

APPLICATION FOR FULL-PLANNING PERMISSION CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2026/00776
APPLICATION TYPE:	Full planning permission
SITE ADDRESS:	304c Devizes Road, Salisbury, SP2 7DP
DEVELOPMENT DESCRIPTION:	Change of Use from a private dwelling C3 to class C2, and therefore use as a children's residential home
RECOMMENDATION:	Approve with Conditions

SITE DESCRIPTION/CONTEXT

The application site is a detached latter C20 residential dwelling located upon a primary route into the Principal Settlement of Salisbury. The area is predominately residential with a highly varied design form. The site is located within the settlement boundary of Salisbury as defined by Wiltshire Core Strategy (WCS) core policies 1 (Settlement Strategy), 2 (Delivery Strategy) and 20 (Spatial Strategy for the Salisbury Community Area). The site is surrounded by other residential properties and their associated amenity and parking provisions.

PROPOSAL

The application seeks approval for a change of use from private dwelling (C3) to class C2 to be used as a children's residential home, registered with Ofsted and managed by Agincare. The proposal is to home no more than 3 children and/or young people, with primary needs being a learning disability or autism.

PLANNING HISTORY

Proposal / Summary
PL/2021/03249 - Householder planning permission Decision - Approve with Conditions Date: 4/11/2021 – Proposed loft conversion to include 3 rooflights to front elevation, two rear dormers and two new side windows.

RELEVANT LEGISLATION, POLICIES AND GUIDANCE

Statutory Legislation:

National Planning Policy:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- National Design Guide

Development Plan:

The adopted *Wiltshire Core Strategy (WCS)*, with particular regard to:

- Core Policy 1 Settlement Strategy;
- Core Policy 2 Delivery Strategy;
- Core Policy 3 Infrastructure Requirements;
- Core Policy 20 Salisbury Community Area
- Core Policy 46 Meeting the Needs of Wiltshire's Vulnerable and Older People;

- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 60 Sustainable Transport;
- Core Policy 61 Transport & Development;
- Core Policy 62 Development Impacts on the Transport Network;
- Core Policy 63 Transport Strategies
- Core Policy 64 Demand Management

Supplementary Planning Documents and other Guidance:

- Wiltshire Design Guide (adopted April 2024)
- Wiltshire Local Transport Plan 2011-2026, adopted 2015 - including the Car Parking Strategy and Cycling Strategy, adopted 2015

ISSUES

The main issues that need to be addressed in this case include:

- Whether the development is acceptable in principle (CP 1 and 2)
- Whether the scheme constitutes high quality design (CP 57)
- Whether the scheme would have an acceptable impact upon the reasonable living conditions of the adjoining occupants (CP 57)
- Whether the proposal would have a negative effect upon highway safety, including if there is sufficient parking for the proposed development (CP 61 and 64)

CONSULTATION RESPONSES

WC Highways: No Objection, subject to condition. Comments stated below:

Initial holding objection pending submission of:

Maximum staffing numbers

Shift changeover details

Parking management plan

Cycle parking provision

Sustainable travel measures

Following submission of additional information, the below response was received:

Introduction and Existing Situation

The application relates to a detached four-bedroom property at 304C Devizes Road. The dwelling is currently vacant and is understood to have most recently operated as an HMO.

Vehicle access is taken directly from the A360 Devizes Road via an existing driveway, which the applicant states can accommodate parking for three vehicles.

Proposed Use

The proposal seeks the change of use of the existing dwelling to a children's residential home (Class C2), accommodating up to three children or young people with learning disabilities or autism.

No physical alterations to the building are proposed. The accommodation within the property comprises three bedrooms, a shower room and an integral garage at ground floor level, with a living room, kitchen and fourth bedroom at first floor level.

The supporting statement advises that the staffing ratio could be 1 staff to 1 child depending on the needs. However, it goes on to state that the Home would not accept three children all requiring one-to-one care at the same time.

