

## REPORT FOR SOUTHERN AREA PLANNING COMMITTEE

<b>Date of Meeting</b>	19/12/2024
<b>Application Number</b>	PL/2024/05013
<b>Site Address</b>	Strukta Trade Store at 13 Edison Road, Salisbury, SP2 7NU
<b>Proposal</b>	Part change of use of B8 Strukta Trade Store to incorporate Sui Generis members only retail club Campus & Co
<b>Applicant</b>	Mr B Diffey
<b>Town/Parish Council</b>	Salisbury City
<b>Electoral Division</b>	Salisbury St Paul's – Cllr Sam Charleston
<b>Type of application</b>	Full planning permission (change of use)
<b>Case Officer</b>	Jonathan Maidman

### REASON FOR THE APPLICATION BEING CONSIDERED BY COMMITTEE

The application is before the Planning Committee at the request of the Local Division Member for the following reason: *“The main objection to this application seems to be that it is incompatible with the upcoming Local Plan, however this is not in effect yet. There has also been made reference to the CAF, which does not, I believe, explicitly rule out this usage”.*

#### 1. PURPOSE OF REPORT

The purpose of this report is to assess the merits of the proposed development against the policies of the development plan and other material considerations. Having considered these, the report recommends that planning permission be REFUSED.

#### 2. MAIN ISSUES

- Principle of development and appropriateness of such a use in this location and retail impact on the city centre
- Impact on the character and appearance of the area
- Impact on neighbour amenity/uses
- Highway matters
- Flood risk

#### 3. SITE DESCRIPTION

The application site is situated on Edison Road, within Churchfields industrial estate in Salisbury. It comprises an existing two-storey industrial unit (B8 use class) with trade counter and parking provision. Edison Road is a cul-de-sac accessed via Stephenson Road. The following submitted aerial view from the applicant’s supporting statement shows the site outlined in red:



Figure 1 - Aerial view of application site

Churchfields industrial estate accommodates approximately 200 businesses over 33 hectares of land. The application site is surrounded by businesses/industrial units on all sides. As existing, the building has a gross internal area of 1,826 square metres (sqm) and comprises the main trade area, delivery bay, workshop, office, and toilets on the ground floor. A meeting room, second office space, furniture storage and toilets are located on the first floor. The building is a modern structure with corrugated metal cladding and brick forming the elevational façade.

#### 4. RELEVANT PLANNING HISTORY

S/1990/0397: New storage area/new sheltered parking area/site for portacabin - **Approved.**

#### 5. PROPOSAL

This application seeks to change part of the current use class B8 Strukta Trade Store to incorporate a members only retail club called Campus & Co. The Strukta Trade Store will remain albeit it will be smaller than existing. The amount of floor space proposed for the change of use relates to approximately 397 sqm (with a net sales area of 300 sqm). Apart from Sundays and Bank Holidays, the retail club intends to have a 24-hour operational use and will provide goods for sale to members of the Plymouth Brethren Christian Church (PBCC) only. Operations at the premises will consist of wholesale delivery, mainly of food

and household goods, and then onward sale to members of the Church community only. The retail club will be run by staff during core hours and supplemented by volunteers where necessary, with profits donated to educational charities.

A total of 8 and 6 car parking spaces will serve Campus & Co and Strukta, respectively. Members of the retail club and Strukta customers will be separated and there will be no crossover between the two businesses, except for the shared delivery area. The delivery area which includes a loading canopy and HGV parking space is proposed immediately to the north. A maximum of two HGV deliveries, likely between the hours of 08:00 and 10:00, will serve the two businesses each day.

## 6. CONSULTATIONS

Salisbury City Council: “SCC **objects** to this application with concerns of over length of opening hours and lack of street lighting in the area for members and staff”.

WC Highways: “The proposal seeks permission for use of part of the industrial unit with an existing B8 use, to a sui generis members only retail club “Campus & Co.” The building currently has a GIA of 1,826 sqm of which 397 sqm will be used for the retail club (presumably leaving 1,429 sqm for the B8 use). The car park will be split between the two uses with a shared delivery bay. Having calculated the required parking for the two uses based on the Wiltshire Parking Strategy and using B8 (1 per 200 sqm) and retail (1 per 35 sqm) the proposed parking allocation of 6 and 8 spaces respectively represents a slight shortfall. However, being mindful that the retail use is restricted and not for the general public and that the parking standards are ‘maximums’, I am of the view that the parking allocation is appropriate.

