

Salisbury District Council Centralised Offices

Planning Application S/2006/200
Listed Building Application S/2006/201



Committee Report

City Area Committee: 10th May 2006
Planning and Regulatory Panel: 12th May 2006

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1 EXECUTIVE SUMMARY

1.1 The Proposal

Planning permission is being sought for the following:

"External alterations to The Council House, part demolition of office buildings, outbuildings and boundary walls, new pedestrian access opening through existing boundary wall adjacent to the Arts Centre, construction of a new building (approximately 4,000m²) to create new Headquarters for Salisbury District Council and part change of use of Council House to Registry Office, together with associated car parking and landscape works. Closure of vehicular access to car park from College Street and alterations to car park".

The Council House at Bourne Hill is a Grade II* Listed building. An application for Listed Building Consent is therefore submitted at the same time, for:

"External and internal alterations to The Council House and part demolition of office buildings, outbuildings and boundary walls, new pedestrian access through existing boundary wall adjacent to the Arts Centre and construction of a new building (approximately 4,000m²) to create new Headquarters for Salisbury District Council together with associated landscape works."

The proposals involve the renovation of the Council House (Grade II* Listed building), demolition of the existing Victorian Extension and construction of a new, larger extension. The Listed Building Application will be determined by the Secretary of State (GOSW) in accordance with Regulations.

1.2 Consultations

The statutory consultees on the planning application raise no overall objection to the proposal subject to conditions, for example, to ensure mitigation measures are implemented, and in some cases clarification is sought or concern on some detailed points.

The following consultees wholly object or partially object to the proposal: Council for British Archaeology (c/o the Wiltshire Archaeological and Natural History Society); The Georgian Group; The Wiltshire Gardens Trust.

The Consultee responses are summarised in Section 6 of the report.

1.3 Representations

There has been an overwhelming response from the local community against the proposal:

Total number of responses: 486

Objections: 480

Support: 6

A comprehensive summary of third party comments and grounds for objection are contained in Appendix 6.

1.4 Local Policy

In principle the proposed development is considered in accordance with local planning policy. Whilst the policy framework may require an element of judgement to be made in assessing matters such as scale and design, it is considered that overall the scheme is in accordance with the provisions of the Development Plan.

The planning application is also considered to take on board advice contained within the District Council's Supplementary Planning Guidance (SPG) 'Creating Places' and 'Achieving Sustainable Development', and the County Council's SPG, 'Reclaiming Resources for Community: A Development Guide'.

1.5 National and Regional Policy

Overall the government's guidance is prompting a consistent theme, which is to promote sustainable patterns of development, balancing the need to promote economic prosperity and protecting the natural and built environment. Government policy recognises the need to protect the historic and cultural environment from inappropriate development. In particular PPG15 (Planning and the Historic Environment) and PPG16 (Archaeology and Planning) provide guidance in assessing development proposals against conservation criteria. Whilst there are some difficult areas of judgement, when the scheme is scrutinised in detail, it is considered that the proposals achieve an acceptable balance and comply with national and regional planning guidance.

1.6 Planning Considerations

The main planning considerations have been centred on the following key issues. These are also covered in the Environmental Impact Assessments (EIA) and submitted Environmental Statement (ES):

- Need
- Alternatives & Design Development
- Landscape / Townscape
- Historic Garden/ Landscape
- Historic Built Environment
- Archaeology
- Ecology
- Water
- Air quality
- Traffic, Transport and Access
- Light
- Sustainability

Central to the consideration of many of the above key impacts is the siting, scale and design issues related to the proposed new extension, and the resultant impact on the character and setting of the Council House (Grade II* listed building), and on the character and appearance of the surrounding natural and built historic environment. The proposals have been informed and developed in the light of a conservation plan and heritage impact assessment. Integral to the EIA process are the proposed mitigation measures and the consideration of a Draft Environmental Action Plan, contained in the ES.