Staffing arrangements include a full-time Registered Home Manager, a Deputy Manager, and 5–6 care workers working on a rota basis with some staff sleeping onsite. Shift patterns have not been confirmed, and maximum onsite staffing remains unclear.

Visitors such as social workers would attend by appointment, and there would also be team meetings and staff handovers conducted at the premises.

Sustainability

The site lies within the settlement boundary of Salisbury with good access to local facilities and public transport and is therefore regarded as locationally sustainable.

Access, Parking and Traffic Generation

As previously stated, the existing garage is not of dimensions that would reasonably be considered appropriate for a parking space, and given that there is no dedicated provision indicated for cycle storage, it could offer such provision to promote sustainable travel.

It has previously been advised that the parking area on the driveway fronting the property would only reasonably be considered appropriate for the parking of two cars, in order to provide unfettered access to the door of the property, and having regard to the low boundary wall to the south-eastern side of the frontage.

The further information submitted provides clarification of the staffing levels that would be expected at the site, which advises that there would be a minimum of 1 staff member onsite at all times and a maximum of 4 staff members, depending on the needs of the children.

It is, however, advised that there may be occasions when there would be more than 4 members of staff onsite, but in these instances the travel and parking would be managed to minimise disruption.

The shift handovers are advised as 09:30 and 21:30 daily, which fall outside of the general peak times, with the Manager or Deputy being on site Monday to Friday between 09:00 and 17:00.

In accordance with the emerging Parking Standards, a C2 use requires 1 parking space per 3 bedrooms and 1 space per 2 members of staff (based on the maximum number of staff on site at any one time)

On the basis of information submitted regarding staffing levels, the general maximum number of staff would be 4, and therefore the proposed use would generate the need for 2-3 car parking spaces.

It is understood that visitors, such as social workers, would attend by appointment. Such visits would be akin to what could reasonably be expected if the property were in a general residential use, and where the use of on-street parking would be acceptable. It is understood that additional meetings and visitors would be infrequent.

Devizes Road has a wide carriageway which can comfortably accommodate a level of onstreet parking without compromising the movement of vehicles along the road, and therefore it is accepted that some degree of on-street parking for visitors would be considered acceptable in this location.

In terms of sustainable travel, the site is located such that there are good available options for travel by sustainable means, including car sharing. It is therefore considered that any approval of the proposed development should be conditional on the submission and approval of a Travel Plan Statement.

Summary and Recommendation

The proposed change of use is considered acceptable, based on the information submitted by Agincare in their "Response to Highways queries" on the staffing levels and the management of the timing of visitors.

Given the need to manage vehicular traffic to and from the site, it is considered that a Travel Statement is required to manage the numbers and timing of vehicular trips and parking demand associated with staff, and to promote car sharing and sustainable travel.

It is therefore recommended that no highway objection is raised subject to the following conditions being attached to any permission granted.

Suggested conditions have been included on this consent.

WC Public Protection: Comment, stated below:

I write regarding the application for 'change of use from a private dwelling C3 to class C2, and therefore use as a children's residential home'.

The application site comprises a detached dwelling within an established residential area, located adjacent to the busy A360 Devizes Road. The proposal is to accommodate up to three

children aged 8 and above, supported by appropriately trained care staff. The use therefore remains residential in nature and is small in scale.

Having regard to the existing residential character of the area, the elevated background sound levels associated with traffic on the A360, and the limited number of residents, Public Protection does not consider that the proposed change of use is likely to give rise to unacceptable impacts on the amenity of neighbouring occupiers, including in respect of noise.

We therefore raise no objection on amenity grounds. You may, however, wish to consider the use of a planning condition to restrict the number of children resident at the property at any one time to no more than three, in line with the details submitted.

Salisbury City Council: No Comment

REPRESENTATIONS

In accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), the application was publicised.

Below is a summary of the representations received during the consultation period. Only material planning considerations have been taken into account in the assessment of this application. Non-material issues, such as property values or private legal disputes, cannot be considered in the determination process.

1 Comment was provided, included below:

My main concern is that significant extra on-road parking will become inevitable.

