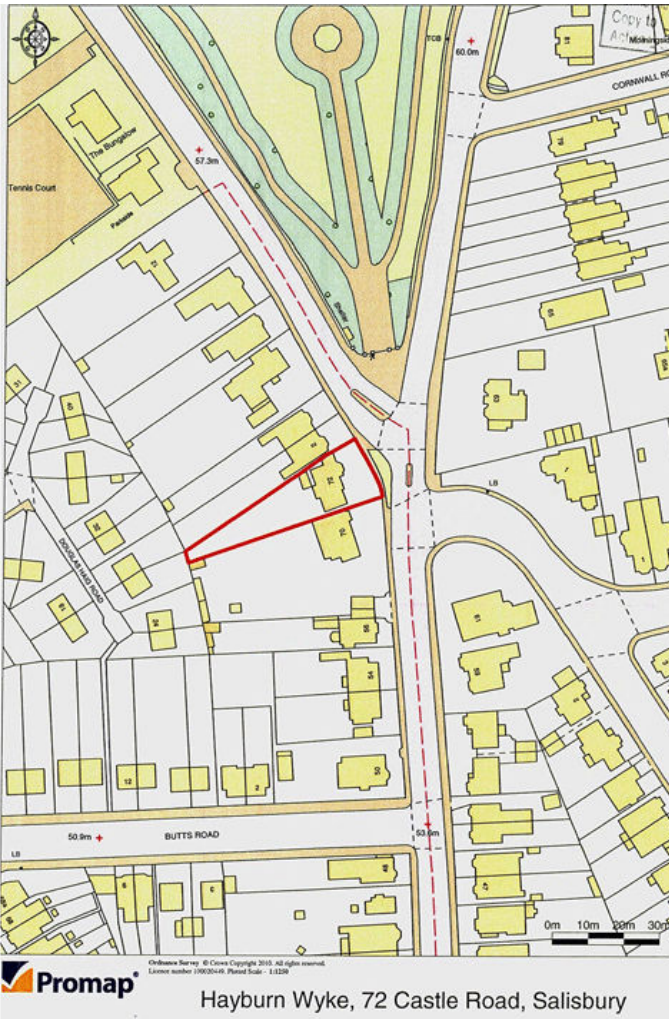
INFORMATIVE:

1. The applicant is advised that in accordance with Regulation 9 of the Town and Country Planning Regulations 1992 (S I No 1492) this planning permission enures solely for the benefit of Wiltshire Council as the applicant interested planning authority.

Appendices: None

Background documents used in the preparation of this report:

- Site location and block plan received 11th October 2010
- Proposed first and second floor plan received 11th October 2010
- Proposed ground floor plan received 11th October 2010
- Existing first and second floor plan received 11th October 2010
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- IMA transport assessment and statement dated October 2010
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