

<b>Date of Meeting:</b>	<b>06 February 2014</b>		
<b>Application Number:</b>	<b>13/02939/FUL</b>		
<b>Site Address:</b>	<b>Salisbury Divisional Police HQ, Wilton Road, Salisbury, SP2 7HR</b>		
<b>Proposal:</b>	<b>Change of Use from Police Divisional HQ to education (University Technical College). Demolition of custody suite, refurbishment and remodelling of retained buildings, new extensions and associated external works.</b>		
<b>Applicant / Agent:</b>	<b>Aedas Architects</b>		
<b>Parish Council</b>	<b>Salisbury</b>		
<b>Electoral Division</b>	<b>Fisherton &amp; Bemerton Village</b>	<b>Unitary Member</b>	<b>Cllr John Walsh</b>
<b>Grid Reference:</b>	<b>Easting: 413098 Northing: 130585</b>		
<b>Type of Application:</b>	<b>Full</b>		
<b>Conservation Area:</b>	<b>Cons Area: N/A</b>	<b>LB Grade: N/A</b>	
<b>Case Officer:</b>	<b>Charlie Bruce-White</b>	<b>Contact Number: 01722 434682</b>	

### Reason for the application being considered by Committee

Cllr Walsh has called in the application due to the scale of development, environmental/highway impact and car parking.

#### 1. Purpose of report

To consider the above application and the recommendation of the Area Development Manager that planning permission be **Approved subject to conditions**.

#### 2. Report summary

The main issues in the consideration of this application are as follows:

1. Principle of development;
2. Highways implications;
3. Air quality;
4. Character & appearance of the area;
5. Amenities of adjoining and nearby property;
6. Archaeology;
7. Other matters.

#### 3. Site Description

The site relates to the Salisbury Police Station situated on the Wilton Road (A36), to the west of the town centre. The purpose built Police Headquarters building opened in 1956 and is 4 storeys including the basement. The building was extended in the 1970s with a wing to the West of the site known as the Nixon building. There is a single storey custody facility which connects into the East end of the old building. To the rear of the site there is an existing workshop area with training facilities and a row of smaller garages. This forms a natural break with the northern section of the wider site which does not form part of this application.

This north section includes 7 Police houses and an area of undeveloped land. The ownership of this land will transfer to Wiltshire Council and it is intended that the police houses would be vacated prior to the handover of the UTC. The intention is that this land could be made available for residential development in the future, possibly with access from Montgomery Gardens (via Chancery Close) only. This would be, of course, a matter for a separate planning application to be considered on its own merits, and so has no bearing on the current application before the Committee.

The site is bordered to the East and West by residential areas and to the South by Wilton Road which is a busy road into Salisbury and major bus route. The proposed UTC site is 1.14 ha. The site is within the Salisbury Housing Policy Boundary.

#### **4. Relevant Planning History**

None relevant

#### **5. Proposal**

The proposal is for works to redevelop part of the existing Police Station site for educational use, as a University Technical College. The project proposes the redevelopment of the 1950s Divisional Headquarters building, the 1970s extension, and the existing vehicle maintenance & training facilities. The single storey custody facility will be demolished and this area will be landscaped to provide external recreational and social space for the college.

A new extension will be added linking the two wings and providing large social gathering and learning spaces, with a smaller extension to the front of the site creating a prominent new entrance to the west of the 1950s building frontage. Physical education will be delivered off-site and therefore sports facilities are not included in the proposal.

#### Why the site is becoming available

The site is becoming available due to a strategic agreement between Wiltshire Council and the Wiltshire Police and Crime Commissioner to move to a position of joint positioning of public facing services. The University Technical College (UTC) was not party to those decisions and was only approved by the Government at the end of March 2013. The direction of travel was agreed between Wiltshire Council and Wiltshire Police Authority in 2011 with the pace of change accelerating recently to facilitate Central Government investment in the UTC.

The relocation was being considered on a longer time line than is now envisaged, however the opportunity of the UTC offer to use the Wilton Road building was felt by the Police and Crime Commissioner too timely to ignore. The building is in need of extensive renovation and is energy inefficient. Wiltshire Police have concluded that such investment could not be made without threatening investment in front line policing. A commercial sale was considered but there is only a very small market in the public sector for such large buildings, as demonstrated by the long period of disuse for the former Manor Hospital site.

