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Deadline	19 th May 2010			
Application Number:	S/2010/0424			
Site Address:	MOOSE HALL 63 DEVIZES ROAD SALISBURY SP2 7LQ			
Proposal:	THE EXISTING BUILDING IS TO BE DEMOLISHED,			
-	PROPOSED 6 FL	ATS, ALL 1 BED	DROOMS. 3 STOREYS	
	HIGH WITH PRO	POSED BIN STO	RE & BICYCLE STORE.	
Applicant/ Agent:	PAUL STEVENS			
Parish:	SALISBURY CITY COUNCILST PAULS			
Grid Reference:	413587	130587		
Type of Application:	FULL			
Conservation Area:		LB Grade:		
Case Officer:	MR T WIPPELL	Contact	01722 434554	
		Number:		

1. Purpose of Report

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To consider the above application and the recommendation of the case officer to APPROVE the development subject to conditions.

Neighbour Responses

43 letters of objection to the proposal

No letters of support received

No letters commenting on the application received

City Council Response

No response received

2. Main Issues

- 1. Principle
- 2. Loss of Community Facility
- 3. Visual Impact
- 4. Impact on amenities
- 5. Highway safety
- 6. Public Recreational Open Space

3. Site Description

Moose Hall is sited on the Devizes Road, approximately 250 metres North of St Paul's roundabout. The building is a 20th Century red-brick Meeting Hall, which is set back 4 metres from the pavement in-between two sets of terraced dwellings. The site is approximately 11 metres wide by 30 metres deep, with the building's current footprint occupying approximately 75% of the total site.

The surrounding area is largely characterised by Victorian Terraced housing, although there are some examples of 3-storey dwellings, flats and commercial units.

4.	Planning	History
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S/2008/0595	Demolition of Hall and erection of 7 flats	R
S/2009/218	Demolition of Hall and erection of 6 flats	R

The above 2009 application was refused for the following reasons:

1. Moose Hall is sited on the Devizes Road, approximately 250 metres North of St Paul's roundabout. The building is a 20th Century red-brick Meeting Hall, which is set back 4 metres from the pavement in-between two sets of terraced dwellings. The site is approximately 11 metres wide by 30 metres deep, and the current footprint of the building occupies approximately 75% of the total site. The surrounding area is largely characterised by Victorian Terraced housing, although there are some examples of 3-storey dwellings and commercial units.

The proposal is to demolish Moose Hall, and construct a block of 6 one-bed flats. Notwithstanding the revisions to the scheme, it is considered that the overall design and siting of the proposed building, would result in an awkward and discordant building on this relatively narrow plot, which would be out of keeping with the predominant characteristics of the immediate streetscene, which is typified by two-storey terraced buildings. The proposal is therefore considered to be contrary to policies D2, G2, and H8 of the Salisbury District Local Plan.

2. The proposal includes large amount of glazing and the inclusion of 4 balconies at high level at the rear of the development. Notwithstanding the reduced height of the development and the introduction of screening trellis to the sides of the balconies, the resulting scheme would be likely to have an adverse impact on the existing amenities enjoyed by adjacent residents to the rear of the site, due to the actual and perceived reduction in existing levels of privacy, and due to the over dominant nature of the proposal. The development would therefore be contrary to Policies D2, G2 and H8 of the adopted Salisbury District Local Plan, which seek to ensure that new residential development respects and enhances the existing character of the area, without detrimentally affecting neighbouring amenities.

3. The proposed residential development is considered by the Local Planning Authority to be contrary to Policy R2 of the Adopted Replacement Salisbury District Local Plan, as appropriate provision towards public recreational open space has not been made.

5. The Proposal

The proposal is to demolish Moose Hall and erect a block of 6 one-bedroom flats, incorporating landscaping at the rear of the site and bin storage to the front. The front-facing elevation is to be three-storeys high with a hipped roof, and will be constructed of bricks and render. No parking spaces are proposed.