1.7 Summary and Conclusions

The local community have clearly expressed opposition to the proposed scheme, as is their prerogative. Objections to the contemporary design and scale/bulk of the proposed extension, coupled with the resultant impact on the listed building, loss of trees and part of the north garden are expressed robustly. Objections to the traffic impact on the local road network and disturbance during and after construction have also been strongly voiced.

Members are advised that all development have impacts, some negative and some positive. It is considered that the proposal will bring about clear benefits to the public and local economy, substantial and much needed repair and refurbishment of the listed building, and secure a viable future use of the listed building and long term maintenance and management plans for the Council House and its Grounds. Officers have sought expert design advice and consider that whilst the proposed new extension is relatively sizable in comparison to the main house, careful siting and design has mitigated its impact. The quality of the design of the new extension is commendable and when the project is completed it is thought that it will represent an elegant building, which will enhance the character and appearance of the Conservation Area.

In considering the submitted traffic assessments and impacts, whilst there may be some localised negative impacts in terms of increased traffic, the significant reduction in the level of parking and development of the Council's Travel Plan is predicted to result in a reduction in traffic flows to and from the offices, such that a refusal of planning permission on traffic grounds could not be substantiated.

Overall it is considered that any negative impacts associated with the proposals are outweighed by the positive benefits that will be accrued.

1.8 Recommendation

In balancing all the planning considerations and environmental impacts the following recommendations are made:

Planning Application

Approve, subject to the prior receipt of further information on some requested mitigation measures (see Section 10), the preparation of a 'Memorandum of Understanding' on the implementation of specified repair /maintenance /management plans, a schedule of appropriate conditions and the receipt of listed building consent for the Secretary of State.

Listed Building Application

Send to the Secretary of State (GOSW) for determination in accordance with the Planning (Listed Building and Conservation Area) Regulations 1990, together with a copy of the schedule of recommended conditions in Appendix 14, should he be minded to grant listed building consent.

2 INTRODUCTION

2.1 The Report

This report has been prepared for consideration by the City Area Committee and the Planning and Regulatory Panel of the Council. Due to the scale and nature of the proposal, there are likely to be considerations and effects beyond the city boundaries.

Planning Permission and Listed Building Consent is required for the proposed development. This report covers both applications, and includes the appropriate range of planning and listed building considerations. At the end of this report separate recommendations are in respect of each application. It should be noted that the application for Listed Building Consent is required to be referred to the Secretary of State for determination, under Regulation 13 of the Planning (Listed Building and Conservation Areas) Regulations 1990.

2.2 The Application submissions

The planning and listed building applications are accompanied by many plans and drawings produced by the applicant's main architect (Stanton Williams) Landscape Architect (L & J Gibbons) and civil engineers (Adams Kara Taylor and Max Fordham). In addition, the following additional significant documents have been prepared and submitted on behalf of the applicant: -

- Environmental Statement*, Appendices, Figures & Non Technical Summary: Undertaken by Landmark Environmental Consultants, this is the result of carrying out an Environmental Impact Assessment for the proposed development. It plays a crucial part in assessing the planning considerations and is discussed further below. A self-contained document, it also often includes information or refers to the documents below. A Fabric Condition Survey for the Council House and associated structures is included as an appendix to this document.
- Design Statement: This has been produced by Architects, Stanton Williams. It is detailed document containing a mixture of text, drawings, plans and illustrations explaining the architects/applicant's design solution, and in understanding the design constraints and the evolution of the eventual submission.
- Traffic Impact Assessment: This document produced by Mott MacDonald which assesses the proposal against current policy, including accessibility / sustainability criteria, highway safety issues, traffic impact and refers to the SDC Travel Plan.
- Arboricultural Method Statement: Produced by CBA Trees Ltd., this is a detailed document containing survey material, tree impact assessment and tree protection
- Conservation Plan: This is a document prepared by conservation consultants Rodney Melville Associates, specifically for this site. Supplementing an earlier report by Turnberry Consulting (appended to the ES), this study focuses on three areas where the proposal is most likely to have the greatest impact o

the site's heritage. It is described as a more objective piece of work but which dovetails with the Heritage Impact Assessment (see below)

