Date of Meeting	31/05/2018
Application Numbers	Planning application 18/00842/FUL and listed building consent
	application 18/00652/LBC
Site Address	2 South Street, Wilton, Salisbury, Wiltshire, SP2 0JS
18/00842/FUL -	Conversion of part of ground floor Hair & Beauty Salon into 2
Planning application	bedroom flat, internal and external works including alteration to
description	shopfront and changing rear window at rear to a pair of doors
18/00652/LBC -	Internal and external works including changing window at rear to a
Listed building	pair of doors & alteration to shopfront (replacement shop front and
consent application	separate door to FF flat approved under S/2005/0251) to facilitate
description	conversion of part of ground floor Hair & Beauty Salon
Applicant	Miss Lavinia Broom
Town/Parish Council	WILTON
Electoral Division	WILTON AND LOWER WYLYE VALLEY – (Cllr Church)
Grid Ref	409617 131188
Type of application	Full Planning
Case Officer	Lucy Minting

#### Reason for the application being considered by Committee

Councillor Church has called in the application for the following reasons:

- Environmental or highway impact
- Car parking
- Reduction of retail space in this prime town location. The proposed shop will become
  too small to be economically viable. There is a lack of retail space in Wilton and a
  reduction in the size of this retail space will impact Wilton's economic sustainability.

#### 1. Purpose of Report

To consider the above application and the recommendation of the Area Development Manager that planning permission and listed building consent should be APPROVED subject to conditions.

#### 2. Report Summary

The main issues which are considered to be material in the determination of this application are listed below:

- Principle
- Protection of rural services and community facilities
- Residential amenity
- Impact to the setting and significance of the listed building and character and appearance of the conservation area
- Highway considerations
- S106 obligations/CIL

The application has generated an objection from Wilton Town Council but no third party representations.

#### 3. Site Description

The site is situated centrally within the town of Wilton, and conservation area. No 2 South Street and neighbouring buildings marked with cross hatching on the plan below are also listed buildings:



The ground floor has been in last use as a hair and beauty salon with ancillary treatment rooms to the rear of the building.

There is an existing 2 bedroom flat at first floor level with separate access from South Street.

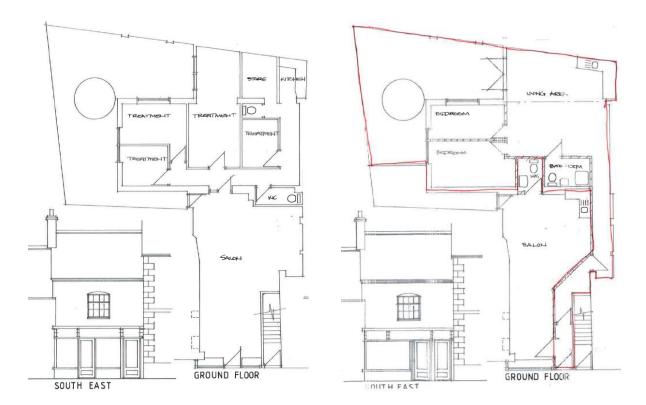
## 4. Planning History

Application Ref	Proposal	Decision
17/10715/FUL	Conversion of ground floor Hair and Beauty Salon into two residential flats, internal and external works including alteration to shopfront to create separate door to first floor flat and changing rear window at rear to a pair of doors resubmission of 16/10286/FUL	No decision
17/11125/LBC	Conversion of ground floor Hair and Beauty Salon into two residential flats, internal and external works including changing window at rear to a pair of doors & alteration to shopfront (replacement shop front and separate door to first floor flat approved under S/2005/0251) resubmission of 16/10439/LBC	No decision
16/10439/LBC	Conversion of GF Hair and Beauty Salon into two residential flats, internal and external works including changing window at rear to a pair of doors & alteration to shopfront (replacement shop front and separate door to FF flat approved under S/2005/0251)	Withdrawn
16/10286/FUL	Conversion of ground floor Hair and Beauty Salon into two residential flats, internal and external works including alteration to shopfront to create separate door to first floor flat and changing rear window at rear to a pair of doors'	Withdrawn
S/2005/0251	Listed building consent application - Removal of shop front installation of replacement shop front and separate door to first floor flat	Approved with conditions 04/04/2005