The main differences between the previously refused scheme and the current proposal are summarised as follows:

• 'Setting back' of part of the building by approximately 1 metre

- A revised design at the front, including a new porch, revised materials (part brick, part render) and changes to window designs (ie- narrower windows at the top, to draw the eye upwards)
- Brick banding/ detailing to the side elevations
- A reduction in glazing towards the rear- with the balconies omitted

6. Planning Policy

The following development plan policies and national planning guidance are considered relevant to this proposal:

G1, G2, D1, D2, H8, Local Plan saved policies

PPS1 (Sustainable Development) PPS3 (Housing) PPS4 (Planning for Sustainable Economic Growth)

7. Consultations

Environment Agency

No objection to the development, but recommend conditions about water efficiency

Environmental Health

No works shall begin until a scheme for protecting the proposed flats from traffic noise from the main Devizes road has been submitted to and approved by the Local Planning Authority. Conditions also suggested in regard to hours of construction and demolition methods to be agreed.

Highways

In summary, no highway objection is recommended as the site is close to town and within walking distance of public transport/ services.

I have explored all avenues about how the structure can be built- The reduction to 6 flats (from 7) is welcomed from the earlier scheme and on, balance, no highway objection is recommended. By means of explanation, I confirm that the earlier scheme was considered an over intensification from a highway viewpoint and the scheme has now been reduced to 6 No one bed flats. These clearly cannot be occupied by car owners as there is no where to park a car in close proximity to the site. Servicing, whilst causing some inconvenience to other road users, would, for the current scheme, be no worse that servicing to other properties along Devizes Road which also have no means of enabling service vehicles to park clear of the highway.

However, I feel it is important to provide informatives to the applicant whether the scheme is approved or not, as follows:

1. In the event that permission is granted, Wiltshire Council will not provide residents parking permits to new development within scheme areas when no off street parking provision is being provided by the development. It is felt that such schemes would be occupied by non car

owning residents and visitors would be able to walk from city centre parking spaces or use public transport.

2. The development site is in a very restricted location on the road network and presents serious road safety issues for building construction deliveries when obstruction could occur. Hence, the developer should consult with the local highway authority (Wilton Area office, telephone 01722 744550) before construction work begins to agree a suitable traffic management plan for the delivery of materials. Obstruction of the public highway could result in an offence under the Road Traffic Act and could endanger members of the public using the highway on foot and travelling by other means.

8. Publicity

The application was advertised by site notice / neighbour notification - Expiry date 22nd Apri I2010

43 letters of objection received (including from Salisbury Civic Society, the Ancient Monuments Society and Wiltshire Heritage), with the main points of objection summarised as follows:

- The lack of parking spaces will lead to increased pressures on the road network inside and outside the resident's parking zone
- The loss of Moose Hall is regrettable
- Highway safety due to lack of parking provision
- Overlooking to rear, sides and front
- Overdevelopment
- Poor Design
- Could harm archaeology
- Out of keeping with the streetscene
- Access along Devizes Road will be obstructed during construction
- Overshadowing to the adjacent properties
- Overdominance to the adjacent properties
- The rendered finish of the building is out-of-keeping with the streetscene

9. Planning Considerations

A previous application was refused on design/ amenity grounds, for the reasons given in the site history section. This new proposal (which sees a revised design at the front/ sides, a reduction in glazing towards the rear and revised materials/ roof design) therefore has to be considered in the light of this previous application, and the differences between the schemes critically examined.

9.1 Principle

Local Plan Policy G1 seeks to "promote the vitality and viability of local communities". Local Plan Policy G2 ensures developments do not have any significant adverse impacts on the amenities of neighbouring properties.

This property is located within a Housing Policy Boundary (Policy H8). As a result, residential developments will be allowed provided they comply with the relevant design policy.

Local Plan Policy D2 (Infill Development) states that *Proposals for street and infill*

development will be permitted where proposals respect or enhance the character of appearance of an area in terms of the following criteria:

(i) the building line, scale of the area, heights and massing of adjoining buildings and the characteristic building plot widths;

(ii) the architectural characteristics and the type, colour of the materials of adjoining buildings; and

(iii) the complexity and richness of materials, form and detailing of existing buildings where the character of the area is enhanced by such buildings and the new development proposes to replicate such richness

Local Plan Policy PS3 (Protection of Community Facilities) does not apply within the city centre, having been intended solely to protect community and similar facilities in the *Villages* within the district. This stance has been upheld on appeal by Inspectors.