- Heritage Impact Assessment: Produced by Rodney Melville, this highlights the likely impact of the proposed scheme of works on the fabric and visual appearance of the Council House and built structures in its setting, and sets out significances and mitigation.
- Outline of Schedule of Works: Jointly produced by Stanton Williams and Rodney Melville, this report provides outline specifications for the repairs, alterations and improvements to the Council House.
- Statement of Community Involvement: Produced by Robert Turley Associates, this outlines the public consultation process undertaken by the applicant, prior to submission of the application.
- Access Statement: Brief statement prepared by Vectra Property Consulting on the accessibility of the proposed scheme.

A very limited number of images are included in this report for illustrative purposes only. These are reduced and not to scale. Members should refer to the original plans and drawings to assess the application.

* The Environmental Statement is a substantial piece of work in three volumes and is central to the impact assessments relating to the proposed development. The EIA process is outlined in the following section.

2.3 The Environmental Impact Assessment and Environmental Statement

Under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999, the applicant requested an opinion as to whether an Environmental Impact Assessment (EIA) would be required in connection with the proposed development. The Local Planning Authority (LPA) was also requested to adopt a scoping opinion as to the matters to be covered in the any EIA so requested. The LPA issued a formal screening and scoping opinion on 9th December which confirmed that an Environmental Impact Assessment (EIA) should be carried out, due to the potential for significant environmental impacts of the scheme, principally due the sensitive nature of the site in relation to conservation interests. A scoping report was also subsequently adopted by the LPA. The application becomes an EIA application for the purposes of the Regulations, and is accompanied by an Environmental Assessment (ES).

An EIA is a process which seeks to collect and assess information about the potential environmental effects of a scheme and is taken into account by the applicant and LPA in deciding whether planning permission should be granted, including any scope for modifying or mitigating these effects. The assessment seeks to weight significances and impacts, be it positive or negative. Specialist bodies help provide information for guidance to the applicant and LPA and this information is presented in the ES. A 'non-technical summary' is produced, which includes a summary of the key impacts.

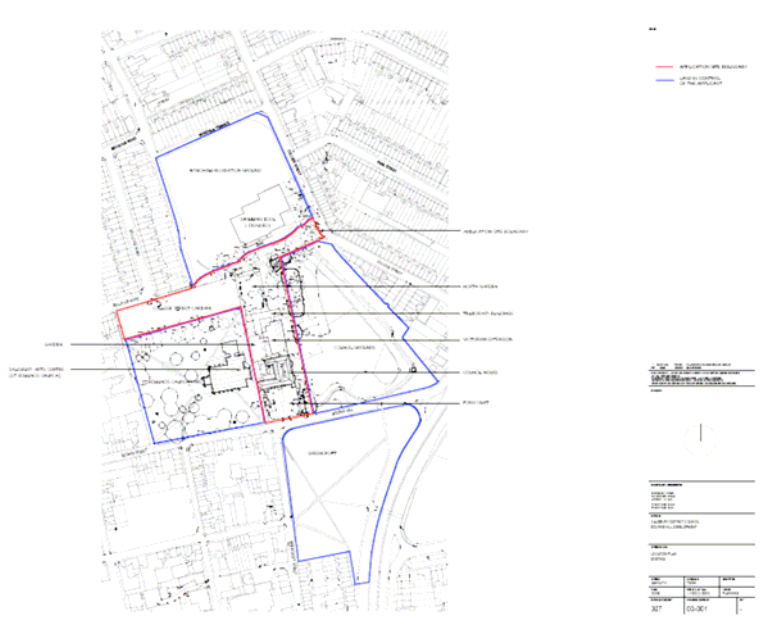
The LPA has requested that the Institute of Environmental Management & Assessment to carry out an independent audit the ES.

In line with the Regulations, copies have been sent to the SOS (Government Office for the South West).

The various environmental impacts and mitigation measures are discussed within the planning judgement later in this report and cover both planning and listed building issues.