Ownership of the site will transfer from the Police Authority to Wiltshire Council, which will then lease it to the UTC (which will be a charitable trust established under the Academies legislation) on a 125-year lease at peppercorn rent. The timeframe for the opening of the UTC would be September 2015.

## 6. Planning Policy

Local Plan: policies G1, G2, D1, D3, TR11, TR14, PS1

Core Strategy: core policy 21

Central government planning policy: NPPF

## 7. Consultations

City Council	<b>Support</b> subject to conditions including appropriate boundary treatment, retained access to former police houses, improvement to cycling facilities/links, Air Quality Assessment, new right turn lane on Wilton Rd, new pedestrian crossing point on Wilton Rd, new park and ride bus stop, restriction on student car parking.
Highways Agency	<b>No objection</b> subject to conditions to secure travel plan and adequate pick-up / drop-off facilities to prevent queuing on Wilton Road.
Highways Officer	<b>No objection</b> subject to conditions to secure adequate pick-up / drop-off facilities to prevent queuing on Wilton Road.
Public Protection	<b>No objection</b> subject to conditions to mitigate potential noise and disturbance from the proposed workshops/laboratories/catering facilities
Environment Agency	<b>No objection</b> subject to conditions to prevent surface water flooding and groundwater pollutions
Archaeology	<b>No objection</b> subject to archaeological watching brief
Ecologist	<b>No objection</b> subject to condition to secure trees that enhance biodiversity
Natural England	<b>No objection</b>

## 8. Publicity

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

11 letters of representation were received, raising the following concerns/objections:

- Would exacerbate existing on-street parking problems;
- Existing road infrastructure is insufficient to deal with increased use;
- The workshop facing dwellings on Montgomery Gardens should have obscured glazing in this elevation in order to safeguard residents' privacy;
- A restriction should be put in place limiting the number of evening / after hours events in order to protect the amenity of neighbours who could be affected by noise/disturbance;
- Uncertainly over future access to police houses.

## 9. Planning Considerations

### 9.1 Principle of development

Local Plan policy PS1 states that the development of community facilities will be permitted within or adjoining the settlements. Core Policy 21 seeks to protect land and buildings used for community uses, and the proposal complies with this policy since an alternative community use is being provided.

### 9.2 Highways implications

The applicant has submitted a detailed Transport Assessment and further supplementary information following discussions with the Highways Agency and Council Highways Officers. The assessment reveals that overall traffic movements from the proposed UTC would be greatly reduced in comparison to the existing police station. However peak flows would be increased, which includes those periods relating to the morning drop-off and afternoon pick-up of students travelling by car. The Highways Agency have therefore sought reassurances that this would not create a problem through increased queuing and obstruction on the A36. Based upon the projected traffic and capacity of the A36, the Highways Agency are satisfied that this would not be a problem, so long as queuing *within the site* does not overspill onto the A36.

The applicant has detailed the proposed pick-up / drop-off facility, which would make use of the existing access road and forecourt within the site which benefits from separate in/out accesses. The potential for the build up of queues is greater for the afternoon pick-up, where an element of waiting may be involved, and consequently the applicant has detailed that 25 parking spaces would be made available at the rear of the site for this purpose in order to provide additional capacity in the event that the forecourt fills up. A condition shall also be imposed which will require the operation of the pick-up / drop-off facility to be reviewed on an annual basis (for the first 4 years of the operation of the UTC) with measures put forward for improvements where considered necessary. Other measures would include the provision of “no waiting / no parking” restrictions outside of the site on the A36, as well as a travel plan which will promote non-car based transport options. Consideration was given to a dedicated right turn facility on the A36 for vehicles entering the site, however, given the results of the peak period capacity assessments, with no queuing forecast, such a facility was not considered necessary. The Highways Agency conclude that the application will not have a detrimental impact upon the A36.