T., ., ., .,	
The state of the s	Approved with
	conditions
extension of lean to	30/11/2001
Full planning application - Conversion of flat roof	Approved with
to balcony external stairs extension of lean to	conditions
	28/11/2001
Listed building consent application - Alterations to	Approved with
shop front and internal works to stairs, partitions	conditions
etc.	27/11/1991
Full planning application – Alteration to shop front	Approved with
and other structural works	conditions
	27/11/1991
Listed building consent application - Demolition of	Approved
outbuildings and ground floor extension and	04/01/1984
general improvements	
Full planning application - Ground floor extension	Approved
	04/01/1984
Full planning application - 2 storey extension and	Refused
internal alterations	24/08/1983
Listed building consent application - 2 storey	Refused
extension and internal alterations	24/08/1983
Advertisement application - non-illuminated	Approved
projecting sign	14/09/1983
Full planning application – change of use to	Approved with
photographic studio at 2-4 South Street	conditions
	24/11/1982
	to balcony external stairs extension of lean to  Listed building consent application - Alterations to shop front and internal works to stairs, partitions etc.  Full planning application - Alteration to shop front and other structural works  Listed building consent application - Demolition of outbuildings and ground floor extension and general improvements  Full planning application - Ground floor extension  Full planning application - 2 storey extension and internal alterations  Listed building consent application - 2 storey extension and internal alterations  Advertisement application - non-illuminated projecting sign  Full planning application - change of use to

## 5. The Proposal

It is proposed to convert the rear part of the ground floor of the building to create a 2 bedroom flat (with open plan kitchen and living room, and a bathroom) retaining a hair and beauty salon (A1 use) to the street frontage.



Extract from existing layout plan

Extract from proposed layout plan

The proposals also include alterations to the shop front by re-siting the central entrance door to be adjacent to the entrance door to the first floor flat, enabling the creation of an internal corridor to link through to the internal entrance to the proposed flat at the rear.

Listed building consent was previously granted for a replacement shop front and separate door to the first floor flat under application reference S/2005/0251 (although planning permission was not applied for at the time).

As can be noted from the planning history, there is also an alternative scheme currently under consideration for planning permission and listed building consent for conversion of all of the ground floor into a 2 bedroom flat, and a bedsit and associated alterations (17/10715/FUL & 17/11125/LBC).

#### **Local Planning Policy**

## The Wiltshire Core Strategy (WCS) - adopted by Full Council on the 20th January 2015:

Core Policy 1: Settlement Strategy Core Policy 2: Delivery Strategy

Core Policy 3: Infrastructure Requirements

Core Policy 33: Spatial Strategy: Wilton Community Area

Core Policy 41: Sustainable construction and low carbon energy

Core Policy 43: Providing affordable homes

Core Policy 49: Protection of rural services and community 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 new development

Core Policy 62: Development impacts on the transport network

Core Policy 64: Demand Management

Housing Land Supply Statement (March 2018)

#### **Saved policies of the Salisbury District Local Plan:**

R2 (Open Space Provision)

## Wiltshire Local Transport Plan 2011-2026:

Car Parking Strategy

#### **Government Guidance:**

National Planning Policy Framework (NPPF) March 2012 National Planning Policy Guidance (NPPG)

#### **Supplementary Planning Guidance:**

Adopted Supplementary Planning Document 'Creating Places Design Guide' April 2006

## Planning (Listed Building and Conservation Areas) Act 1990

- Section 16: Listed Building Decisions
- Section 66: Special considerations affecting planning functions
- Section 72: General duty as respects conservation areas in exercise of planning functions

#### 7. Summary of consultation responses

#### **Highways:** No objection subject to condition

I note the proposed conversion of part of the existing hair salon in to a two bedroom flat. I also note that this Highway Authority previous recommended conditional approval of the conversion of the hair salon in to two flats and as the highway considerations are not materially changed by this latest submission, I adhere to my previous recommendation that no Highway objection is raised, subject to a condition requiring a construction method statement being attached to any permission granted.

#### Conservation:

I have no concerns about the details provided.