PPS1 (Delivering Sustainable Development), para.5, requires planning to "facilitate and promote sustainable and inclusive patterns of urban and rural development", and one of the criteria for achieving this is: "[by] *ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.*"

PPS3 (Housing) states that: When identifying previously-developed land for housing development, Local Planning Authorities and Regional Planning Bodies will, in particular, need to consider sustainability issues as some sites will not necessarily be suitable for housing... Key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people.

PPS4 (Planning for sustainable economic growth) suggests that at the local level, Planning Officers should identify sites or buildings within existing centres suitable for development, conversion or change of use.

9.2 Loss of Community Facility

In regard to the loss of the meeting Hall, the sustainability aims of Policy G1 has been used by a number of Planning Inspectors to refuse schemes within the suburbs of the city which would result in the loss of a community facility which would be central to the economic/social life of the settlement. Of particular reference are the appeals at the Butt of Ale and Conquered Moon public houses, where inspectors came to this conclusion, even though the housing estates of which the public houses were part were an extension of the wider residential areas around the city.

It should be noted that the applicant has not submitted any empirical evidence that the Moose Hall is little utilised, or that the loss of this particular facility could be replaced by the utilisation of other places and spaces within the surrounding area of the city.

However, notwithstanding whether or not the Meeting Hall is disused or not, the Local Planning Authority believes that the likely social/economic impact of the loss of this City Centre facility is very difficult to quantify. This makes this case very different from both the aforementioned appeals at the Butt of Ale and the Conquered Moon, which were very clearly isolated public houses, the loss of which would clearly result in users having to travel a significant distance to similar public houses.

Consequently, despite the lack of evidence supplied in the application to suggest that Moose Southern Planning Committee 28/10/10 Hall is somehow unviable or redundant, officers consider that a refusal of this application based on the loss of a Community Facility may be very difficult to support in policy terms, given that there are other similar Meeting places available within the City Centre, including facilities nearby such as;

- Old Manor Sports and social club, Wilton Road
- St Paul's Conservative Club, Devizes Road
- Fisherton Working Men's Club, Wilton Road
- Various Public Houses, including The Wilton, Devizes Inn, The Duke of York and The Village

In conclusion, the creation of 6 'first-time-buyer' one-bedroom flats outweighs the loss of this Community Facility, given the likeyhood that there are other facilities nearby and within the City that can be utilised for alternate uses.

9.3 Visual Impact

9.3.1 Loss of Moose Hall

Moose Hall is fairly substantial in volume and scale (being approximately 27 metres in depth and 8.8 metres high). However, its street frontage is only 11 metres wide (the same as approximately 2-terraced houses), and its height of only 9 metres is comparable in height to the ridgelines of the residential properties on the adjacent plots. Indeed, when viewed from Devised Road, the structure does not 'impose' itself within the streetscene; nor does it form a particularly prominent feature when travelling up or down Devizes Road. It does however form part of the main gateways into Salisbury.

The Hall's front-facing gable with high-level ornate window is an unusual feature (in that its roofline runs from front-to-back rather than side-to-side like most other buildings in the area). However, the building is not listed and in principle it would seem that its demolition and replacement would be acceptable form of development, subject to the alternative scheme being of good overall design.

It should be noted that there have been differing views received from Third Parties in regard to the architectural quality of Moose Hall, with the Salisbury Civic Society believing that it makes a valuable addition to the visual value of this part of the city, yet the Wiltshire Heritage Society considering that the Hall appears to have no significant attributes worthy of retention.

9.3.2 Propose Design

Whilst in relative terms the development remains very similar in appearance to the previous scheme, by way of its scale, siting, massing and height, this revised scheme seeks further amendments to the design of the building, including 'setting back' part of the building by approximately 1 metre, the re-modelling of the entrance porch, the use of brickwork on the front elevation (instead of render) and the introduction of brick-arches above the windows.