3 SITE AND ITS SURROUNDINGS

The Council House and application site is located to the northeast of City Centre within the medieval city boundary and lies within a Conservation Area and an Area of Archaeological Significance. Adjacent to the application site is the Grade II* Listed St Edmund's Church and its associated Churchyard, now converted into the Salisbury Arts Centre. Opposite the site is Greencroft, a public open space. The application site lies at approximately 52m above Ordnance Datum (AOD).



Location plan

The Council Grounds lie to the east of the application site and include a scheduled monument which covers an approximate area of 2000m² and rises to an approximate height of 4m. This is the only remaining part of the medieval city ramparts. To the north of the application site lies an open recreational / playing field and redundant swimming pool complex, which was closed by the council in 2001 when it became obsolete. The east garden, playing field to the north and churchyard are all designated in the Salisbury Local Plan as 'Important Open Spaces'.

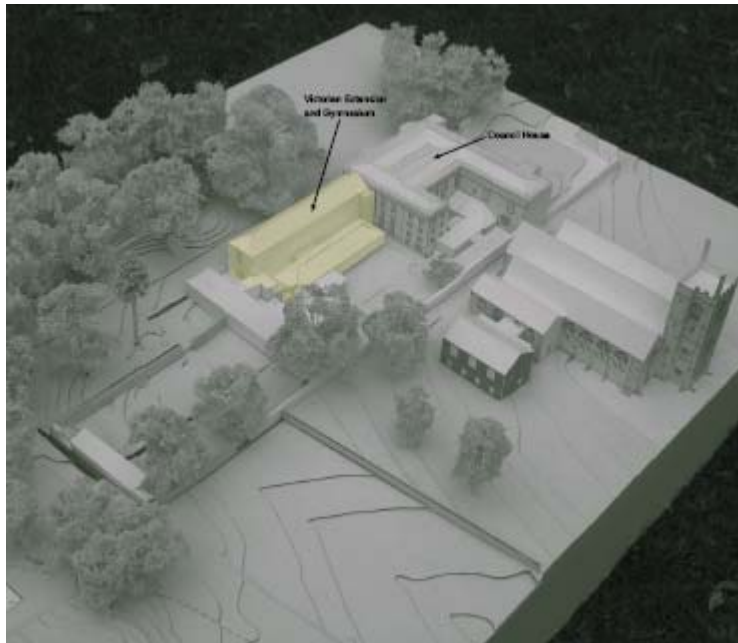


Site plan – existing

The application site comprises the Georgian Council House and forecourt with attached Victorian extension, all of which are Grade II* Listed, a section of the associated Council Grounds to the east, a small and isolated council garden, various temporary buildings, a walled garden to the north (more recently known as the 'secret garden'), and various other listed structures. The listing notices for the buildings and structures within the application site boundary can be summarised as: -

- Main building and its curtilage – this was listed Grade II* in 1952, it was formally referred to as Wyndham House.
- Western boundary wall – listed Grade II. This is a section of wall that runs along the western boundary of the site and includes a return section to the street, known as Bourne Hill. This is of brick, napped flint and stone construction, capped in places by a tile coping.
- Wall dividing the forecourt and garden – listed Grade II This is a section of wall running southwards from the Council House and separating the gardens from the forecourt of the Council House. There are two sections, of brick construction, one on either side of an entrance to the gardens.
- The Council House and its Victorian extension are of red brick construction. The Council House has a Chilmark stone cornice detail running at high level with Chilmark stone dressings to the south facade windows.

The Council House and associated buildings are currently used by SDC as offices and committee rooms, with the basement largely devoted to storage. The ground and upper floors of the house and the Victorian extension to the rear are occupied as single or multi-occupancy office and meeting rooms. Public access to the building is limited, and is confined to the entrance/reception area and the committee rooms. Single storey temporary buildings, currently fully occupied as office accommodation, lie to the north of the Victorian extension.