#### 8. Publicity

The application was advertised by press / site notice and neighbour consultation letters.

### Wilton Town Council: Object

Wilton Town Council objects to this application because of the loss of retail space, the remaining amount being considered inadequate to sustain any future business that might locate there. As a result, the Town Council has requested that the application be called to the Planning Committee for determination.

#### No third party representations have been received:

#### 9. Planning Considerations

#### 9.1 Principle of development

The National Planning Policy Framework (NPPF) came into force on 27th March 2012 and makes it clear that planning law (Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004) requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 12 of the NPPF confirms that the 'NPPF does not change the statutory status of the development plan as the starting point for decision making' and proposed development that is in accordance with an up-to-

date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

The proposals are therefore to be considered in the context of the National Planning Policy Framework (NPPF) which sets out Central Government's planning policies, and the adopted Wiltshire Core Strategy (WCS) which also includes some saved policies of the Salisbury District Local Plan (SDLP).

At the heart of the NPPF is a presumption in favour of sustainable development and the Adopted Wiltshire Core Strategy seeks to build resilient communities and support rural communities but this must not be at the expense of sustainable development principles. The Settlement and Delivery Strategies of the Core Strategy are designed to ensure new development fulfils the fundamental principles of sustainability.

This means focusing growth around settlements with a range of facilities, where local housing, service and employment needs can be met in a sustainable manner. A hierarchy has been identified based on the size and function of settlements, which is the basis for setting out how the Spatial Strategy will deliver the levels of growth.

Core Policy 1 of the Wiltshire Core Strategy sets out the 'Settlement Strategy' for the county, and identifies four tiers of settlement - Principal Settlements, Market Towns, Local Service Centres, and Large and Small Villages. Only the Principal Settlements, Market Towns, Local Service Centres and Large Villages have defined limits of development/settlement boundaries.

Core Policy 2 of the Wiltshire Core Strategy sets out the 'Delivery Strategy'. It identifies the scale of growth appropriate within each settlement tier, stating that within the limits of development, as defined on the policies map, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages.

Wilton is defined as a Local Service Centre under Core Policy 1 and the settlement boundary/limits of development has been retained under Appendix E of the WCS.

Within the limits of development, as defined on the policies map, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages.

In determining whether the proposal amounts to sustainable development; it is necessary to consider all relevant planning policies and the normal range of material considerations that have to be taken into account when determining a planning application and a judgement is necessary in terms of all the development impacts considered below.

#### 9.2 Protection of rural services and community facilities

Local Service Centres are defined in the Core Strategy (Core Policy 1) as 'smaller towns and larger villages which serve a surrounding rural hinterland and possess a level of facilities and services that, together with improved local employment, provide the best opportunities outside the Market Towns for greater self-containment.'

The supporting text to Core Policy 1 explains that 'The level of development at Local Service Centres will be closely linked to their current and future role of providing for a significant rural hinterland. This will consist of less development than that at the Principal Settlements and Market Towns. Developments at Local Service Centres, in accordance with the Settlement Strategy, should provide for local employment opportunities, improved communities facilities

and/or affordable housing provision. This will safeguard the role of these settlements and support the more rural communities of Wiltshire.'

Whilst there are no Primary/Secondary Shopping frontages in Wilton so Core Policy 38 and saved policies S1 and S2 (which seek to retain shops within these areas in Amesbury and Salisbury) do not apply in Wilton; the Planning Inspector in the appeal decision on another site in Wilton (14 North Street – 14/11869/FUL) considered Wilton is a rural settlement and the Endnotes to the Wiltshire Core Strategy (page 483) also confirm that the smaller settlements referred to in Core Policy 49 include Local Service Centres:

'98. For the purposes of Core Policy 49, the smaller settlements of Wiltshire are defined as those Local Service Centres, Large Villages and Small Villages listed in Appendix E, or any smaller settlement not defined in the settlement hierarchy.'

Core Policy 49 therefore applies to Wilton (which seeks to retain and safeguard the existing rural services and facilities which are integral to Wiltshire's communities):

'Rural facilities and services are those that benefit the local community such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.'