9.3.3 Front Elevation

After seeking advice from Planning Officers, the building now has more of a 'vertical emphasis', with the set-back section helping to break up the front elevation into two narrower sections. These narrower sections are similar in width to the adjacent terraced dwellings, helping the building merge into the streetscene.

The window hierarchy (i.e. with wider windows at ground-floor level than at 1^s/ 2nd floor level) Southern Planning Committee 28/10/10 helps to draw the eye upwards, and the brick arches above the windows give the building a more traditional appearance.

9.3.4 Side Elevations

Both side elevations of the building will be visible when travelling either way along Devizes Road, with the southern elevation especially noticeable when travelling uphill (due to the differing site levels which make the eave heights of the building almost as high as the No.61's roofline.

Whilst the bulk of the building when viewed from side is very similar to the previous scheme, the 'staggered' section does help to shift some of the bulk of the building away from the roadside, and the new brick detailing/ banding adds variation/ interest to the side.

9.3.5 Summary of Design Issues

Officers have fully considered the concerns raised by Third Parties in regard to the design of the building, especially in regard to the loss of Moose Hall and the impact of the new building on the character of the streetscene.

On balance, it is considered that the revised design adds sufficient 'interest' to the front and side elevations for Officers to recommend approval. The building has been broken up into narrower 'sections' (rather than one large block) so that it is more in-keeping with the width of the adjacent terraced buildings, and overall it is considered that the proposed scheme is acceptable in design terms, in accordance with Policy D2 which requires proposals for infill development to respect or enhance the character of the appearance of the area, with the scale, plot size and massing of the development respecting adjoining buildings.

9.4 Impact on Neighbour Amenities

9.4.1 Overlooking to front

The application site is within an area of the City in which overlooking is not uncommon at the front, given the congested and tightly-knit nature of the terraced housing, and the narrowness of the streets which leaves only a short distance between properties on opposite sides of the road (approximately 12 metres across Devizes Road). Although the front-facing windows of the new flats will face directly towards terraced housing on the opposite side of Devizes Road, the impact on overlooking is not considered to be significant enough to warrant refusal in this location, given that a certain degree of overlooking already occurs and in this area, and overlooking from the front is not an unusual or principally unacceptable form of development.

9.4.2 Overlooking to rear

However, a better degree of privacy is maintained by the dwellings at the rear of the plots, as their gardens/ amenity spaces sit a greater distance away from neighbouring windows at the rear (approximately 20 metres). Apart from loft conversions, most houses in the area are only two-storey in height at the rear, and it will be important to preserve the current levels of privacy currently enjoyed by surrounding properties.

The revised scheme omits the balconies from the rear elevation, with the amount of glazing greatly reduced.

Given that any form of residential development on this site (ie- just one house) would involve a number of windows on the rear elevation, it is considered that the window insertions have

been reduced to a size which ensures that overlooking will not occur to the rear (or obliquely to the sides) to a significant degree to warrant refusal. It is accepted that the higher windows will be visible from the neighbouring rear amenity spaces. However, in the context of Devizes Road, an urban area in which there are many loft conversions/ mutually overlooking site/ close proximity windows, the scheme is considered acceptable.

9.4.3 Overshadowing/ Over dominance

Whilst the new flats will be built in close proximity to the neighbouring properties to the side (approx 1 metre away), the built form will not protrude significantly further towards the rear than the properties either side (far less length than the original hall). Therefore any overshadowing or over dominance will be mainly limited to the side footpaths/ windowless elevations of the adjacent properties only. Overall it is considered that the scheme will not cause overshadowing or over dominance to a significant degree to warrant refusal, and the neighbour's current perception of 'openness' from their rear windows will be maintained.

9.5 Highways Safety

9.5.1 Main Issues

Members should note that this application has received many letters of objection focused on the lack of parking provided with the new flats. Local residents are concerned that the occupiers will buy cars (even though they are close to Town), and then park the cars in the surrounding streets (heaping extra pressure onto an already-congested resident's parking area) or park further up the hill (ie- outside the parking zone); which would then create further pressures on parking for the residents of this area. This issue is especially sensitive, as the resident's parking zone does not include Bedford Road (which is only 100 metres, approx, to the North).