Model showing main existing components of the site and adjacent Arts Centre

The forecourt to the front of the Council House, covering an approximate area of 950m², is used as a visitor car park and delivery point. There is public access to the gardens to the east of the building. A pathway also provides a link from the building forecourt along the east elevation of the building and past the Victorian extensions and walled garden, joining with the swimming pool building and open space to the north of the site.

A tarmac area to the west of the north garden and north of the St Edmund's Church (Salisbury Arts Centre), known as College Street car park, has the capacity for 171 cars (including those spaces adjacent to the former swimming pool). This car park is open to the public as a pay and display facility.

4 THE PROPOSAL

The following description of the proposed development is taken from the project description in the Environmental Statement.



Site plan - proposed

4.1 Development of the Design

The existing house has 15 different floor levels. The Victorian extension and the house are also at different levels. Two main staircases and seven secondary staircases currently serve the house, with a further staircase linking the northern wing with the Victorian extension. One of the major challenges in the house has been to resolve these level changes, both to make the building accessible to the public and to meet the requirements of the Disability Discrimination Act (DDA) for staff and customers. Throughout project development the aim has been to achieve accessibility with minimum interference to the structure of the historic house.

Prior to development of outline architectural proposals, extensive option studies were carried out to investigate whether there was a solution to resolving the level differences whilst also retaining the Victorian extension. It was concluded that although the level differences could be resolved whilst retaining the Victorian extension, none of the options tested could provide the space required to enable centralisation of all council functions. The overall scheme has therefore been developed on the basis that the Victorian extension and adjacent ancillary structures will be removed, and replaced by a new building. The proposed development draws the existing house levels part way into the new building and addresses vertical circulation with a new core containing a lift and stair.

Key to this strategy of improving accessibility to the upper levels of the house has been identification and subsequent proposed provision of a clear route from the front door through to the new building. This route will pass through the existing north wing, via the existing courtyard space to the west of the Council House. To achieve this route, the proposals involve removal of the existing low level brick structures from the courtyard and insertion of a double height glazed structure. This new link structure, with its structurally glazed facade, will give views out onto the proposed landscaped courtyard and linear garden as well as providing views to the west facade of St Edmund's, which are currently either limited or obscured.

To complete the new route, the current floor levels within the servant's wing will be removed and replaced with new floor levels that complete the unification of the existing house levels with those of the new building. The facade will be retained, but new openings within the north and south elevations will be required. These new openings will be aligned with the existing fenestration where possible. A lightweight bridge link will run at high level through the new glazed courtyard link, connecting the existing first floor levels in the front of the house with the new building and core.

Before commencing proposals for allocating uses for the various spaces within the house, an assessment of significance was carried out as part of the Conservation Plan for the Council House (Rodney, Melville & Partners, June 2005) to identify and date the various internal walls and spaces. This study was then used to inform the space planning proposals of what could be removed and what should stay. The Conservation Plan also noted that many of the historic spaces have suffered from unsympathetic routing of services and a high intensity of use.

4.2 Proposed Refurbishment of the Existing Council House

The existing Council House is 36.8m wide (south elevation), and 31m long (east elevation). The height to the ridgeline is 10.2m. The Victorian extension is 19.7m at its widest point and 15m generally. The length is 33.8m to the east elevation, extending from the north façade of the Council House. The height to the ridgeline of 10.2m matches the Council House.

Many of the rooms are historically significant, but have been divided by modern partitions over recent years. Refurbishment will be undertaken to enable the rooms to be restored to their former proportions and used in a manner that is appropriate to their scale, location and aspect.

In view of its orientation towards Bourne Hill and the City beyond, the existing front door of the Council House is an important public entrance point to the proposed scheme. The current entrance hall will be de-cluttered and used as a permanent exhibition space, with the council reception relocated on the ground floor of the new building and accessed via the new courtyard link structure.

Access to the various levels of the house will be controlled by a new centrally located security point tucked beneath the main house stair, providing a clear view of the front door.

