

Date of Meeting	15 November 2017
Application Number	17/06276/FUL
Site Address	Trowle House, Trowbridge Road, Wingfield BA14 9LE
Proposal	Change of use of Trowle House from a private dwelling (Class C3) to a mixed use comprising a private dwelling, a bed and breakfast establishment and a venue for small business, social and community events (no physical alterations proposed).
Applicant	Mr J Smith and Ms C Braunbarth
Town/Parish Council	WINGFIELD
Electoral Division	WINSLEY AND WESTWOOD – Councillor J. Kidney
Grid Ref	382445 157467
Type of application	Full Planning
Case Officer	Steven Sims

Reason for the application being considered by Committee

Councillor Kidney has requested that if officers are minded to approve the application, it should be reported to the Planning Committee for the consideration of the following:

- The relationship to adjoining properties
- The impact on the amenity of adjacent residents
- Wingfield Parish Council has raised strong objections to the proposal
- Concerns have also been raised relating to alterations to the listed building, which are not addressed in the application

1. Purpose of Report

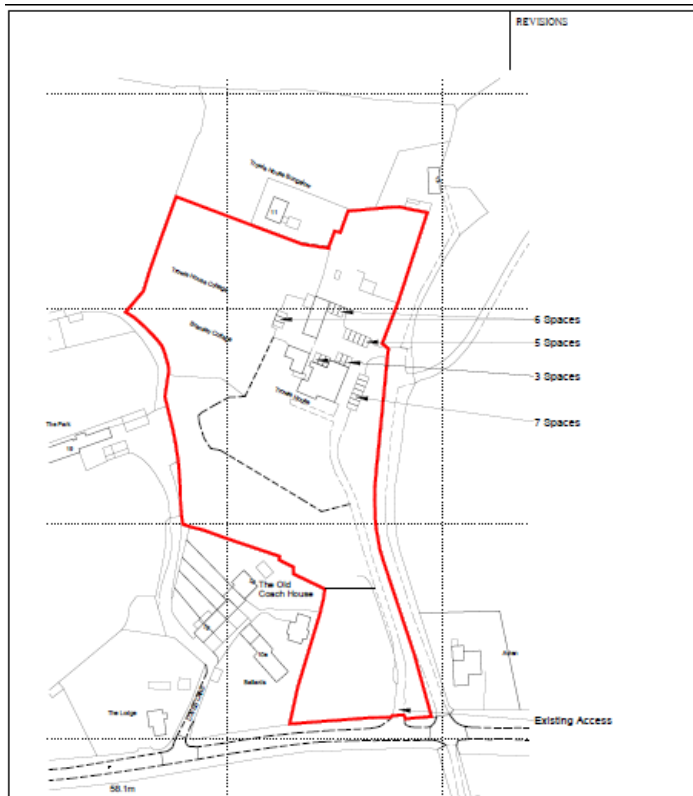
The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the application be approved.

2. Report Summary

The main issues to consider are:

- Principle of development
- Impact on the setting of the listed building
- Impact on the Green Belt
- Impact on the living conditions of neighbouring residents
- Impact on the character of the area
- Highway safety/parking issues

3. Site Description



Trowle House is a three storey Grade II listed building located outside any settlement boundary and within extensive grounds (1.8 hectares). Trowle House Cottage, a grade II listed building lies directly to the north of Trowle House while Bramley Cottage (not listed) lies directly the northwest. Both of these properties lie within the application site boundary and are in residential use. Access to the site is via a private drive off the A366 and the site is within the West Wiltshire Green Belt. The site is screened by trees to the north, south and west. The village of Wingfield is located approximately 670 metres to the south. A public footpath (Wing22) runs along the site's eastern boundary.

Trowle House and grounds

4. Planning History

W/77/00717/HIS	Change of use to consulting room and auxiliary facilities – Approved 07/10/1977
W/81/00996/HIS	Dwellinghouse – withdrawn application 20/10/1981
W/81/01363/HIS	Conversion of coalhouse to dwelling- Approved 19/01/1982
W/83/00427/LBC	Demolition of west wall of coal house and reconstruction of roof – withdrawn application 05/07/1983
W/83/00336/FUL	Conversion of outbuilding to dwelling – Refused 03/05/1983
W/83/00671/FUL	Conversion of outbuilding to dwelling – Approved 02/08/1983
W/83/00694/LBC	Alterations and increase in height of roof – Approved 02/08/1983

5. The Proposal

This is a full application seeking permission to change the use of Trowle House from a private dwelling (Class C3) to a mixed use comprising a private dwelling, a bed and breakfast establishment and a venue for small business, social and community events. The events would be held in the main building, known as Trowle House. Trowle House Cottage would remain in residential occupation via an assured tenancy agreement whilst Bramley Cottage would be occupied by the applicant's family or manager of the bed and breakfast. Of the 11 bedrooms in the main dwelling, 9 would be used for bed and breakfast purposes. The number of proposed events would be limited to 25 or less per calendar year and the number of attendees would be limited to 25 or less per

event. Events would not extend past 6pm or involve amplified music. No alterations to the listed building are proposed.