The site is located within the Churchfields industrial estate where the roads are suitable to serve the use proposed.

There is **no highway objection** subject to the imposition of a condition restricting the use to Campus & Co as a specific ‘members only’ retail club”.

WC Inward Investment Manager: **Objection** - “There continues to be an acute shortage of commercial units in South Wiltshire available to rent or buy. This is having an impact on the economy, with businesses being unable to expand or new ones find suitable space – we are aware of a number of businesses in this position. This has resulted in some businesses taking the difficult decision to leave the area to neighbouring counties. However, when this does happen the vacated space is quickly re-let.

This is backed up by comments from local commercial agents, who state that Churchfields Industrial Estate remains a very popular destination, with currently very few voids. Economic Development are aware of interest in all the sites the applicant has brought to our attention and that the First Floor Premises at Prestex House is now being shown as let.

I am not aware of any other units available on Churchfields at the moment.

Churchfields Industrial Estate is the main site in Salisbury for manufacturing uses, providing a range of employment types for local residents. Economic Development feel it is in the interests of the City that this remains the case, and that there are better options for this proposal in other areas of Salisbury. We would be happy to help the applicant find a suitable site”.

WC Public Protection: **No objection subject to condition** - “My initial concern regarding this application related to whether any external plant would be installed. We routinely ask for

details of plant to be installed to allow us to consider the possible impact on residential amenity. However, having reviewed the location of the application site again, in the event that plant is installed externally the nearest existing residential dwellings are located approximately 300m north east of the proposed site. Depending which façade the plant is located on, these receptors would benefit from attenuation provided by the building itself, the distance, and other existing buildings on the industrial estate. I am therefore of the opinion that the nearest noise sensitive residential dwellings are very unlikely to be impacted by noise from any proposed plant installed on this development site, and a condition regarding noise is not warranted for this application.

I do however, recommend a condition is applied to any approval of this application regarding operating hours which should reflect the hours outlined in the application i.e. the business will be open 24/7 except for Sundays and Bank/ Public Holidays when the opening hours will be 10am – 4pm”.

WC Senior Planning Policy Officer (Luke Francis) – Strategic Planning: **Objection** - “Thanks for consulting me. While the proposal to reduce travel for Plymouth Brethren members by establishing a retail club in Churchfields Industrial Estate has sustainability benefits, conditioning the use to a specific group is problematic. Such conditions are difficult to enforce and could lead to non-compliance, most likely playing out as in your hypothetical example of Tesco. Additionally, you are right, approving this could set a precedent for other retail applications in industrial areas, potentially leading to a loss of employment space and undermining Churchfield’s economic function, character and viability. Ensuring alignment with local plan policies and strategic objectives is crucial. The Core Strategy supported a mixed employment/ residential approach for Churchfields. However, in Policy 34 of the emerging Local Plan, which Full Council have today approved for submission to the Planning Inspectorate, we are looking to support employment uses at Churchfields. The policy and supporting text support the argument that introducing retail uses, especially with enforceability concerns, could undermine the importance of Churchfields as an employment area”.

Following the above comments and further to discussions with the applicant and their agent, the following further comments were provided by two Senior Planning Policy Officers in Strategic Planning (Luke Francis and David Way):

“Thank you for the update on PL/2024/05013 - Strukta Trade Store at 13 Edison Road, Salisbury, SP2 7NU. While Dave will be more familiar with the CAF and Churchfields because of his dealings with the Salisbury area, based on our policy framework and the information provided by you, here are some key points that you may find helpful:

1. *Quality of Place:* The proposal does not align with the objective of improving the quality of place to attract start-ups and a variety of employment types. Retail use does not contribute to the diversification of employment-generating uses as envisioned for Churchfields Industrial Estate.

2. *Inappropriateness of Use:* The proposed retail use is not appropriate for this industrial area. It poses enforceability challenges and could set a precedent for similar applications, undermining the estate's economic function and character. This is particularly concerning given the acute shortage of commercial space in south Wiltshire, as confirmed by Russell Frith.

3. *Policy Alignment:* The CAF and the emerging Local Plan emphasise maintaining Churchfields as an employment area. Introducing retail uses could lead to a loss of valuable employment space, contrary to strategic objectives.