The proposed server room (currently within the historic salon, which is accessed from the entrance hall of the house) will be relocated to the basement of the new building. This will allow this historic room, with its ornate ceiling and decorative plasterwork, to be reinstated as a main reception room and Mayor's Parlour.

In recognition of their scale and garden aspects, the two large rooms currently used as meeting rooms on the ground floor will be used as a wedding suite for the Wiltshire County Council Registrars' department and the upper ground floor levels of the house will be used as offices and reception for the WCC registrars department. Public access to these spaces will be controlled via the new building reception. The first floor of the house will become SDC offices and meeting rooms. Rooms identified as historically significant will be restored to their former proportions. The lower ground floor of the house will be used as office space and storage.

Through these proposals, the servicing strategy for the house will be re-addressed and implemented with greater sensitivity to the historic fabric.

The proposed refurbishments to the existing Council House can be summarised as follows:

4.3 External Works

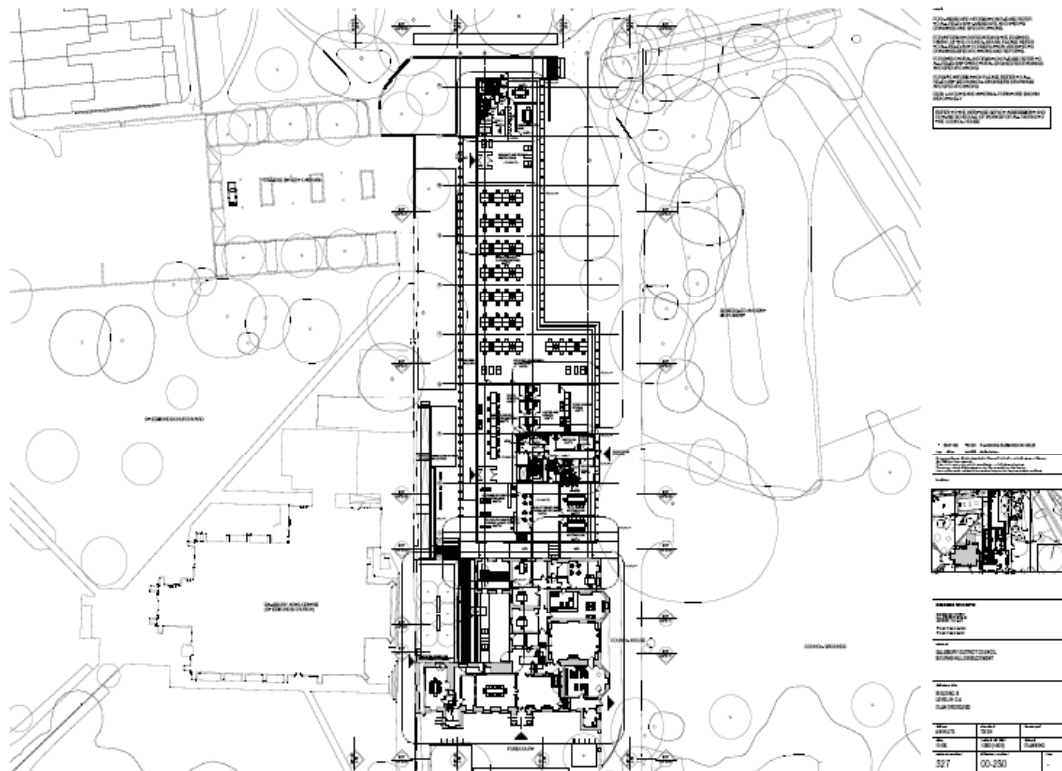
- Erection of a full scaffold and temporary roof over the whole of the House.
- Complete stripping and re-roofing of all roof slopes, lead flats and parapet gutters.
- Removing the existing roof insulation and carrying out structural repairs to the roof and ceiling structures and introducing new insulation and permanent ventilation of all roof areas in conjunction with re-roofing.
- Replacement of all existing roof lights.
- The installation of a new man safe system to provide safe access to all roof areas.
- Repair of all high-level parapet stonework and brickwork including re-rendering and re-pointing and isolated stonework and brickwork repairs.
- Isolated stonework and brickwork repairs to all elevations
- Repairs to all rainwater goods.
- Repairs to all windows and doors.
- Installation of a new lightning protection system.