6. Local Planning Policy

Wiltshire Core Strategy (WCS) Core Policy 40: Hotels, Bed & Breakfasts, Guest Houses and Conference Facilities; 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 Development; Core Policy 64: Demand Management

National Planning Policy Framework (NPPF) - especially Section 4 - Promoting sustainable transport; Section 7 - Requiring Good Design; and Section 12 - Conserving and enhancing the historic environment

Planning Practice Guidance (PPG) and Wiltshire Local Transport Plan 2011-2026

7. Summary of consultation responses

Wingfield Parish Council: Objects arguing that: *'The proposed development would result in a significant and in an unacceptable loss of amenity for neighbouring properties especially in respect of noise, disturbance, loss of privacy and nuisance. Trowle House is a Grade 2 Listed Building and this application does involve development of, and structural alterations to, this building yet there is no accompanying Listed Building Consent application.'*

Following the submission of an amended scheme with reduced number of events with no evening events, the Parish Council remained concerned that: *'The proposed development would result in a significant and in an unacceptable loss of amenity for neighbouring properties especially in respect of noise, disturbance, loss of privacy and nuisance [and again reported that] Trowle House is a Grade 2 Listed Building and this application does involve development of, and structural alterations to, this building yet there is no accompanying Listed Building Consent application.'*

Highways Officer: No objections subject to conditions.

Public Protection Team: No objection to the amended scheme subject to conditions.

8. Publicity

The application was publicised via site notices and posted notification letters sent to 17 neighbouring/properties within close proximity of the site. As a result of the publicity, 16 letters of objection were received raising the following concerns:

- A bed and breakfast use would result in additional disturbance outside normal business hours
- Increased noise and disturbance – loss of privacy to local residents
- Traffic issues and lack of sustainability and lack of parking on site
- Adverse impact upon the living conditions of residents of Trowle House Cottage in terms of noise and light pollution, loss of privacy and security issues
- Drainage issues
- Waste storage issues
- Lane is in a poor state of repair (Loves Lane)

- Adverse impact on listed building
- Increased vermin due to events catering
- Issuing of alcohol licensing

Following the re-consultation exercise after receipt of amended plans (which reduced the no. of events to 25 events per year with time limits), 5 letters of objection were received raising the following concerns:

- Highway safety issues
- Drainage issues
- Congestion along Loves Lane
- Increased noise/disturbance and smells from events
- Storage/disposal of waste concerns

9. Planning Considerations

9.1 Principle of Development - Core Policy 40 of the Wiltshire Core Strategy states that proposals for new bed and breakfasts or conference facilities will be supported *'outside settlement limits where; the conservation of buildings that for contextual, architectural or historic reasons should be retained and otherwise would not be'*. The policy leads on to require that proposals falling under Policy 40 should *'not have a detrimental impact on the vitality of the town centre; and should avoid unacceptable traffic generation'*.

Trowle House is located approximately 670 metres north of the village of Wingfield (which is a designated Small Village without a boundary). The subject property is located in the open countryside and Green Belt and has an existing access via the A366 and Frome Road. Although detached from the village, the site is located relatively close to Wingfield. In terms of appreciating and appraising Green Belt policy implications, the proposed development would convert the existing dwelling with no external alterations being proposed and as a consequence, there would be no discernible harmful impacts on the Green Belt or the wider countryside.

The projected income generated from the bed & breakfast use and events would aid in the ongoing maintenance of the building and extensive grounds and assist in financing the initial restoration and conversion of the property. It is argued that a property the size of Trowle House is unlikely to be purchased solely for residential occupation, especially given the costs associated in restoring and maintaining the building. The proposed commercial conversion use is considered policy compliant and would bring about some economic regeneration locally. The development would not have a detrimental impact on the vitality of Bradford on Avon town centre or result in an unacceptable level of traffic congestion, as confirmed by the Council's Highway officer. As such the proposed commercial use would aid in the conservation of this historic building and the proposed development therefore complies with Core Policy 40 of the Wiltshire Core Strategy.