*In summary, the proposal fails to meet the key objectives of the CAF, particularly in enhancing the quality of place and supporting appropriate, higher-density employment uses”.*

And:

*“Following on from Luke’s response to your email below, I don’t have much more to add. I agree with Luke that a retail use fails to meet the key objectives of the CAF. However, this decision will be made against adopted policies in the Core Strategy not against emerging Local Plan policies.*

*Core Strategy Core Policy 20 allocates Churchfields for 1100 dwellings and 5ha employment and paragraph 5.119 states that ‘this will provide 1,100 homes and 5 ha of predominately B1 employment land...’ The Core Strategy makes no reference to retail uses on this site. The development template in Core Strategy Appendix A (page 390 under ‘Land Uses and Quanta of Development’) refers to a ‘Local neighbourhood centre’ which would presumably be the location for any retail uses. But PL/2024/05013 is not proposing a retail use as part of a local neighbourhood centre”.*

## **7. REPRESENTATIONS**

The application was publicised by letters posted to near neighbours.

Objections summary – **None**.

Supports summary – **Two comments received** from neighbouring businesses.

## **8. PLANNING POLICY**

### National Planning Policy Framework (NPPF)

- 2. Achieving sustainable development
- 4. Decision-making
- 6. Building a strong, competitive economy
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed and beautiful places
- 14. Meeting the challenge of climate change, flooding and coastal change
- 15. Conserving and enhancing the natural environment

### Wiltshire Core Strategy (WCS)

- Core Policy 1: Settlement Strategy
- Core Policy 2: Delivery Strategy
- Core Policy 20: Spatial Strategy for the Salisbury Community Area
- Core Policy 34: Additional Employment Land
- Core Policy 35: Existing Employment Land
- Core Policy 36: Economic Regeneration
- Core Policy 38: Retail and Leisure
- Core Policy 57: Ensuring High Quality Design and Place Shaping
- Core Policy 60: Sustainable Transport
- Core Policy 61: Transport and Development
- Core Policy 64: Demand Management
- Core Policy 67: Flood Risk

## Salisbury District Local Plan 2011

Saved Policy S1: Primary Frontages in Salisbury and Amesbury  
Saved Policy S2: Secondary Shopping Areas in Salisbury and Amesbury  
Saved Policy S3: Location of Retail Development

### Other

Consideration has also been given to the emerging Wiltshire Local Plan (Regulation 19 Stage), in particular the following policies however it is advised that this document and the policies contained within it are not adopted and only afforded very limited weight in current decision taking:

Policy 22 - Salisbury Principal Settlement  
Policy 31 - Salisbury Central Area  
Policy 34 - Churchfields Employment Area  
Policy 65 - Existing Employment Land

The Wiltshire Design Guide Supplementary Planning Document ('the WDG SPD') - adopted March 2024