The proposed staffing will likely require spaces for a Home Manager, 3 carers [at 1:1 care] family visitors, and social workers.

The service provided by bus, rail and Park and Ride for staff and visitors seems unrealistic.

One of the 3 spaces on the driveway would be difficult to negotiate, as a low wall, [not shown in the photo] blocks bay 3.

The application states - "no alterations, inside or outside will be made" So Ample parking is an overstatement.

There is no provision for safe crossing of Devizes Road for hundreds of yards in either direction. Even for hardened adults the risks are great.

Children with difficulties, even closely managed by staff, might pose a greater risk?

1 response of Support was received, included below:

There are two dropped kerbs at the property and on site parking spaces for 3 cars, PSA drawings. There is also an ability to park on the road in front of the property over the top of the driveway cars (4cars). Additionally, and with managed handover periods, where there might be more staff on site, 20 metres away on India avenue, there is significant on road parking, as the left hand side is adjacent to back gardens and is generally quite empty most of the time.

7 Objections, key themes included below:

- Off-road parking concerns
- Highways safety
- Internal layout of the property
- Intensification of the use of the site
- Concerns regarding children's safety along a busy road
- Lack of operational details

ASSESSMENT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

"If regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise."

In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans. Consideration has also been given to the policies of the National Planning Policy Framework (NPPF) as a material consideration in the assessment.

Principle of Development

Core Policy 1: Settlement Strategy of the WCS establishes a hierarchy of settlements to guide where development should be focused. The policy prioritises growth in Principal Settlements (e.g., Salisbury, Chippenham, Trowbridge), as the main focus for strategic growth.

Core Policy 2: Delivery Strategy of the WCS sets out how development will be distributed and delivered across Wiltshire. The policy emphasises sustainable patterns of growth, reducing the need to travel and supporting local services, development should be plan-led, aligning with the settlement strategy and supported by infrastructure, windfall development (not allocated in plans) must still comply with the principles of sustainable development

Together, CP1 and CP2 ensure that new development is strategically located, sustainable, and supports the character and function of Wiltshire's communities.

The principle of changing the use of a dwelling for various other residential type and care uses is broadly acceptable subject to a range of site-specific considerations and compliance with relevant policies.

CP20 states that development in the Salisbury Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1.

CP46 'Meeting the Needs of Wiltshire's Vulnerable and Older People' of the WCS states that the provision of homes and accommodation for vulnerable peoples will be supported, including but not limited to people with learning disabilities, and such accommodation should be provided in sustainable locations where there is an identified need, within settlements identified in CP1, normally in the Principle Settlements and Market Towns, where there is good access to services and facilities.

Considering the relevant policy, the proposed change of use is acceptable in principle.

It is considered that the proposed change of use would not result in significant intensification of the application site beyond the existing use of the dwelling, that would adversely impact the neighbouring properties or locality. The proposal is therefore acceptable in principle subject to considerations of site-specific impacts and other material considerations which are addressed further below.

Design and Impact on the Character and Appearance of the Area

Core Policy 57 states that new development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality.

The proposal does not include any alterations to the existing dwelling, with no changes proposed to the fenestrations, materials, or access to the dwelling. The existing dwelling is set within a residential area where there are dwellings of varied style and layout. The proposal seeks permission only for the change of use of the existing dwelling, with no external alterations to the property. As the scale and previous use of the dwelling was suitable within the context of the area, the proposal is not considered of potential harm to visual amenity.

As there are no proposed alterations to the dwelling, in terms of design and visual appearance, the application is considered acceptable in preserving the character of the site and would not have a detrimental effect on the streetscene or the character of the surrounding area.

Amenity

Point vii of Core Policy 57 - Ensuring High Quality Design and Place Shaping of the Wiltshire Core Strategy seeks to ensure that developments do not adversely affect neighbouring properties requiring in criteria vii for developments to have *"regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants, and ensuring that appropriate levels of amenity are achievable within the development itself, including the consideration of privacy, overshadowing, vibration, and pollution (e.g. light intrusion, noise, smoke, fumes, effluent, waste or litter)"*.