4.4 Internal Works

Repairs to all ceilings, walls, floors (including ceiling, wall and floor structures), joinery, doors, etc. where these are not affected by the proposed alterations and improvements (including making good existing finishes following all proposed alteration and improvement work).

4.5 New Office Building

- Gross internal area to be demolished (including all garden buildings) - 942m²
- Gross internal area of existing Council House - 1660m²
- Gross internal area of proposed New Build - 4110m²
- Gross internal area of overall (including New Build and Council House) - 5690m²



ground floor plan

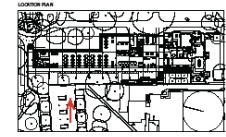
The New Office Building will be 87m in length from the north facade of the Council House. It will be 12m wide at its narrowest point and 23m wide at it's widest. Adjacent to the existing Council House the New Office Building will be only two storeys high (8.7m) extending to three storeys (12m high) at the northern end.

The new office building has been designed to take account of the existing landscape and site topography. Providing approximately 4000m² of efficient office space with a footprint at ground floor level of 1385m², the new building forms an independent 'garden' structure rather than a 'continuation' of the existing Council House. The building will comprise predominantly open plan office accommodation with variously sized meeting rooms distributed throughout each level and a Customer Contact Centre at ground floor level on the west side. This new public facility will be accessed directly from the new ground floor route through the house and also from the new linear garden created to the west, between the new building and the existing garden wall.

The main entrance points into the new building will be on the west elevation via the new linear garden, with a staff entrance located adjacent to the new north core (core 2) and a public entrance located adjacent to the new south core (core 1), the Customer Contact Centre and House. A service entrance will be located on the east facade, providing access to the new building via the new south core.



notes
 To be read in conjunction with the specification and all relevant drawings.
 Contractor to check all dimensions on site. Do not take from this drawing.
 Stationery to be advised of any variation between the drawings and the conditions.



20/10/06 T/S/14 PLANNING SUBMISSION/ISSUE
 rev date title description

Information to be included

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project
 SALISBURY DISTRICT COUNCIL
 BOURNE HILL DEVELOPMENT

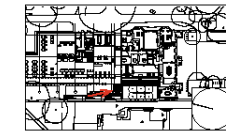
drawing title
 RENDERED VIEWS
 VIEW FROM COLLEGE STREET
 CARPARK TOWARDS NEW BUILDING

drawn	checked	approved
HL	SH	
scale	scale in use	status
10/05	NTS	PLANNING
project number	drawing number	rev.
327	00-810	-

Rendered view – from car park towards west elevation of new building



notes
 To be read in conjunction with the specification and all relevant drawings.
 Contractor to check all dimensions on site. Do not take from this drawing.
 Stationery to be advised of any variation between the drawings and the conditions.



20/10/06 T/S/14 PLANNING SUBMISSION/ISSUE
 rev date title description

Information to be included

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project
 SALISBURY DISTRICT COUNCIL
 BOURNE HILL DEVELOPMENT

drawing title
 RENDERED VIEWS
 VIEW TOWARDS BUILDING A GLAZED LINK

drawn	checked	approved
HL	SH	
scale	scale in use	status
10/05	NTS	PLANNING
project number	drawing number	rev.
327	00-814	-

Rendered view – towards glazed link

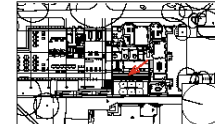
The upper floors of the new building will be set approximately 3m away from the existing Council House. The proposed development will remove the Victorian Extension to reveal previously hidden aspects of the north facade of Cockerell's 1788 extension. The connections between the existing house and the new building will be achieved via two glazed structures, which will reveal elevations of the house currently obscured by the Victorian Extension.



notes

To be read in conjunction with the specification and all relevant drawings. Contradict to which all dimensions on this drawing shall take precedence. Attention is drawn to the fact that the drawings are for information only and are not to be used for any other purpose without the written consent of the architect.