A number of local residents have raised concerns that surrounding residential streets will be inundated by student car parking. On this matter, the applicant’s transport consultants comment as follows:

*Student parking will not be accommodated within the site. It is likely that there will be a small number of Year 13 students who will want to drive to the College (although they will be discouraged from doing so). Parking within the Wilton P&R site is an option although some students may be tempted to park on Canadian or Australian Avenue. A review of on-street parking on these roads demonstrates that there is ample parking capacity and that additional parking would not be a significant road safety concern. We will operate a vehicle registration scheme for all students who plan to use their own cars to come to the UTC. We will encourage local residents to report any discourteous or illegal parking to us.*

Neither the Highways agency nor the Council’s Highways Officers raise objections to this matter.

The applicant has explored the improvement of cycle links to the school. However, this has not been possible due to limitations on Wilton Road (i.e. the number of crossings/junctions prevent segregation). Cycle access from the north of the site, via Montgomery Gardens was also explored although this was ruled out due to problems with the constrained width of the rear access and steep level changes, as well as issues of site ownership and maintaining a right of way. However, the development makes provisions for a generous level of cycle parking and the Travel Plan will provide advice on safe cycle routes/practices.

### *9.3 Air quality*

Air quality along the Wilton Road is poor, with high levels of Nitrogen Dioxide having been recorded in the past, and is likely that the area will shortly be incorporated into the Salisbury Air Quality Management Area. The Council's Public Protection Officer initially raised concerns that air quality could be reduced further if the proposal resulted in a build up of queues. However, these concerns have been alleviated by the same measures and conditions as agreed above with the Highways Agency. The Public Protection Officer will also be recommending that the Salisbury Air Quality Action group (overseen by the Area Board) liaise closely with the school's Travel Plan Coordinator to ensure a high profile is maintained in promoting alternatives to the car for accessing the site. It has also been suggested that the landscaping scheme to the site incorporate Birch, Beech and Limes which have been found to be effective in trapping particulates on their leaves.

### *9.4 Character and appearance of the area*

The main alteration from the Wilton Road elevation would be the formation of a double height glazed and aluminium clad extension, which would provide the main entrance to the school. It is considered that this would be an appropriate addition, adding interest to the street elevation whilst respecting the main 1950s police station building, which would remain unaltered externally. The area to the front of the school would be re-landscaped with new pathways and planting. To the rear of the site, the unattractive custody suite would be demolished and a new two storey extension would be formed, in a similar modern style to the front extension. The area to the rear of the school would also be re-landscaped, to provide both soft and hard landscaped areas for socialising and recreation. Overall it is considered that the proposal is a well thought out scheme that would enhance the character of the existing police station building/site and Wilton Road streetscene.

### *9.5 Amenities of adjoining and nearby property*

Whilst the proposed UTC use could result in some increase in noise and disturbance at particular times of the day, such as during pick-up / drop-off and break times, there would also be a reduction in activity compared to the existing/former police station use, particularly at unsociable hours and weekends. Consequently it is considered that the proposed new use of the site would have a neutral impact upon the amenities of surrounding residential property.

The proposals also include the use of a workshop building at the rear of the site, previously used for the maintenance of police vehicles, as a workshop for engineering students. The Council's Environmental Health Officer recommends conditions to ensure that the building is properly noise insulated and that fumes can be controlled. The same controls would also be secured in relation to the parts of the UTC to be used for laboratories and catering facilities.

## 9.6 Archaeology

The Council's Archaeologist confirms that the site is of archaeological interest, since parts of the site lie within the Fisherton brickearths and so have the potential to contain deposits from the Palaeolithic periods. Previous archaeological evaluation at nearby Highbury Avenue also revealed a large Iron Age defended settlement with associated burials, and the site has the potential to contain associated remains. Consequently a condition is recommended to secure a scheme of archaeological investigation during the construction process.

## 9.7 Other matters.

Amended plans have been submitted to confirm that the existing police houses would have continued vehicular access.

## 10. Conclusion

The UTC would be an appropriate community re-use of the site and is situated within a sustainable location that is easily accessible by a variety of modes of public transport. The applicant has demonstrated that appropriate measures can be put in place to avoid traffic and air quality problems during peak hours including pick-up / drop-off times. The design of the proposed extensions and alterations to the police station building and site would enhance the character of the area. Subject to conditions there would be no significant impacts upon the amenity of neighbours or other planning considerations.