9.5.2 Parking

Wiltshire Council Highways Team have considered the scheme, and have concluded that given the site's city centre location and its accessibility to shopping, leisure facilities and public transport services, the new residential units will not require additional off- street parking facilities, in accordance with the government's objectives as advocated by PPS3.

Furthermore, given the severe restriction on on-street parking around the site and the general area, it is hoped that this development would be likely to attract occupiers without vehicles and also encourage others to use more sustainable means of transport other than the private car.

However, Highways do acknowledge the concerns raised by residents, and consider it important to provide an informative to the applicant as follows:-

1. In the event that permission is granted, Wiltshire Council will not provide residents parking permits to new development within scheme areas when no off street parking provision is being provided by the development. It is felt that such schemes would be occupied by non car owning residents and visitors would be able to walk from city centre parking spaces or use public transport.

9.5.3 Servicing of flats

Whilst Highways admit that the development site is in a very restricted location on the road network and presents serious road safety issues for building construction deliveries, the current scheme would be no worse that servicing to other properties along Devizes

Road which also have no means of enabling service vehicles to park clear of the highway. In summary, no highway objections are raised.

9.6 Public Recreational Open Space

A recreational open space contribution would need to be submitted, in accordance with policy R2. If Members are minded to approve the application, it is recommended that the scheme is passed back to Planning Officers to determine; after the required contribution from the developer has been received (Unless the contribution has been received in time for the committee meeting).

10. Conclusion

Moose Hall is located on the Devizes Road, in an area of mixed architectural character. The building is an unlisted 20th Century Meeting Hall, and it is considered that it does not have significant architectural merit to warrant protection from demolition.

It is considered that the proposed development will be acceptable in principle, will respect the character and appearance of the streetscene, will not result in an adverse impact upon the amenities/ living environment enjoyed by existing and proposed residents and will not have an adverse impact on highway safety, in accordance with Local Plan policies G1, G2, D1, D2, H8 and the advice contained within P PS3.

Recommendation

Subject to a unilateral agreement being entered into for the provision of contribution towards public open space, in accordance with policy R2, It is recommended that planning permission is GRANTED for the following reasons:

Moose Hall is located on the Devizes Road, in an area of mixed architectural character. The building is an unlisted 20th Century Meeting Hall, and it is considered that it does not have significant architectural merit to warrant protection from demolition.

It is considered that the proposed development will be acceptable in principle, will respect the character and appearance of the streetscene, will not result in an adverse impact upon the amenities/ living environment enjoyed by existing and proposed residents and will not have an adverse impact on highway safety, in accordance with Local Plan policies G1, G2, D1, D2, H8 and the advice contained within PPS3.

And 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 section 51 (1)of the Planning and Compulsory Purchase Act 2004 (0004 AMENDED)

2. 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 walls and roofs 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 ensure that the building is appropriately detailed- Policy D2

3. No works shall begin until a scheme for protecting the proposed flats from traffic noise from the main Devizes road has been submitted to and approved by the Local Planning Authority. Development shall be carried out in accordance with the approved details. Reason: In the interests of the amenities of the future occupiers of the flats- Policy G2

4. No construction works or deliveries shall take place on Sundays or public holidays or outside the hours of 8.00am and 6.00pm weekdays or 8.am to 1.00pm on Saturdays. Reason: In the interests of neighbouring amenities- Policy G2

5. No development shall commence until a scheme for the management of the construction of the development, including times of operations and details of how amenities and the adajcent highway are to be protected, has been submitted to and approved in writing by the local planning authority. The scheme shall be devleoped as agreed. Reason: In the interest of amenity. Policy: G2

6. No development shall commence until a scheme for water efficiency has been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the agreed scheme.