9.2 Impact on the listed building (heritage asset) - Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering any application affecting a listed building, the local planning authority [or the Secretary of State] shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 66 of

the Planning (Listed Buildings and Conservation Areas) Act 1990 requires 'special regard' to be given to the desirability of preserving a listed building or its setting. The NPPF advises that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. Paragraph 132 of the Framework furthermore states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Core Policy 58 of the Wiltshire Core Strategy echoes the above national policy in seeking the protection, conservation and, where possible, the enhancement of heritage assets.

Under this application, the applicant does not propose any physical alteration to the listed building, so no listed building consent application is required. There would therefore be no harm to the heritage asset. Within the setting of the listed building, the Council's highway officer recommends that if planning permission is to be granted, the applicant should improve visibility along the A366 for safer egress and to provide a passing point. However it is considered that these alterations could be achieved without causing any harm to the setting of the listed building.

The proposed development would therefore comply with Core Policy 58 of the Wiltshire Core Strategy and the NPPF.

9.3 Impact on the Green Belt - The site is located within the West Wiltshire Green Belt. Paragraph 90 of the NPPF states that certain forms of development are not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. These include, amongst others, the re-use of buildings provided that the buildings are of permanent and substantial construction.

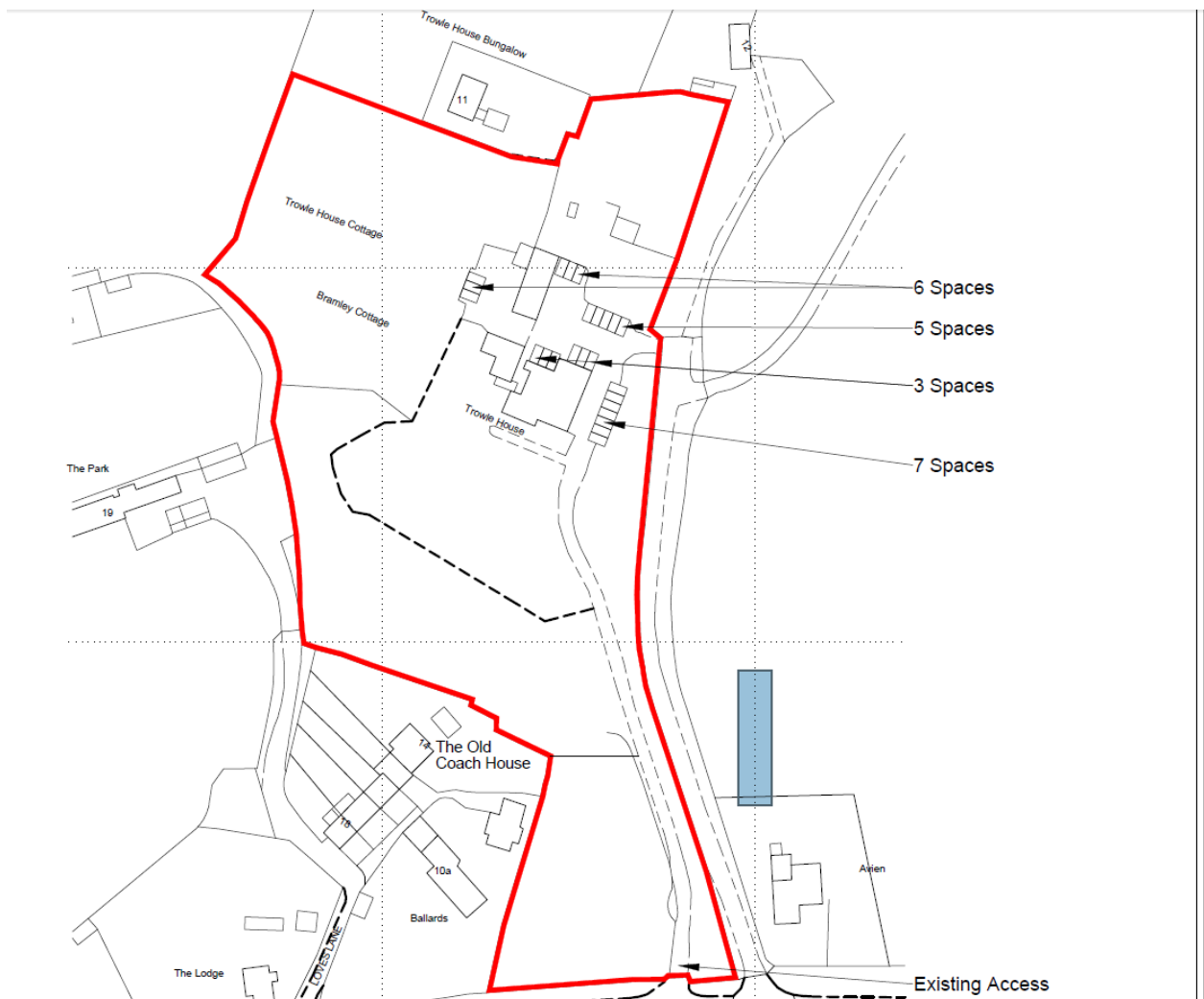
The development involves the re-use of a building which is of permanent and substantial construction, with no external alterations being proposed. The development would therefore preserve the openness of the Green Belt and purposes of including land in the Green Belt. The change of use proposal would fall under one of the exceptions listed in paragraph 90 of the NPPF and would not represent 'inappropriate development' in the Green Belt.

