

Date of Meeting	7 th April 2016
Application Number	15/09519/LBC
Site Address	Land Adjoining the Old Manor Hospital Wilton Road Salisbury Wiltshire SP2 7EP
Proposal	Demolition of existing extension to Finch House & erection of new extension. Works to existing boundary wall.
Applicant	Mr Julian Shaffer
Town/Parish Council	SALISBURY CITY
Electoral Division	ST PAULS – Cllr Clewer
Grid Ref	413395 130409
Type of application	Listed Building Consent
Case Officer	Richard Hughes

Reason for the application being considered by Committee

Cllr Clewer considers that this proposal needs to be considered by the Committee given the scale of the project and the likely impact of the works on the character of the area and the highway system, and the need to ensure the scheme is part of a masterplan.

1. Purpose of Report

To recommend to Members that the scheme be APPROVED, subject to conditions

2. Report Summary

- a) Principle of development and policy context
- b) Design, and Impact on heritage assets including listed buildings and the wider conservation area

3. Site Description

The red line of this application site covers a modest part of the southern section of a much larger site known locally as the Old Manor Hospital site, which extended to the north and south of the A36. This wider area is defined by the limits of the Conservation Area.

The southern part of the wider site in which the application site sits consists of two grade II listed buildings Avon House, and Finch House. These formed part of a wider complex of buildings which operated as a hospital up until 2000, when the use ceased. Much of the former hospital related buildings which were located between and adjacent to the listed buildings on the site have since been removed. This southern part of the site is bounded by a high boundary wall which bounds the A36, and there are a number of mature trees adjacent to this wall within the larger site.

The current application site covers extensions and additions to Finch House, and includes a modern gate house (Porters Lodge), which is located adjacent the existing vehicular access onto the A36. The site also includes part of the brick boundary wall of the larger site, and a building known as Foxley Green, a modern single storey building which was up until recent years used for health services, but is now empty.

In the last 15 years, a complex of modern health related buildings have been erected along the southern edge of the wider site abutting Fountain Way, including the recently completed surgery complex adjacent Finch House. Furthermore, the listed Kennet House, to the east of the new surgery complex, was in recent years refurbished as a religious meeting hall.

Along the southern edge of this wider, larger site lies the main railway line and ancillary buildings, and to the east and west, a mixture of residential and industrial buildings (including the Ashley Road industrial estate to the south west).

To the northern side of the A36, the Conservation Area now encompasses the Courts, with Orchard House (residential move-on centre for young people) to the rear, and abuts Manor Fields primary school. Also to the north east is the recently built nursing home complex (formerly Llangarren), as well a number residential properties, two of which are listed (The Paragon). There is also the former (unlisted) entrance gate house which originally served Llangarren manor.

4. Planning History

The wider historic site has been the subject of a number of applications for works over recent years, some of which are listed below.

15/09465/FUL	Demolition of Foxley Green, Porters Lodge and single storey rear extensions to Finch House. Construction of 71 assisted living extra care units (C2 use class) with associated communal facilities, bin stores and landscaping. Construction of new convenience store. Construction of new vehicle entrance off Wilton Road and works to boundary walling
S/2012/0017	Demolition of Downton House, refurbishment and conversion of the Ballroom and erection of new building to provide a primary health care centre (Use Class D1), retail pharmacy (Use Class A 1), associated car parking, cycle parking, ambulance drop off zone, landscaping and boundary treatment.
S/2012/0018	Demolition of Downton House
S/2006/0433	demolition of two timber framed buildings (former nightingale ward and

contractors' site office)

S/2000/1035	demolition of garages and part of existing boundary wall reduction of height of retained wall
S/2002/1571	demolition of lindford and shear water wards buildings within old manor hospital site
S/2002/1572	demolition of brooks house and crane ward buildings within old manor hospital site
S/2006/1647	alteration of planning consent s/05/1842 to include additional parking, new store to the old manor social club, new access to montague house and changes to fenestration
S/2005/1842	demolition of existing structures including tree removal and erection of 3 storey combined courts centre and creation of new vehicular access car parking and associated works
S/2005/1839	demolition of existing structures including tree removal and erection of 3 storey combined courts centre and creation of new vehicular access car parking and associated works

5. The Proposal

This LBC application forms a companion application with application 15/09465/FUL. This LBC application covers the works to remove parts of Finch House and also includes works to alter the existing vehicular access onto the adjacent A36, and create new pedestrian and vehicular access points, including the stopping up of the existing vehicular access, which would involve works to the existing boundary walling which is curtilage listed.