Reason: In the interests of sustainable development. Policy: G1(Sustainable development)

7. The development hereby permitted shall not be first occupied, until the cycle parking facilities shown on the approved plans have been provided in full and made available for use. The cycle parking facilities shall be retained for use in accordance with the approved details at all times 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- POLICY G2

8. This development shall be in accordance with the submitted drawings

- 376 02 Rev. D
- 376 01 Rev.1 (Amended windows, brick detailing)
- 376 05 (Amended windows, brick detailing)

deposited with the Local Planning Authority on 24/03/10, unless otherwise agreed in writing by the Local Planning Authority.

Reason: For the avoidance of doubt.

Informatives:

Obstruction to Highway

The development site is in a very restricted location on the road network and presents serious road safety issues for building construction deliveries when obstruction could occur. Hence, the developer should consult with the local highway authority (Wilton Area office, telephone 01722 744550) before construction work begins to agree a suitable traffic management plan for the delivery of materials. Obstruction of the public highway could result in an offence under the Road Traffic Act and could endanger members of the public using the highway on foot and travelling by other means.

Residents Parking Zones and Permits

The applicant/owner is advised that the occupants of the new properties hereby granted planning permission may not be entitled to parking permits under the residents parking scheme operating in this area, including additional units resulting from the conversion of properties to flats. You are advised to contact Parking Services 01722 434326 should you

require any further information regarding the issuing of residents parking permits by the Council.

Protected Species

Certain species are protected under Part 1 of the Wildlife and Countryside Act 1981 and others are protected under the Habitats Regulations. Some are protected under their own legislation. The protected species legislation applied independently of planning permission, and the developer has legal obligations towards any protected species that may be present.

All species of bats and their roosts are legally protected. Bats may use trees with suitable holes, crevices or cavities for roosting at anytime of year but they are usually difficult to detect. If you think tree works may affect a bat roost, you should seek advice from a bat expert who will be able to advise on how to avoid harming bats. If bats are discovered during tree works, you should stop work immediately and consult Natural England at their Devizes offcie 01380 725 344.

All birds are legally protected and their nests and eggs are protected during the breeding season. For most species this is between 1st March and 31st August but it may occur outside this period. If there is a likelihood breeding birds are present, you must delay works until young birds have left the nest or the nest has been abandoned.

Informative - Environment Agency

The development should include water efficient systems and fittings. These should include dual flush toilets, water butts, water-saving taps, showers and baths, and appliances with the highest water efficiency rating. Greywater recycling and rainwater harvesting should be considered. Any submitted scheme should include detailed information (capacities, consumption rates etc) on proposed water saving measures. Please do not include manufacturer's specifications. Applicants are advised to refer to the following for further guidance:

http://www.environment-agency.gov.uk/homeandleisure/drought/38527.aspx http://www.saverwatersavemoney.co.uk/

Sustainable construction

Sustainable design and construction should be implemented across the proposed development. This is important in limiting the effects of and adapting to climate change. Running costs for occupants can also be significantly reduced. The Code for Sustainable Homes should be complied with, achieving the highest level possible. For details on compliance with the Code the applicant is advised to visit: http://www.communities.gov.uk/publications/planningandbuilding/codesustainabilitystandards.

Pollution Prevention During Construction

Safeguards should be implemented during the construction phase to minimise the risks of pollution and detrimental effects to the water interests in and around the site. 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 and the control and removal of spoil and wastes. We recommend the applicant refer to our Pollution Prevention Guidelines which can be found at:

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

Waste Management

In accordance with the waste hierarchy, we wish the applicant to consider reduction, reuse and recovery of waste in preference to off site incineration and disposal to landfill during site construction. If any controlled waste is to be removed off site, then the site operator must ensure a registered waste carrier is used to convey the waste material off site to a suitably authorised facility.

If the applicant requires more specific guidance it is available on our website: <u>www.environment-agency.gov.uk/subjects/waste/</u>

In England, it is a legal requirement to have a site waste management plan (SWMP) for all new construction projects worth more than £300,000. The level of detaiul that your SWMP should contain depends on the estimated total build cost, excluding VAT. You must still comply with the duty of care for waste. Because you will need to record all waste movements in one document, having a SWMP will help you to ensure you comply with the duty of care. Further information can be found at

http://www.netregs-swmp.co.uk