#### The policy is as follows:

Proposals involving the loss of a community service or facility will only be supported where it can be demonstrated that the site/building is no longer economically viable for an alternative community use. Preference will be given to retaining the existing use in the first instance, then for an alternative community use. Where this is not possible, a mixed use, which still retains a substantial portion of the community facility/service, will be supported. Redevelopment for non-community service/ facility use will only be permitted as a last resort and where all other options have been exhausted. In order for such proposals to be supported, a comprehensive marketing plan will need to be undertaken and the details submitted with any planning application. Only where it can be demonstrated that all preferable options have been exhausted will a change of use to a non-community use be considered. This marketing plan will, at the very minimum:

- i. be undertaken for at least six months
- ii. be as open and as flexible as possible with respect to alternative community use iii. establish appropriate prices, reflecting local market value, for the sale or lease of the site or building, which reflect the current or new community use, condition of the premises and the location of the site
- iv. demonstrate the marketing has taken into account the hierarchy of preferred uses stated above v. clearly record all the marketing undertaken and details of respondents, in a manner capable of verification
- vi. provide details of any advertisements including date of publication and periods of advertisement vii. offer the lease of the site without restrictive rent review and tenancy conditions or other restrictions which would prejudice the reuse as a community facility
- viii. demonstrate contact with previously interested parties, whose interest may have been discouraged by onerous conditions previously set out.

Core Policy 49 requires demonstration via marketing that the building is no longer economically viable for the existing or an alternative community service/facility use. Marketing details have been submitted with the application which advises Jordans estate agents were instructed to market the property on 3/06/2017 as a freehold interest with valuation of £150,000 (to include the first floor flat with a 99 year lease).

The submitted marketing evidence has been considered by our estates team who have raised concerns that the premises were marketed for too much and that the marketing primarily involved web-based marketing.

Property particulars including detailed floorplan were uploaded to <a href="www.rightmove.co.uk">www.rightmove.co.uk</a> and the window display of the Salisbury City Centre branch of Jordans at 4 St Thomas's Square. The marketing evidence has been updated during the course of the application with the most recent figures of 488 online hits between 21/12/2017 and 19/02/2018. Jordans have also advised that property particulars were handed out to ad hoc enquiries in branch and 12 sets distributed to potential purchasers. The premises continue to be marketed.

No 2 West Street has recently been sold subject to contract at £120,000 and it is considered that the valuation of No 2 South Street (which has a larger footprint) is not overly optimistic and reflects local market value, the potential re-uses and the site's location.

Whilst it is regrettable that the proposal will result in the loss of the existing retail unit, the site has been marketed for over 6 months and on balance it is considered that the marketing undertaken has demonstrated that the premises are no longer viable/suitable for the existing or alternative community/local service uses in accordance with the requirements of Core Policy 49. It is not considered that a reason for refusal on the grounds of loss of the retail unit could be substantiated.

The proposals also retain part of the retail unit with shop frontage which is supported by Core Policy 49 '*Preference will be given to retaining the existing use in the first instance, then for an alternative community use. Where this is not possible, a mixed use, which still retains a substantial portion of the community facility/service, will be supported.*'

#### 9.3 Impact on residential amenity

Core Policy 57 requires that development should ensure the impact on the amenities of existing occupants is acceptable, and ensure that appropriate levels of amenity are achievable within the development itself. The NPPF's Core Planning Principles (paragraph 17) includes that planning should 'always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.'

The rear 2 bedroom flat has double doors accessing the rear courtyard area.

The first floor flat is not being altered as part of the proposals.

It is considered that the proposed scheme will provide an acceptable standard of amenity for existing and future occupants.

## 9.4 Impact to the setting and significance of the listed building and character and appearance of the conservation area

The National Planning Policy Framework sets out Central Government's planning policies. It states the purpose of the planning system is to contribute to the achievement of sustainable development. It defines core planning principles which include that planning should be genuinely plan-led, should always seek to secure high quality design.

Core Policy 57 of the WCS requires a high standard of design in all new developments through, in particular, enhancing local distinctiveness, retaining and enhancing existing important features, being sympathetic to and conserving historic buildings and landscapes,

making efficient use of land, and ensuring compatibility of uses (including in terms of ensuring residential amenity is safeguarded).