The accompanying planning application proposes to demolish the existing extensions to listed building Finch House and also remove the existing detached buildings in the vicinity (including Foxley Green previously occupied by the NHS Mental Health Partnership), and construct 71 assisted living extra care units. The scheme would also include associated landscaping, ancillary buildings and uses such as a cafe and communal uses and rooms, including a new convenience store of 422sqm. Whilst this is not for consideration as part of this LBC application, the development scheme forms the reasoning and justification for the works proposed.

6. Local Planning Policy

Wiltshire Core Strategy

Saved plan policies H3 & E6 – Old Manor site

Core Policy 57: Ensuring high quality design and place shaping/amenity/art
Core Policy 58 : Ensuring the Conservation of the Historic Environment

National Planning Policy Framework (March 2012), in particular Section 7 (requiring good design), Section 11 (conserving and enhancing the natural environment).

National Planning Practice Guidance (March 2014)

Old Manor Conservation Area Appraisal

Old Manor Development Brief

7. Summary of consultation responses

Historic England - This proposal is for the redevelopment of a brown field site that forms part of the land that is designated as the Old Manor Conservation Area. Within the site are a number of Grade II listed buildings and other buildings and structures, some of which are curtilage listed. Whilst Historic England welcomes the opportunity to consider a proposal for the redevelopment of this long-neglected site, we are concerned about the lack of a rigorous evidence base to inform the masterplan and with the phasing of the development that leaves the heritage assets potentially vulnerable. However, we also believe that there may be scope to redesign a scheme on this site that is less harmful and would, therefore, be happy to look at any revisions that come out of any negotiations.

Salisbury City Council - support this application with the following comments:

- The impact on conservation interests, particularly the fabric and setting of the listed buildings, needs careful consideration.
- Existing trees make an important contribution to the Old Manor Conservation Area and every effort should be made both to retain existing mature trees and also to plant appropriate larger species wherever possible.
- Given the air quality issues on Wilton Road there needs to be an assessment of the air quality impact of the development, and steps to mitigate any impact need to be taken.
- The installation of PV panels to help reduce the CO2 emissions from the site is supported.
- A Travel Plan is referred to in the Transport Assessment. This should cover staff and visitors to the site as well as residents.
- The proposal for an on-site car share scheme is supported. Consideration should be given to electric car charging points for some of the car share and other parking bays. These would make some contribution towards mitigating air quality impacts.

WC Conservation – Do not object to removal of modern extensions to Finch House. Would object to loss of walling for new access unless tied into the proposed redevelopment scheme. New pedestrian access is acceptable in principle subject to details, as is the planned stopping up of the access to match existing walling.

8. Publicity

826 letters (main related to the non listed building issues) and other communications have been received, (largely generic letters supporting the scheme), and also raising the following points:

- Scheme will enhance the dilapidated site
- Scheme will improve the economy of the area
- Will bring much needed investment
- Development seems very high
- Provide much needed elderly housing
- Welcome new shopping facilities
- Will bring footfall to Fisherton Street and enhance the economy
- Will improve Wilton Road
- Will improve listed buildings on the site
- Concern about traffic impacts
- Concern regards impact of future phases and any community buildings
- Will landscaping be delivered and of quality
- We need hotel as well as housing
- Will additional elderly impact on existing surgery workload

Salisbury Conservation Advisory Panel – Design of phase 1 not of a standard appropriate for the Conservation Area and the much needed regeneration of the site.

Salisbury Civic Society – The Society has no objection to the overall principle of developing the site for the proposed use, but it feels there are major opportunities for improving the details of the scheme. Overall, the Society accepts that the price paid for the site, coupled with the considerable expense of rescuing its long-neglected listed buildings, dictates a high density development a long way removed from the former mental hospital character. Nevertheless, within these constraints there is scope for a less heavy-handed approach, as demonstrated by one relatively small part of the scheme itself. A further demonstration comes with the indication in the application documentation of the likely design of the final phase of the Quantum scheme, the Station Courtyard in the SE corner of the whole Old Manor site, which again uses a refreshingly simple approach. Detailed comments regards the details of the landscaping and planting.