## 11. Recommendation

### **That permission be granted subject to the following conditions:**

- 1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

- 2) The development shall only be undertaken in accordance with the following approved plans:

Plan Ref....P-010 (Block Plan)...	Dated....13.08.13....
Plan Ref....P-021 D (Proposed Site Plan)...	Dated....20.01.14....
Plan Ref....P-022 C (Proposed Landscape Plan)...	Dated....20.01.14....
Plan Ref....P-023 C (Proposed Boundary Treatment)..	Dated....20.01.14....
Plan Ref....P-030 (Existing & Proposed Site Sections).	Dated....13.08.13....
Plan Ref....P-061 (Proposed Elevations)...	Dated....13.08.13....
Plan Ref....P-050 A (Proposed Ground Floor Plan)...	Dated....13.08.13....
Plan Ref....P-051 (Proposed Upper & Basement Floor Plan)..	Dated....13.08.13....
Plan Ref....P-052 (Roof Plan)...	Dated....13.08.13....
Plan Ref....P-061 (Proposed Elevations)...	Dated....13.08.13....
Plan Ref....P-061 (Proposed Elevations)...	Dated....13.08.13....
Plan Ref....M7 (Ground Floor Ventilation)...	Dated....13.08.13....

Reason: For the avoidance of doubt.

- 3) No development shall commence until a written programme of archaeological investigation, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority. The programme of archaeological work shall be carried out in accordance with the agreed details.

Reason: To enable the recording of any matters of archaeological interest.

- 4) Before development is commenced, a schedule of materials and finishes, and, where so required by the Local Planning Authority, samples of such materials and finishes, to be used for the external wall[s] and roof[s] of the proposed development shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To secure a harmonious form of development.

- 5) No development shall commence on site until a scheme of hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority, the details of which shall include:

- (a) details of trees and hedgerows to be retained, together with measures for their protection in the course of development;
- (b) details of new trees and hedgerows to be planted, including species;
- (c) means of enclosure;
- (d) car park layouts;
- (e) hard surfacing materials;
- (f) minor artefacts and structures (e.g. furniture, play equipment, refuse and other storage units, signs, lighting etc)

Reason: To ensure a satisfactory landscaped setting for the development.

- 6) All soft landscaping comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the first occupation of the building(s) or the completion of the development whichever is the sooner. Any trees or plants which, within a period of five years, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local planning authority. All hard landscaping shall also be carried out in accordance with the approved details prior to the occupation of any part of the development or in accordance with a programme to be agreed in writing with the Local Planning Authority.

Reason: To ensure a satisfactory landscaped setting for the development.

- 7) For the first 4 years of the operation of the UTC, an annual review of the pick-up and drop-off facility must be completed by the UTC to ensure there is and will be no overspill of vehicles onto the A36(T). The reviews shall include a written report, detailing monitoring of the effectiveness of the pick-up and drop-off facility over the year, and recommendations to mitigate any identified problems, and shall be submitted to and agreed in writing by the local planning authority (in conjunction with the Highways Agency) prior to the commencement of the following academic year. Any review recommendations shall be implemented in accordance with a timetable agreed in writing by the local planning authority (in conjunction with the Highways Agency) and shall be maintained thereafter.

Reason: To ensure the safe and efficient operation of the A36(T)

- 8) Prior to the occupation of the development the 25 pick-up parking spaces (as demarcated on plan ref: P-022 C) shall be made available for the sole purpose of vehicles collecting pupils during the after school pick-up period, and shall be maintained for this purpose thereafter unless otherwise agreed in writing by the local planning authority.

Reason: To ensure the safe and efficient operation of the A36(T)

- 9) Prior to the occupation of the development a Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority (in conjunction with the Highways Agency). The development shall thereafter be operated in accordance with the Travel Plan.

Reason: To ensure the safe and efficient operation of the A36(T) and to maximise the development's sustainable transport potential.