Wiltshire Local Transport Plan 2011-2026

Salisbury Central Area Framework (CAF) - August 2020

Emerging Salisbury City Neighbourhood Plan

## **9. PLANNING CONSIDERATIONS**

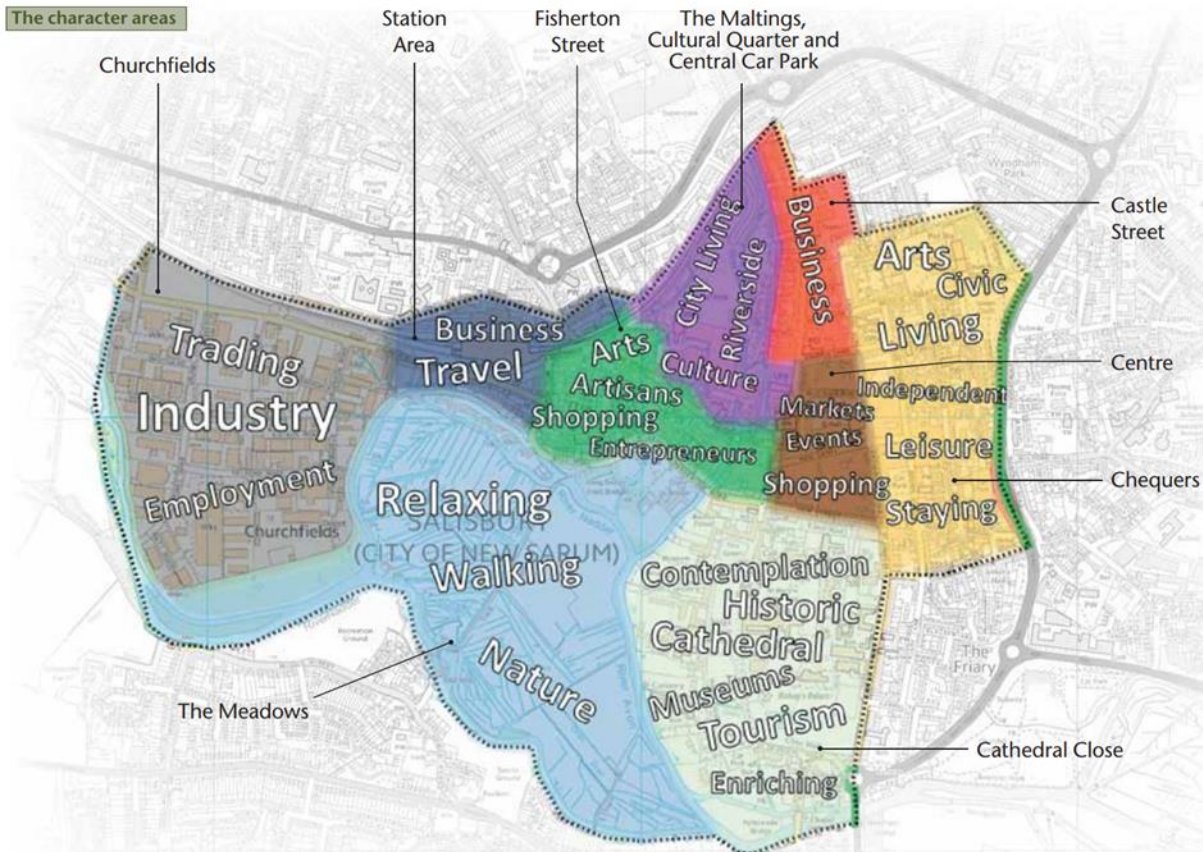
### 9.1 Principle of development and appropriateness of such a use in this location and retail impact on the city centre

Salisbury is identified as a principal settlement under CP1. Churchfields and Engine Sheds is allocated within the adopted WCS for comprehensive redevelopment as a mixed use scheme. There are many different companies undertaking a wide range of activities within the long-established industrial estate. The estate is a major employment site serving Salisbury and the surrounding area. CP2 of the WCS sets out details about the allocation with the vision of up to 1,100 dwellings with 5 hectares of retained employment land across the whole site. However, since the adoption of the WCS in January 2015 (i.e. nearly 10 years ago), there has been no masterplan or realistic prospect of an application coming forward to comprehensively redevelop Churchfields for the allocated use in the way initially envisaged, emphasising the significant difficulties of large scale relocation of business units.

The emerging Wiltshire Local Plan has noticeably shifted away from residential development on the estate and instead focuses on appropriate sustainable regeneration. This is emphasised by the fact it is allocated as a principal employment area in this emerging plan. Following recent council endorsement, the emerging plan was submitted to the Secretary of State for examination in late November 2024. Whilst this emerging plan is afforded very little weight in current decision making, it does show the general direction of travel. The application site is essentially within the middle of the industrial estate, surrounded by industrial buildings/uses, many which have been present for a significant period of time.

The adopted Salisbury CAF which was adopted in August 2020 is also relevant and refers to Churchfields thus;





It has a specific section about Churchfields (section 6) and states the following:

**The CAF recommends the following Key Objective for the Churchfields Industrial Estate Character Area: To enhance the Churchfields Industrial Estate area and support a diversification of employment generating uses. This should be sought by:**

- promoting the suitable relocation of employment uses, notably high-traffic generators
- improving the quality of place to attract start-ups and a greater variety of employment types
- supporting higher density employment uses, where appropriate
- investigating the relocation of Wiltshire Council's depot.

Land uses on the existing industrial estate include the council's depot, warehouses, open storage land, and a mix of showrooms and workshops, factories, and manufacturing units, along with vehicle repair workshops, trade counter units and some offices.