Salisbury BID - confirm the support of the BID Board for the long awaited and much needed redevelopment of the Old Manor Site on the Wilton Road. We have been shown the plans as they have developed over the last 6 months and feel the redevelopment of this site, which is on one of the key gateways to the City, which has sadly been allowed to fall in to chronic decline over the years, can only be good for the City. Any developments that increase the affluence of Salisbury, delivers much needed local housing solutions and provides additional customers for existing local businesses can only be viewed as a positive move. The location of the site gives easy access into the City for the walker as well as excellent transport links – all of this will bring additional business and footfall for local businesses. We also trust that as part of this development, the developers will take into consideration feedback from organisations such as the Salisbury Civic Society & Salisbury Conservation Advisory Panel.

Salisbury Chamber of Commerce - the development proposed has been sympathetically designed, without overdevelopment, supporting Salisbury's need for housing for the over 55 age group whilst providing a small element of additional jobs through the creation of new convenience shops. The design and layout also helps the site retain its heritage and this is not over compromised within the scheme. We feel that this development will create an increase in the daily footfall of the Fisherton Street gateway to Salisbury, which will help support the local economy there. We are pleased to endorse and support this application,

however as this is one of five phases we would like to recommend that a program of protection/refurbishment and/or stability of the existing listed properties is implemented immediately through planning conditions to ensure that any further deterioration on the site is prevented and would like to see a commitment from the developer to work with regeneration partners and commute a sum of money towards improvements of the street scene of the Wilton Road and Fisherton street areas.

9. Planning Considerations

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires 'special regard' to be given to the desirability of preserving a listed building or its setting. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of any functions, with respect to any buildings or other land in a conservation area, under or by virtue of any of the provisions mentioned in this Section, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

9.1 Principle of demolition and development of the site

This LBC application relates solely to the demolition/removal of a large part of Finch House, and works to part of the boundary wall to the Old Manor site. However, the justification for the removal/demolition of these features is part explained by the matters referred to within the following paragraphs, and helps explain the ethos behind the works. Officers have therefore chosen to include these matters to provide a context to the works. A more detailed justification and reasoning/consideration is offered by the officer report associated with the full application for the intended works.

The site is highlighted within the strategic sites map associated with Core Policy 20 of the WCS as a strategic mixed use site. The site remains covered by saved policies E6 & H3 of the previous Salisbury District Local Plan, which indicate that:

“E6 Office development will be permitted at Old Manor Hospital as part of a mixed development.

H3 Residential development will be permitted at Old Manor Hospital. A planning obligation will be sought in respect of educational, recreational and community facilities, together with any other on and off-site infrastructure and facilities where they are necessary, relevant to planning and directly related to the proposed development.”

The site also remains covered by the Old Manor Hospital Development Brief (adopted in 2000), which reiterates the above policy stance, and also sets some parameters for demolition and new works on the site. The Development Brief, which envisages the removal of much of the modern additions to Finch House, and the development of the surrounding area with modern buildings.

More recently, the site has also been the subject of an adopted Conservation Area Appraisal in 2013. This analyses and explains the historic importance of the buildings and the wider site, and highlights that the wider site contains two listed buildings and three unlisted buildings considered to be “at risk”. It also highlights the need for a masterplan, the removal of the modern buildings on the site, and improvements to boundaries and access.

It is therefore apparent from the various policies connected directly with the site that its redevelopment is acceptable in principle. Similarly, some loss of historic fabric appears to have been accepted by the above policy documents.

9.2 Impact on Heritage assets and wider Conservation Area

The site is located within the Old Manor Hospital Conservation Area, within which is included the listed Finch House and Avon House, as well as Kennet House, and the residential buildings known as The Paragon, on the northern side of the A36. The now converted Langarren complex and the derelict lodge building, whilst not listed, are considered to be important unlisted heritage assets.

Both Finch House and Avon House are considered to be in an advanced state of dilapidation and “at risk”. This is confirmed by the applicants own assessments, and has been caused by many years of water ingress, coupled with anti-social behaviour/vandalism and break ins, and general lack of normal maintenance that would have otherwise have occurred if the buildings and surrounding site had been in use.