The Planning (Listed Building and Conservation Areas) Act 1990 (sections 16, 66 & 72) requires proposals affecting listed buildings or their settings to seek to preserve the special interest of the buildings and their settings. The principal considerations are to ensure that new development protects the significance of listed buildings and their settings, and prevents harm to their significance. Proposals within conservation areas must preserve or enhance the character and appearance of the areas.

Core Policy 58 'Ensuring the conservation of the historic environment' requires that 'designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance.'

The proposals include large scale details of the proposed revised shopfront/entrance which are acceptable to the conservation officer.

### 9.5 Highway considerations

The supporting text to Core Policy 64 refers to a parking study, commissioned by the council in January 2010, which included a comprehensive review of parking standards, charges and policy within both the plan area and neighbouring areas. The resulting LTP3 Car Parking Strategy was adopted by the council in February 2011 and includes policy PS6 – Residential parking standards and policy PS4 - Private non-residential standards. The parking standards for new dwellings are set out in the Wiltshire Local Transport Plan 2011-2026 – car parking strategy:

Table 7.1 Minimum	parking	standards	(allocated	parking)
-------------------	---------	-----------	------------	----------

Bedrooms	Minimum spaces
1	1 space
2 to 3	2 spaces
4+	3 spaces
Visitor parking	0.2 spaces per dwelling (unallocated)

Based on the current parking standards, the proposed residential scheme generates a need for 2 parking spaces.

However, the existing non-food retail use of approximately 102 square metres generates a requirement of 3 parking spaces based on policy PS4 (non-residential parking standards):

Use class	Land use	Standard
	Food Retail	1 per 14m² (>1000m²), 1 per 35 m² (<1000m²)
	Non-Food Retail	1 per 20m² (>1000m²), 1 per 35 m² (<1000m²)

So the parking requirements based on the parking standards will not be increased over the existing use.

Core Policies 60 (Sustainable Transport) and 61 (Transport and New Development) encourage development in sustainable locations and consideration can be given to relaxing parking standards in sustainable locations. The site is within walking distance of local shops, services and public transport and the new occupants will not necessarily have to rely on the use of cars, as they would have to in more rural locations.

Whilst the proposed development does not provide any off-street parking; the highways authority has raised no objections to the proposals. Overall it is considered that the impact on highway safety will not be significant.

#### 9.6 Sustainable construction:

The WCS' key strategic objective is to address climate change. It requires developers to meet this objective under Core Policy 41- Sustainable Construction which specifies sustainable construction standards required for new development.

For conversions to residential use Core Policy 41 requires BREEAM's Homes 'Very Good' Standard to be achieved and this would normally be secured through a planning condition.

However, the LPA is currently no longer applying CP41 and related conditions to applications given it has effectively been superseded by the current government direction of travel favouring Building Regulations for these matters.

## 9.7 S106 obligations and CIL

The proposal results in a net gain of 1 residential unit. However, in line with government guidance issued by the DCLG (November 2014) Planning Contributions (Section 106 Planning Obligations), this number of dwellings would not generate the need for S106 contributions.

The Community Infrastructure Levy (CIL) came into effect on the 18th May 2015; CIL will be charged on all liable development granted planning permission on or after this date and would therefore apply to this application. However, CIL is separate from the planning decision process, and is administered by a separate department.

## 10. Conclusion

The Adopted Wiltshire Core Strategy seeks to build resilient communities and support rural communities but this must not be at the expense of sustainable development principles.

To justify the loss of a rural service or community facility, Core Policy 49 requires a comprehensive marketing plan to be undertaken to demonstrate that all other options have been exhausted.

The marketing of the premises commenced in June 2017 and has therefore extended for at least 6 months. There is a concern raised by the council's estates team over the valuation of the site at £150,000 and the reliance on on-line marketing, which may have discouraged potential purchasers.

However, the premises were also advertised in the local estate agent branch and taking into account recent marketing of No 2 West Street which has recently been sold subject to contract at £120,000; on balance, it is considered that the valuation is not overly optimistic and reflects local market value, the potential re-uses and the site's location and the marketing evidence submitted is considered to demonstrate that the premises are no-longer

viable/ not suitable for alternative community uses, although the proposals do include retention of a smaller retail unit with shopfront in accordance with Core Policy 49.