Paragraph 6.9 (in CP34) states that *"The evidence indicates that Wiltshire does not have land available in the right location at the right time to meet business needs and this could*

*result in Wiltshire losing business to other locations where a more favourable business and regulatory environment exists". Wiltshire's principal employment areas should be retained for employment purposes within use classes B1 (now class E(g)), B2 and B8 to safeguard their contribution to the Wiltshire economy and the role and function of individual towns. Proposals for renewal and intensification of employment uses within these areas will be supported. Paragraph 6.14 of CP35 (Existing Employment Land) specifically states that "The Core Strategy seeks to protect Wiltshire's most sustainable and valued employment areas by applying policies to favour employment uses on these sites. On some of these employment areas there are strong redevelopment pressures for other uses, notably residential and retail".*

During the course of assessing this application, the applicant has provided additional information detailing how the premises will function. The use is described as a sui generis members only retail club. It will essentially function as a supermarket providing various food and household goods for sale however the key difference with a typical retail premises is that only members of the PBCC will be able to shop there. The PBCC Salisbury catchment area comprises of approximately 200 members who are all familiar with one another. It is explained that designated core and voluntary staff will have the complete knowledge and training to only accept members of the community in the unusual event that members of the general public arrive and attempt to shop at the premises. Members of the public will not be able to register for a membership simply momentarily. Although members of the PBCC from various catchments will be allowed to visit and shop at the proposed Salisbury Campus & Co store, the applicant advises that it is expected that this will happen infrequently. Doors serving the premises will be keypad locked at all times so no one will be able to enter without knowledge of the entry code. No signage is proposed as part of the proposals.

Main town centre uses are defined in the NPPF as including retail development (including warehouse clubs and factory outlet centres) amongst other development. National and local policy indicate a town/city centre first sequential approach for retail development. The WCS sets a local floorspace threshold of 200 sqm for retail impact assessments. CP38 of the WCS states that *"All proposals for retail or leisure uses on sites not within a town centre in excess of 200 sqm gross floorspace, including extension of existing units, must be accompanied by an impact assessment which meets the requirement of national guidance and established best practice, and demonstrates that the proposal will not harm the vitality or viability of any nearby centres. All such proposals must also comply with the sequential approach, as set out in national guidance, to ensure that development is on the most central site available"*.

Section 7 of the NPPF deals with assessing planning applications for retail uses and ensuring the vitality of town centres. When assessing planning applications that are located outside of the defined town centre, the NPPF retains both the sequential and impact test requirement. Local planning authorities are required to ensure applications for main town centre uses are located in the town centre, then on edge of centre sites, and *"only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered"* (paragraph 91 of the NPPF). When assessing non-central sites, consideration must then be given to how accessible the sites are and how well located they are to the town centre. NPPF paragraph 94 requires an impact assessment to be carried out for edge and out of town proposals if the development is over a locally set floor space threshold. In this case and as specified previously, a threshold has been set within the WCS at 200 sqm (CP38). The impact assessment should specifically consider:

- The impact of the proposal on existing committed and planned public and private investment in the centre.



- The impact of the proposal on town centre vitality and viability. This includes impact on local consumer choice in the town centre and the wider area as applicable to the nature of the scheme.

Planning Practice Guidance - Town centres and retail provide further information about planning for town centre vitality and viability. The sequential test guides main town centre uses towards town centre locations first, then, if no town centre locations are available, to edge of centre locations, and, if neither town centre locations nor edge of centre locations are available, to out of centre locations (with preference for accessible sites which are well connected to the town centre). It supports the viability and vitality of town centres by placing existing town centres foremost in both plan-making and decision-taking.

The applicant considers that given the specific nature as to how such premises function, the proposed members only retail club is not suited to a town/city centre location. Notwithstanding this, the applicant has provided a retail sequential test and impact assessment. It is indicated that a comparable location would be required to demonstrate a premises of 350-450 sqm, and a maximum of 8-10 parking spaces. The submitted report concludes that there are currently no alternative town centre sites where the development could be located, and the proposal would not undermine the viability and vitality of the city centre.

The submitted information and conclusion of the sequential test are duly noted. However, in a subsequent e-mail dated 01/10/2024, the applicant's agent states that the *"Salisbury congregation of the Plymouth Brethren Christian Church has been searching for a suitable premises with Myddelton & Major since 2019"*. No detailed information has been submitted advising of other premises which have been considered from 2019 to the date which this current application was submitted.