This proposal involves substantial demolition and removal of existing buildings, including existing extensions/additions attached to the listed Finch House. It would also involve the removal of part of the existing boundary walling which is curtilage listed, and which bounds the A36. Listed building consent is also required for the works associated with the proposed pedestrian access in the boundary walling adjacent Finch House, and the stopping up of the existing vehicular access adjacent the Porters Lodge.

The planned development would then be within immediate proximity of the original structure of Finch House, and connected to it along the western and northern (remaining) facades of the listed building.

The National Planning Policy Framework indicates that:

“133. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and*
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- the harm or loss is outweighed by the benefit of bringing the site back into use.*

134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.”

Notwithstanding the above, policy CP58 of the adopted WCS indicates that:

“Development should protect, conserve and where possible enhance the historic environment. Designated heritage assets and their settings will be conserved, and where appropriate enhanced in a manner appropriate to their significance, including:

- i. Nationally significant archaeological remains*
- ii. World Heritage Sites within and adjacent to Wiltshire*
- iii. Buildings and structures of special architectural or historic interest*
- iv. The special character or appearance of conservation areas*
- v. Historic parks and gardens*
- vi. Important landscapes, including registered battlefields and townscapes.*

Distinctive elements of Wiltshire’s historic environment, including non-designated heritage assets, which contribute to a sense of local character and identity will be conserved, and where possible enhanced. The potential contribution of these heritage assets towards wider social, cultural, economic and environmental benefits will also be utilised where this can be delivered in a sensitive and appropriate manner in accordance with Core Policy 57.”

Whilst the two listed buildings on the site are grade II, Historic England has been consulted on the application due to the scale of the site within a Conservation Area. It has voiced concerns regards a number of matters related to the planning application, and concluded that:

“..In its current form we seek major amendments to allow greater harmony with the historic context as we consider that the harm caused to the setting of the listed buildings and to the character and appearance of the conservation area currently outweighs any public benefits achieved by the redevelopment. Should this not come forward we advise that the scheme should be determined against Paragraphs 61, 64, 134 and 137 of the NPPF.”

The Council’s Conservation Officer has had significant discussions with the applicants regards the impact and details of the scheme, and also in the context of the Heritage England comments. Whilst she concludes that the development scheme as proposed may cause “less than substantial harm” to the heritage assets and is concerned that the scheme may have adverse impact on the setting of Finch House and Avon House, and therefore the wider conservation area, she also acknowledges that the existing site is in a very poor state and that the proposed scheme may result public benefits which may outweigh the harm likely to be caused, particularly any scheme leads to the enhancement of the adjacent Listed Buildings. However, in terms of the LB works being proposed, she welcomes the loss of the rear extensions to Finch House, and accepts the works to the boundary walling provided such works are carried out as part of the larger development proposals and not in isolation.

The comments and concerns of Historic England and other parties are of course noted, although it is noted that most of the comments and concerns received relate in particular to the planned development of the site, and not the demolition of the rear additions to Finch House or the impacts on the existing boundary walling, which are the only matters for consideration forming part of this LBC application.

With regards to the removal of the existing boundary walling, the walling is of historic merit and is listed as a curtilage structure to the associated listed Finch and Avon House. The walling forms part of the character of the site, and reflects the history of the site as a former mental asylum. Therefore the removal of a large proportion of the walling would not

otherwise be acceptable, unless justified as part of a wider acceptable development scheme. Consequently, it is recommended to Members that any LBC consent needs to prohibit the removal of the portion of boundary walling, until the associated development subject of separate full application ref 15/09465/FUL is commenced.

With regards the removal of the rear sections of Finch House, these additions are poor quality modern additions to the listed building, and whilst part of the history of the building and the site, are of limited historic value or architectural merit. It is considered that even if a planned redevelopment of the site were not being mooted, the removal of these parts of the listed building would still be acceptable. However, during demolition and following removal works, the main part of the listed Finch House will need to be secured and made safe. A condition is suggested in this regard.

Notwithstanding this, this site has deteriorated significantly since the previous use ceased in the early 2000's, and it could be argued that substantial harm is being caused to the listed buildings and the wider heritage assets by the state of dereliction and dilapidation of the site and the buildings, and this can only get worse. The removal of the rear portions of Finch House will be a visual improvement.

The Development Brief also allows for the removal of the modern extensions to Finch House, and replacement with modern buildings, and indeed indicates that the removal of the modern extensions would be "...beneficial in helping to restore the original character of the building". It is considered that the proposed scheme adheres to the Brief in these respects.