- 10) Prior to the occupation of the development a new pedestrian refuge on the A36, generally based upon the preliminary layout illustrated within Appendix G of the submitted Travel Plan (Mott MacDonald, August 2013) shall have been formed and made ready for use.

Reason: To provide safe pedestrian access to the west-bound bus stop.

- 11) No engineering works, industrial processes, plant or machinery shall be carried out/installed outside the workshops/garages, and all doors serving any of the engineering workshops / garages shall remain closed when they are in use.

Reason: In the interests of neighbouring amenity.

- 12) Before the development hereby permitted commences a scheme of acoustic insulation shall be submitted to and approved in writing by the Local Planning Authority specifying the measures that will be taken for the purposes of preventing and controlling the emission of noise from externally mounted plant, equipment and ventilation systems. The approved scheme shall be implemented before the development is first brought into use and shall be maintained at all times thereafter in accordance with the approved details.

Reason: In the interests of neighbouring amenity.

- 13) Before the development hereby permitted commences a scheme of acoustic insulation shall be submitted to and approved in writing by the Local Planning Authority specifying the measures that will be taken for the purposes of preventing and controlling the emission of noise from all workshops and garages. The approved scheme shall be implemented before the development is first brought into use and shall be maintained at all times thereafter in accordance with the approved details.

Reason: In the interests of neighbouring amenity.

- 14) Before the development hereby permitted commences a scheme for the discharge and control of fumes, gasses and odours from the approved workshops, garages, laboratories and catering facilities shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented before the development is first brought into use and shall be maintained at all times thereafter in accordance with the approved details.

Reason: In the interests of neighbouring amenity.



15) There shall be no pupils/members of the public on the site outside the hours of 21:00 in the evening and 08:00 in the morning from Mondays to Fridays and between 21:00 Friday evening and 09:00 Saturday morning and from 17:00 Saturday afternoon to Monday 08:00 in the morning, nor at any time on Sundays and Bank or Public Holidays.

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

16) No construction or demolition work shall take place on Sundays or Public Holidays or outside the hours of 07:30 to 18:00 on weekdays and 08:00 to 13:00 on Saturdays. This condition shall not apply to the internal fitting out of the development.

Reason: In the interests of neighbouring amenity.

17) No development shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles has been submitted to and approved in writing by the local planning authority. The submitted details shall clarify the intended future ownership and maintenance provision for all drainage works serving the site. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

Reason: To prevent the increased risk of flooding, and ensure future maintenance of the surface water drainage system.

18) Development shall be carried out in accordance with the recommendations of the Report on Site Investigation (BAM Construction Report 728220 Rev 01 - January 2014).

Reason: To protect controlled waters from pollution.

19) If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

Reason: To protect controlled waters from pollution.

20) No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason: In some cases the infiltration of surface water through contaminated ground can present an unacceptable risk of pollution to controlled waters.

21) Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater

Reason: In some cases piling through contaminated ground can present an unacceptable risk of pollution to controlled waters.

## **INFORMATIVES:**

### Condition 5 – new planting

New planting, particularly in those areas closest to Wilton Road, should ideally incorporate birch, beech and limes, which are species that have been found to help air quality due to their effectiveness in trapping particulates on their leaves.

### Pollution prevention

Safeguards should be implemented during the construction phase to minimise the risks of pollution from the development. Such safeguards should cover:

- the use of plant and machinery
- oils/chemicals and materials
- the use and routing of heavy plant and vehicles
- the location and form of work and storage areas and compounds
- the control and removal of spoil and wastes.

The applicant should refer to the Environment Agency's Pollution Prevention Guidelines at:

<http://www.environment-agency.gov.uk/business/topics/pollution/39083.aspx>.

### Protective species legislation

Planning permission does not remove the need to comply with protected species legislation. Surveys of the site have identified residual risks to breeding birds, bats and reptiles and the applicant should therefore take his own consultants advice to avoid breaching the legislation when undertaking development at the site).

### Condition 14

The applicant is advised that should the scheme for the discharge and control of fumes, gasses and odours involve further extension and/or alteration to the buildings through, for example, the erection of chimneys or flues, then a further full planning application may be required.