9.4 Impact on the living conditions of neighbouring residents - Core Policy 57 of the Wiltshire Core Strategy requires a high standard of design for all new development and that development should have regard to the compatibility of adjoining buildings and uses; and avoid harmful impacts through the loss of privacy, amenity, overshadowing and pollution (e.g. light intrusion and noise).

The development is for a change of use to a mixed use comprising 'a private dwelling, a bed and breakfast establishment and a venue for small business, social and community events'. A maximum of 9 of the existing 11 bedroom would be used for bed and breakfast purposes. In addition the scheme would make provision for the hosting of up to 25 events in any calendar year. These events would have a maximum of 25 people attending and would not operate beyond 6pm or be held on a Sunday. It has also been confirmed/proposed that no amplified music would be played at these events.

Before it ceased operation in 2016, Trowle House was used as a chiropractic and physiotherapy clinic in addition to its residential use. The clinic generated up to 45 vehicle movements per day with the vast majority of trips taking place mainly during office 'working' hours.

Trowle House Cottage is located within the grounds of the property approximately 15 metres to the northeast of the main dwelling (and is illustrated on the plan insert below). The main car parking for Trowle House lies directly to the east of this property where it is proposed to park vehicles in relation to the B&B use and the events use. The events use would take place only during the day, and whilst this might lead to some disruption to the occupiers of Trowle House Cottage, any disruption would be limited in extent and would unlikely exceed the previous circumstances which prevailed when the property was used as a dwellinghouse and clinic. The property and its curtilage can accommodate the proposed conversion and parking requirements. The insert plan below sets out the potential for breaking up the parking provision to avoid a large car park and sympathetically integrate the parking in smaller groups on site.



The nearest residential properties to the site, excluding 'Trowle House Cottage', are found at 'Trowle House Bungalow' approximately 40 metres to the north, No.14 Loves Lane located approximately 85 metres to the south and 'The Park', No.19 Loves Lane

located approximately 80 metres to the west. There is significant screening of the site by trees to the north, south and in particular to the west separating properties fronting Loves Lane from the access drive to Trowle House. The site photograph below illustrates the two outbuildings (Bramley Cottage and Trowle House Cottage) which fall within the same ownership of the subject property and are located behind and to the west/north-west of the property that is the subject of this application. The photo also shows the level of tree planting in the background.



The additional photo below illustrates more extensive tree planting to the south of the property which screens the property and much of the site from Loves Lane.



Officers recognise that the proposed conversion could generate some noise and disturbance to neighbouring properties, however due to the separation distances from most of the nearest residential properties to the host property and the level of tree planting/screening which is present at the site, officers are satisfied that with robust

planning controls restricting and controlling the hours of operation for all 25 annual events, the levels of noise and disturbance should not be substantial to result in significant harm to the living conditions of neighbouring residents at Loves Lane and Trowle House Bungalow.

In addition, due to the proposed limit to be placed on the number of events in any given year, the restricted day-time use, the limits to be placed on the number of attendees and a restriction imposed preventing the use of amplified music to control the use of the building and site for events, officers are satisfied that with robust planning conditions, the development would not create an adverse impact on the living conditions of adjacent / nearby residents.

The proposed use of the existing vehicular access is also considered acceptable in terms of CP57.

It should also be recorded that the property does have a planning fall-back position in terms of use as both a large residential dwelling and clinic which could generate unrestricted traffic movements at any time of the day or night and in respect to the clinical use, no limit on the commercial hours of use. As reported within section 7, the Council's public protection team are satisfied with the negotiated changes made to the application and the proposed limits to be placed on the number of events, the number of delegates/attendees and restricting amplified music.

On the basis of the above, the proposed development is considered compatible with Core Policy 57 of the Wiltshire Core Strategy and the NPPF.

9.5 Impact on the character of the area - Core Policy 51 of the Wiltshire Core Strategy states that development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character. Core Policy 57 requires a high standard of design in all new developments and that development respond positively to the existing townscape and landscape.