The stopping up of the existing vehicular access adjacent the Porters Lodge is not considered contentious, and current plans show new walling of the same height and design bridging the gap between the retained sections of walling. However, larger scale details of how this additional walling is to be achieved are needed to ensure visual continuity with existing retained walling.

The proposed redevelopment proposal also requires a new pedestrian access inserted into the boundary walling adjacent. The works would breach the existing walling, but the entrance itself is of a modest scale and of an attractive design. The Conservation Officer has raised no objection to the insertion subject to fuller large scale details.

A refusal of the scheme based on the harm to the historic fabric/character and setting of the Listed buildings may therefore be difficult to justify.

10. Conclusion (The Planning Balance)

The existing rear extensions to Finch house are of little historic or architectural merit, and therefore the removal of these parts of the building may bring an improvement to the overall character and setting of Finch House (and to Avon House and other surrounding heritage assets to a lesser extent). Suitably conditioned so that the resultant demolition works make good any impact on Finch House, the removal of these extensions is welcomed, and accord with national and local planning policies regards enhancing of heritage assets.

The removal of a substantial part of the boundary walling, together with the stopping/blocking up of the existing access and the opening of a new pedestrian access will have an impact on the setting of the listed buildings on the site, and result in the loss of a feature which is part of the historic fabric and character of the wider Old Manor Hospital site. The works are only acceptable in the context of the works being required to provide a

suitable access to the redevelopment Old Manor site, subject of a separate application. Consequently, the various works to the walling are therefore only acceptable subject to a suitable condition prohibiting the works occurring unless development has been commenced on the wider redevelopment of the site. Similarly, although the proposed demolition works are acceptable, such works will have significant environmental impacts which need to be considered and mitigated. Thus, a suitable restrictive condition is suggested below.

RECOMMENDATION: APPROVED, subject to the following conditions:

01 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.

PLANS

02 The development shall be carried out in accordance with the following plans:

Existing Location Plan 883-100

Existing Topographical Survey 883-101

Existing Site Sections (Sheet 1) 883-102

Existing Site Sections (Sheet 2) 883-103

Proposed Demolition Plan 883-300A

Proposed Location Plan 883-301A

Detailed Demolition Plan 883-303

Detailed Demolition Plan 883-304

Detailed Demolition Plan 883-305

Detailed Demolition Plan 883-306

Detailed Demolition Plan 883-307

Boundary Wall Demolition Plan 883-308

Proposed entrance gateway adjacent Finch House 883-801

REASON: For the avoidance of doubt

Retention and protection of Finch House during construction

03 Before any demolition works commence, a detailed scheme of how the remaining part of Finch House is to be retained and protected and made structural stable/secure during and following demolition and construction works, shall be submitted to and

approved in writing by the Local Planning Authority. Demolition and construction works, and the agreed remedial works to the remainder of Finch House shall be carried out in accordance with the agreed scheme.

REASON: To ensure that the historic asset is protected during and after demolition and construction works

Works to boundary wall and access points

04 Before any works associated with the matters listed below are commenced, large scale details and details of the materials and works associated with the matters shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the agreed details:

- a) the removal of part of the boundary walling to create the new vehicular access adjacent Porters Lodge, and
- b) the works associated with the proposed pedestrian access in the boundary walling adjacent Finch House, and
- c) the stopping up of the existing vehicular access adjacent the Porters Lodge

Reason: In interest of the character of the conservation area and the integrity of the heritage asset.

05 No works authorised by this consent shall commence until planning permission for the redevelopment scheme subject of planning application 15/09465/ful has been formally approved and formally commenced.

REASON: The works subject of this listed building consent are also integral to the redevelopment scheme subject of a separate planning application, and as part of this separate process, the large scale of the demolition works would have wider highway, environmental health, environmental, and heritage impacts, and may therefore require mitigation before development commences.

INFORMATIVES

Separate Highways and planning consent matters

Notwithstanding and in addition to this LBC consent, the proposed redevelopment of the wider site will require planning permission and the separate Highway England approval for the construction of the proposed vehicular access and lining and signing on Highways England highway land and the reinstatement of footway which will be subject to entering in to the relevant legal agreement with Highways England.

The Applicant is required to obtain these approvals **before works commence** and is therefore recommended to contact Highways England in this respect as soon as possible.