The National Planning Policy Framework (NPPF), particularly Paragraph 135(f), stresses that planning decisions should ensure developments provide a high standard of amenity for existing and future users.

The proposed development has been assessed in terms of its potential impact on the residential amenity of neighbouring properties. The site is located within a residential area in the Principal Settlement of Salisbury, neighboured by residential dwellings to the south east and north west, and by the highway to the south west. No alterations are proposed externally, nor are any extensions to the dwelling permitted as part of this application, the only development proposed in this application is a change of use.

In respect of residential amenity of the neighbouring properties, it is considered that the level of activity at the property would not substantially increase over and above the current permitted use as a result of the proposed change of use. The property is a large family home, which could reasonably be expected to be occupied by a family with several children – including those of driving age. As such, it is not considered that the proposal would be detrimental to neighbouring properties, beyond its existing use, that would warrant refusal. Given there are no external changes proposed to the dwelling, it is considered that the proposal would not result in harm to neighbour amenity, including any impacts such as overlooking, loss of privacy, or overshadowing.

It is also considered that the property and dwelling itself are of sufficient size and scale with appropriate facilities for the use proposed and the number of children and support staff

intended to be accommodated within the property in order to achieve an acceptable and appropriate level of residential amenity for future residents.

The Public Protection consultee has provided a response of no objection, but raised the possibility of including a condition limiting the number of children in the dwelling at one time. They noted that the application is to accommodate up to 3 children, aged 8 and above, supported by appropriately trained care staff, and the use therefore remains residential in nature, and of a small scale.

They considered that, noting the existing residential character of the area, the elevated background sound levels associated with traffic on the A360, and the limited number of residents, the proposed change of use is not likely to give rise to unacceptable impacts on the amenity of neighbouring occupiers, including in respect of noise.

As the property will be utilised in much the same manner as could the dwellinghouse at present it is not considered that there would be the potential for any greater impact on neighbouring amenity as a result of this application.

Additional vehicles using the highway was also raised as a concern, however the site has a suitable parking provision to meet parking standards, and the staffing hours ensure that change over times would fall outside of general peak times. The highways consultee has confirmed there is no objection to the application in highways terms, and the proposed use and parking available meets the expected standards for the proposed use class.

Therefore, the proposal is considered to comply with the requirements of Core Policy 57.

Highways Impacts and Parking

Transport implications are a key factor in assessing planning applications, especially for larger developments. Proposals must demonstrate safe and suitable access for all users, including pedestrians, cyclists, and those with mobility impairments, no severe residual impacts on the surrounding highway network, promotion of sustainable travel, reducing reliance on private vehicles, adequate parking and cycle provision, in line with adopted standards, and protection and enhancement of public rights of way and active travel routes.

Relevant policies include Core Policies 60–64 of the Wiltshire Core Strategy, supported by the Wiltshire Local Transport Plan, Car Parking Strategy, and Cycling Strategy. The Local Cycling and Walking Infrastructure Plan (LCWIP) and LTN 1/20 (DfT) provide further design guidance for active travel infrastructure.

Following initial consultation with the Highways consultee and concerns raised in regard to parking provision, highways safety, and lack of operational details in third party representations, further details were requested from the applicant.

Following submission of additional information, the highways consultee provided a response of no objection, subject to conditions.

The existing garage is not of dimensions that would reasonably be considered appropriate for a parking space, however could be used for cycle storage. The existing driveway is considered

appropriate for off-road parking for 2 vehicles, to ensure unfettered access to the front door, and having regard to the low boundary wall to the south-eastern side of the frontage. Further information was provided which clarified staffing levels, shift patterns and handovers. The highways consultee confirmed that visitors, such as social workers, would attend by appointment, and such visits would be akin to what could reasonably be expected if the property were in a general residential use, and where the use of on-street parking would be acceptable. It is understood that additional meetings and visitors would be infrequent.