It is considered that the proposed re-development of the site will not have adverse impacts to the character and appearance of the conservation area/setting of listed buildings or residential amenity and whilst no parking is provided, this is considered acceptable given the sustainable location of the site with access to alternative modes of transport.

#### **RECOMMENDATION:**

## In respect of planning application 18/00842/FUL, that the application for planning permission be APPROVED, 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 permitted shall be carried out in accordance with the following approved plans:

Plan Reference: 1:100 scale Proposed South West elevation, received by this office 29/01/2018

Plan Reference: 1:100 scale Proposed South East elevation and Ground floor plan, received by this office 29/01/2018

Plan Reference: 1:1250 scale Location Plan, received by this office 29/01/2018 Plan Reference: 1:2 scale Joinery Section Plans, received by this office 29/01/2018 Plan Reference: 1:20 scale Front Screen Detail, received by this office 29/01/2018 REASON: For the avoidance of doubt and in the interests of proper planning.

(3) No development shall commence on site (including any demolition works) until a Construction Method Statement has been submitted to and approved in writing by the local planning authority.

The statement shall include details of the following:

- a) the parking of vehicles of site operatives and visitors;
- b) loading and unloading of plant and materials;
- c) storage of plant and materials used in constructing the development;
- d) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- e) wheel washing facilities;
- f) measures to control the emission of dust and dirt during demolition and construction;
- g) a scheme for recycling/disposing of waste resulting from demolition and construction works:
- h) measures for the protection of the natural environment;
- i) hours of construction, including deliveries

The approved Statement shall be adhered to during the construction period.

REASON: To minimise detrimental effects to the neighbouring amenities, the amenities of the area in general, detriment to the natural environment through the risks of pollution and dangers to highway safety, during the construction phase.

#### INFORMATIVE: Private Property/Access Rights

The applicant is requested to note that this permission does not affect any private property rights and therefore does not authorise the carrying out of any work on land outside their control. If such works are required it will be necessary for the applicant to obtain the landowners consent before such works commence.

The applicant is advised to consider the third party comments re private rights and the developers should satisfy themselves/resolve matters before development commences. If you intend carrying out works in the vicinity of the site boundary, you are also advised that it may be expedient to seek your own advice with regard to the requirements of the Party Wall Act 1996.

#### INFORMATIVE TO APPLICANT: Community Infrastructure Levy

The applicant is advised that the development hereby approved may represent chargeable development under the Community Infrastructure Levy Regulations 2010 (as amended) and Wiltshire Council's CIL Charging Schedule. If the development is determined to be liable for CIL, a Liability Notice will be issued notifying you of the amount of CIL payment due. If an Additional Information Form has not already been submitted, please submit it now so that we can determine the CIL liability. In addition, you may be able to claim exemption or relief, in which case, please submit the relevant form so that we can determine your eligibility. The CIL Commencement Notice and Assumption of Liability must be submitted to Wiltshire Council prior to commencement of development. Should development commence prior to the CIL Liability Notice being issued by the local planning authority, any CIL exemption or relief will not apply and full payment will be required in full and with immediate effect. Should you require further information or to download the CIL forms please refer to the Council's Website

www.wiltshire.gov.uk/planninganddevelopment/planningpolicy/communityinfrastructurelevy.

# In respect of listed building consent application 18/00652/LBC that the application for listed building consent be APPROVED, subject to the following conditions:

(1) The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) 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:

Plan Reference: 1:100 scale Proposed South West elevation, received by this office 29/01/2018

Plan Reference: 1:100 scale Proposed South East elevation and Ground floor plan, received by this office 29/01/2018

Plan Reference: 1:1250 scale Location Plan, received by this office 29/01/2018 Plan Reference: 1:2 scale Joinery Section Plans, received by this office 29/01/2018 Plan Reference: 1:20 scale Front Screen Detail, received by this office 29/01/2018 REASON: For the avoidance of doubt and in the interests of proper planning.