The development is for a change of use only and no works are proposed to the listed building with the applicants only seeking a change of use. A planning condition is necessary to secure improvements to the vehicular access onto the A366 to improve visibility on egress and to provide a passing point. The necessary improvements would be in the interests of highway safety and would not result in significant harm to landscape character or cause harm to the setting of the listed building. The proposed development complies with Core Policy 51 and 57 of the Wiltshire Core Strategy.

9.6 Highway safety/parking issues - Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Core Policy 61 of the Wiltshire Core Strategy seeks new development to be served by a safe access to the highway network. The access to the site would be via an existing driveway off the A366. Through a planning condition, the Council could secure a betterment.

Current Council parking standards for hotels, hostels and B&Bs seek one parking space per bedroom. For a dwellinghouse with more than 4 bedrooms, the maximum parking standards are 3 spaces, while for conference facilities, 1 parking space is

required per 5 seats. This property and site can satisfactorily accommodate the parking requirements which are broken down as follows:

9 for the bed and breakfast use, 3 for the residential use and 5 for the public events use. Bramley Cottage is a 3 bedroom dwelling while Trowle House Cottage is a 2 bedroom dwelling and sufficient parking can be accommodated. These properties would require a total of 4 off road parking spaces. The submitted block plan indicates a total of 21 off road parking spaces which is considered acceptable.

As confirmed by the Council's highways officer, there would be no cumulative severe harm to highway safety in the immediate area and the scheme complies with current council parking standards and the NPPF.

9.7 Other Material Issues – Land drainage is not considered to be a material planning consideration given that the application does not involve any operational development. The existing drainage system would be utilised and there are no justified reason why permission should be refused on drainage matters.

Concern has also been raised relative to the proposed events leading to increased antisocial behaviour and increased vermin. The Council's public protection team are fully satisfied and raise no objection. The merits associated to the consideration and/or issuing an alcohol licence is not a material planning consideration and it cannot influence the determination of this application.

Further concern has been raised about amenity space and parking for residents of Trowle House Cottage however because the property is on the grounds of Trowle House, this would be a civil matter between the tenanted occupiers of the property and the owner of Trowle House. However, it is clear from the submitted block plan, that adequate and sensitive parking should be achievable without leading to future conflicts.

10. Conclusion (The Planning Balance) – The proposed development would not significantly or adversely affect the character of the area, the living conditions and amenities of neighbouring residents or highway safety or cause harm to the heritage asset. The scheme therefore complies with Core Policies 39, 51, 57 and 58 of the Wiltshire Core Strategy and the advice contained within the NPPF.

11. RECOMMENDATION: APPROVE, 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:

Site Location Plan scale 1:1250 (dwg no. 17023-01) and Proposed Site Plan scale 1:1250 (dwg no. 17023-02 rev A)

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

3. No part of the development hereby approved shall be brought into use until the 2.4m x 120m (measured to the nearest carriageway edge) sight lines for vehicles exiting the subject property at the A366 access point have been improved insofar as the land is within the control of the applicant. The approved visibility splays shall thereafter be permanently maintained and maintained free from obstruction.

REASON: In the interests of highway safety.

4. No part of the development hereby approved shall be brought into use until the parking areas shown on the approved plans (dwg no. 17023-02 rev A) have been laid out in accordance with the approved details. This area shall be maintained and remain available for this use at all times thereafter.

REASON: To ensure that adequate provision is made for parking within the site in the interests of highway safety.

5. The number of events shall be limited to no more than 25 in any calendar year and there shall be no more than one event held at a time and no more than 25 attendees per event. No events shall take place outside the hours of 08:00 hours and 18.00 hours Monday to Saturday and there shall be no amplified noise or music entertainment associated with these events.

REASON: To ensure the creation/retention of an environment free from intrusive levels of noise and activity in the interests of the amenity of the area.

6. No loudspeaker or public address system shall be operated within the premises hereby approved or its curtilage.

REASON: To ensure the creation/retention of an environment free from intrusive levels of noise and activity in the interests of the amenity of the area.

7. The development hereby permitted shall not be brought into use until details of the storage of refuse, including the exact details confirming the location, size, as well as the means of enclosure, have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved refuse storage shall be complete and made available for use in accordance with the approved details prior to the use being brought into use.

REASON: In the interests of public health and safety.

INFORMATIVE TO APPLICANT:

The applicant is advised that this permission authorises a change of use only and does not authorise any works or alterations that may require planning permission/internal or external alterations, additions, or works, which may require a separate grant of Listed Building Consent.