Devizes Road has a wide carriageway which can comfortably accommodate a level of on-street parking without compromising the movement of vehicles along the road, and therefore it is accepted that some degree of on-street parking for visitors would be considered acceptable in this location.

They concluded that the proposed change of use is considered acceptable, based on the information submitted by Agincare in their 'Response to Highways queries' on the staffing levels and the management of the timing of visitors.

Given the need to manage vehicular traffic to and from the site, it was considered that a Travel Statement should be provided, to manage the numbers and timing of vehicular trips and parking demand associated with staff, and to promote car sharing and sustainable travel.

The suggested conditions have been included on this consent.

Representations raised significant concern relating to off-road parking, highways safety, and safety of the children given the sites proximity to Devizes Road. Concerns are duly noted, and additional information has been provided by the applicant to address parking arrangements, access and safety. The change of use, to a C2 children's residential care home, is not considered of further impact on highways safety or off-street parking than the extant C3 residential use. Children in the home will be accompanied by at least one staff member who will be on site at all times, and a maximum of 4 staff members, depending on the needs of the children. Suitable parking provision is provided for on-site, and as the site is located within the Principal Settlement, sustainable transport can also be relied upon by staff. Devizes Road has sufficient opportunities for on-street parking, which could be used by visitors of the residential dwelling, in no greater capacity than as a C2 use. As such, it is considered that the change of use would not be of detrimental impact on highways or safety, beyond that of the existing dwelling.

The proposed change of use is not considered to pose any significant harm which would warrant a refusal, in accordance with CP61 and 64 of the WCS.

CONCLUSION

As detailed above, the local concerns are all fully noted and understood. However, officers have not identified any substantive material harm or policy conflict with either the adopted Core Strategy or the NPPF. Whilst it is appreciated that the proposal may lead to an increase in vehicle movements to and from the site, associated with staff shift patterns, this would not be significant and nor would it amount to an unacceptable impact on neighbouring amenity. In the absence of any technical grounds to refuse the application and with due regard to the existing use of the site being a 3 bedroom dwellinghouse, which would also

generate a number of vehicles movements over the course of a day, there is no evidence presented within the objections to justify a refusal in terms of highway impacts, sustainability, noise and disturbance. The proposal does not seek any alterations to the external dwelling, with no extensions or changes to fenestrations proposed to the existing dwelling. It is not considered of harm to residential amenity, respective of consideration for overlooking, privacy and noise disturbance.

RECOMMENDATION:

That Planning Permission be GRANTED, 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 and documents:

Site Plan Date Received: 27/02/2026

Existing and Proposed Floor Plans ref: EXT_100 Date Received: 27/02/2026

Parking Plan Date Received: 11/02/2026

Location Plan Date Received: 04/02/2026

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

3. No development shall commence until a Travel Plan Statement has been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied prior to the implementation of the Travel Plan Statement, and the use shall thereafter operate in accordance with the approved Travel Plan Statement.

REASON: In the interests of reducing the amount of private car movements to and from the development and promoting sustainable travel.

4. No development shall commence on site until details of secure covered cycle parking have been submitted to and approved in writing by the Local Planning Authority. These facilities shall thereafter be provided in accordance with the approved details and made available for use prior to the first occupation of the development hereby permitted and shall always be retained for use thereafter.

REASON: To ensure that satisfactory facilities for the parking of cycles are provided and to encourage travel by means other than the private car.

5. The development hereby approved shall only be used as a children's residential home (C2 use) and for no other purpose (including any other purpose in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (or in any provision equivalent to that Class in any statutory instrument revoking and reenacting that Order with or without modification) without the prior expressed planning permission of the Local Planning Authority.

REASON: The proposed use is acceptable, but the Local Planning Authority wish to consider any future proposal for a change of use having regard to the circumstances of the case.

6. The development hereby permitted shall be limited to a maximum of 3 children at any one time. Additional occupancy above 3 Children is not permitted until details are submitted to and approved in writing by the Local Planning Authority.

REASON: In the interests of residential amenity, highways safety and sufficient off street parking.