The Council's Inward Investment Manager advises that there is an acute shortage of commercial space to buy or rent for use classes E(g), B2 and B8 in South Wiltshire at the moment and has concerns about the proposed use on the Churchfields Estate. He advises that this lack of commercial space is negatively impacting on the local economy, with businesses being unable to expand or new ones find suitable space. He is aware of a number of businesses in this position, and it has resulted in some leaving the area to move to neighbouring counties. Demand for industrial and business units on Churchfields industrial estate is strong with few vacant sites and any which do become available are rarely on the market for long.

The proposal would result in the loss of part of an existing unit which is currently used for B8 use. Whilst the applicant has provided a sequential test and impact assessment for the proposed change of use, officers have strong concerns that the proposed members only retail club will undermine the employment area and industrial site, particularly given that there is a known shortage of industrial space in south Wiltshire. Officers are unconvinced that such a use should be located on the Churchfields estate particularly in light of the emerging local plan, adopted core strategy policies and CAF which seek to retain employment purposes within use classes E(g), B2 and B8 to safeguard their contribution to the Wiltshire economy and the role and function to Salisbury.

The applicant's agent has reaffirmed on numerous occasions that the retail club would not function as a typical retail unit. It would not be open to trade for members of the general public and only be available to members of the PBCC. They have also stated that *"the site comprises unused Strukta space and the Campus & Co will have demonstrable social and economic benefits by serving the Salisbury catchment of the PBCC while cross funding educational charities. As previously noted, given the two uses will share the loading access of the premises, the proposal is compatible with the continued operations of the employment"*

area". They are firmly of the opinion that such a use is not readily compatible for an alternative location such as the city centre and have also suggested the following condition if the local planning authority was minded to granting either a permanent or temporary planning permission; *"The premises shall only be available to members of the Plymouth Brethren Christian Church who are registered to use the facility and there be no trade to visiting members of the wider public"*.

All of the above is acknowledged. With regard to conditioning use, officers consider that such a condition would be exceptionally difficult if not impossible for the council to enforce. This has been reiterated by the Council's Enforcement Officer whose views were sought. A further concern is that the PBCC could easily change membership/registration requirements in the future which could result in many more people using the premises than is currently intended/indicated thus diverting trade from elsewhere such as the city centre.

The applicant also advises that members currently utilise Campus & Co premises elsewhere with the nearest being at Andover and will continue to do so if this planning application is not successful. Establishing a retail club within Salisbury would serve local members of the PBCC and reduce travel for some thus have some sustainability benefits. These benefits are noted however such a use on this estate would, in officers' opinion, undermine Churchfield's economic function, character and viability and the potential benefits would not outweigh the loss of part of a B8 unit.

## 9.2 Impact on the character and appearance of the area

Given the internal layout and access arrangements for the premises, they will largely remain as existing. The change of use does not require any alterations to the buildings' elevational façade (aside from some small lights which have recently been installed for the benefit of members and staff).

The existing, simple industrial design of the building, which is coherent with the surrounding buildings on the estate, will not be materially impacted by the change of use. The change of use will not result in any material harm to the character and appearance of the application building and its impact on the surrounding area.

## 9.3 Impact on neighbour amenity/uses

The application site benefits from the absence of nearby residential properties. The nearest residential properties are No.43 and No.44 Churchfields Road, approximately 285 metres to the north-west, located on the edge of the industrial estate as illustrated in the submitted aerial view from the applicant's supporting statement:

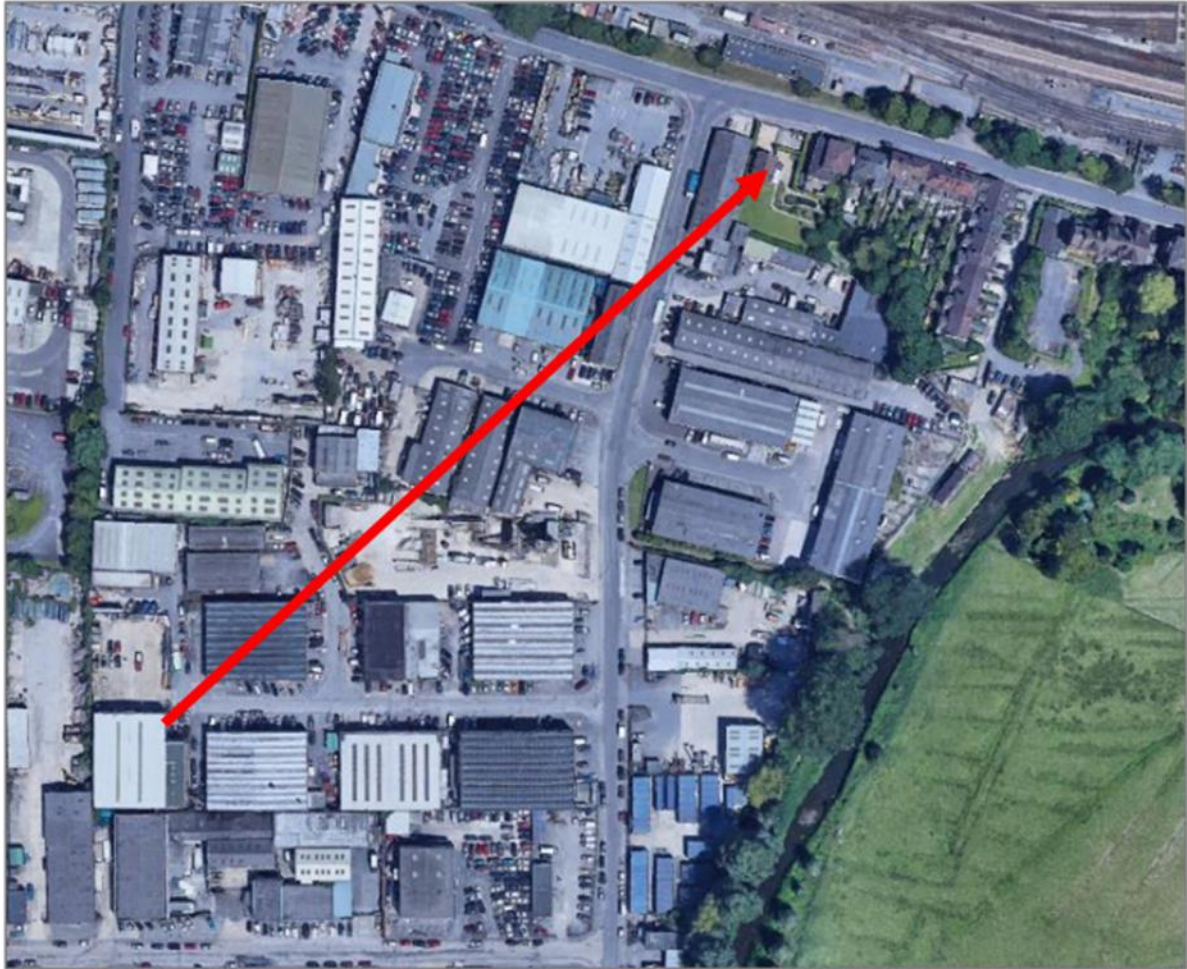


Figure 8 - Application site in the context of nearest residential properties

Notwithstanding the sufficient separation distance between the application site and noted residential units on the edge of the estate, such properties have a historic relationship with the existing surrounding uses of the site and are very unlikely to be directly impacted by the proposed change of use in this application.

With regard to the applicant's intentions to operate the retail club 24 hours a day (apart from Sundays and Bank Holidays) and when considering such properties positioned on the edge of the industrial estate, the proposal will not give rise to any adverse impacts on the amenities of the residents of Churchfields Road.

The proposal is concluded not to give rise to any adverse impacts by virtue of light pollution, unacceptable noise, vibration, and disturbance on the amenities of Churchfields Road residents. It is also considered that the proposed use and operating hours would not result in any material harm to the occupiers of nearby units within the estate.

Comments from Salisbury City Council are noted however as previously detailed, some lighting has recently been installed on the building for the benefit of members and staff. Concerns about the opening hours are noted however for the reasons detailed, it is not considered that in this specific location that any material harm would arise as a result. Refusal of the application based on the concerns raised by the City Council could not be sustained.

Any external plant or other external alterations may potentially require separate planning permission, and any proposed signage may require advertisement consent. If permission were granted, this could have been addressed by an informative note on the decision notice.

The application is judged to comply with relevant policies, notably CP57 of the WCS.

#### 9.4 Highway matters

The application building benefits from being within a sustainable location, where it is a short, convenient walk to the railway station, city centre and close to the 24 National Cycle Network and Wiltshire Cycle Way. The retail club would therefore be accessible by sustainable methods of transport and ultimately, its members not dependent on private vehicles for access.

The site already benefits from an external delivery and storage area. Whilst the proposal will reduce the external storage area, Campus & Co and Strukta would be served by a total of 14 car parking spaces and 1 HGV parking space. The submitted site plan clearly demonstrates that there would be sufficient manoeuvring space to allow for the loading and unloading of HGV's and adequate parking provision to accommodate the additional vehicle movements.

Paragraph 115 of the NPPF states "*Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe*". Given the proposed change of use to a members only retail club, the proposal is unlikely to generate additional vehicle movements that would result in unacceptable noise, vibration, and disturbance. HGV deliveries for Campus & Co and Strukta will be a maximum of two each day. This is a low frequency and importantly, such vehicle movements associated with the employment use of the site are already reasonably expected. It is not considered that any impacts would be severe.

WC Highways have assessed the application and have concluded that "*the parking allocation is appropriate*". The Highway Officer has requested that if permission is granted, a condition is imposed restricting the use to Campus & Co as a specific 'members only' retail club.

#### 9.5 Flood risk

The Council's Strategic Flood Risk Assessment advises that the site falls within an area at high risk of ground water flooding. The southern boundary and access are also at risk of a 1 in 100 year + 40% climate change allowance surface water flooding event.

In accordance with the NPPF's flood risk vulnerability classification, the existing B8 and proposed use is deemed less vulnerable to flood risk. Given the residual risk to flooding will not be materially impacted by the change of use, and the proposal requires no alterations to the exterior of the building or changing floor levels, it is considered that the building is appropriately flood resilient, where safe access and escape routes can be achieved.

### **10. CONCLUSION – the 'planning balance'**

Whilst no physical alterations are proposed to the building and the application is judged acceptable in terms of the impact on neighbouring buildings/uses, highway matters and flood risk grounds, the application is recommended for refusal. Officers are aware that there is currently an acute shortage of commercial space in South Wiltshire. The proposed change of use to a members only retail club would result in the loss of part of an existing B8 unit, and it

is concluded that the proposed use would undermine the area and not accord with the thrust of policies in the WCS in terms of retaining a use class E(g), B2 or B8.

Establishing a retail club within Salisbury would serve local members of the PBCC and reduce travel for some thus having some sustainability benefits. These benefits are noted however such a use on this estate would, in officers' opinion, undermine Churchfield's economic function, character and viability and the potential benefits would not outweigh the loss of part of a B8 unit.

Furthermore, a potential planning condition imposed on any permission restricting who can shop at the premises is not considered to be reasonable or enforceable and would not meet all of the tests set out in paragraph 56 of the NPPF therefore there are concerns about how the premises would function in the long-term.

## **RECOMMENDATION**

**That the application be REFUSED planning permission for the following reason–**

- 1 Churchfields is a long and well established industrial and employment area and there is currently an acute shortage of industrial space in south Wiltshire. Whilst the applicant has provided a sequential test and impact assessment for the proposed change of use, it is judged that the proposed members only retail club will undermine the employment area and uses on the Churchfields estate. No detailed information has been submitted with the current application detailing any other premises which have been considered from 2019 (the date which it is advised the applicant has been seeking a premises for a members only retail club) to the date which this current application was submitted and the reasons why alternative premises/locations were discounted.

The proposal would result in the loss of part of an existing B8 unit within an employment area where there is a known shortage of light industrial premises. The proposed use would not accord with the thrust of local plan policy in terms of retaining a use within these use classes.

Furthermore, a potential planning condition imposed on any permission restricting who can shop at the premises is not considered to be reasonable or enforceable and would not meet all of the tests set out in paragraph 56 of the NPPF. The applicant could easily change membership/registration requirements in the future which could result in many more people using the premises than is currently indicated and diverting trade from elsewhere such as the city centre.

The proposal is therefore considered to be contrary to the aims of the NPPF, Core Policies 2, 20, 35 and 38 of the adopted Wiltshire Core Strategy and Section 6 (Churchfields) of the Salisbury Central Area Framework.