LOCATION PLAN



327/05 SH PLANNING EMBODIMENT ISSUE

DATE: 10/05/15

DESCRIPTION: 10/05/15

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Rendered view – from within glazed link towards St Edmund's Church

The new building is both a two and three storey structure and incorporates a basement for part of the floor footprint linking to the basement of the existing Council House. Adjacent to the northern elevation of the Council House the new building has two storeys, and this becomes three storeys as the building is drawn away from the Council House. The two-storey element will have a brown roof and external terrace on the east side. This will create an elevated garden space beneath the existing tree canopies to the east of the new building for use by Council employees.

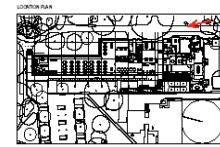
The two-storey element will be lower than the current Victorian Extension, thereby re-establishing the site hierarchy where the Grade II* Listed Building is the dominant building when viewed from the eastern grounds. The three-storey western elevation will be approximately 90m long, 12m wide at its narrowest point and 23m wide at its widest. A public access route will run its full length alongside the proposed western garden (described below). This covered space, together with a series of vertical fin elements, will act as a weather shield minimising solar gain and glare on the building facade.

From the east, the new building footprint has been designed to step around existing important mature trees and allow adequate space between the building and the Scheduled Monument. The space will be used as a public access route (with the exception of occasional deliveries and maintenance vehicles) linking College Street

to the Council House entrance.



notes
This is made in conjunction with the specification and all relevant drawings. Contractor to check all dimensions on site. Do not scale from this drawing and/or reliance to be placed on any variation between the drawings and the site.



30/10/05 10/11/05 PLANNING EMISSIONS/ES/DE
REV. DATE I/WT DESCRIPTION

client/contractor

Client: Salsbury Wharf
20a Greenway Street
London N1 6JX
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project
SALISBURY DISTRICT COUNCIL
BOURNE HILL DEVELOPMENT

drawing title

FENCED VIEW(S)
VIEW TOWARDS THE EAST ELEVATION
FROM THE EAST GARDEN

drawn	checked	approved
HL	SH	
10/05	10/05 - 05	NTS
project number	drawing number	rev.
327	00-813	-

Rendered view - towards east elevation from east garden

The new building has been designed on sustainable principles as a series of naturally ventilated office spaces. The proposed exposed concrete slabs and columns will enhance the thermal cooling capacity of the building, which will be clad with a minimally detailed, aluminium curtain wall system that incorporates full height glazing and opening ventilation panels evenly across the facade. This is achieved by side hung full height windows and high-level louvers. The brown roof system proposed for both roof levels will utilise recycled crushed brick rubble.

4.6 Landscape Proposals

The landscape proposals have been developed in response to a number of reports undertaken by CBA Trees and the project landscape architect during 2005, these include:

- an Arboriculture Assessment (undertaken on 7 May and 25 October 05)
- an Arboricultural Impact Analysis with Method Statement (August 2005)
- a Picus Sonic Tomograph Investigation Report (October 2005)
- a Schedule of Recommended Tree Works with Individual Tree Protection Report (26 October 2005)
- an Arboricultural Constraints Advice document (27 October 05),
- a brief historic appraisal (J & L Gibbons, February 2005),

In addition, ecological reports, which informed the baseline ecological assessment, were also considered in the ES.

The proposed landscape strategy aims to build upon the existing landscape structure. It will combine new landscape works within the application site with additional new tree planting in the wider landscape.

Careful consideration has been given to the protection of important trees during the construction phase of the proposed development, and all work will be done in accordance with BS5837:2005.

Restocking

The strategic approach includes replenishment of the existing parkland tree resource surrounding the site by planting of up to 48 semi-mature parkland trees to secure longevity to the tree cover and help address the aging tree stock. These trees will be predominantly Oak with some beech and hornbeam. The additional planting aims to enhance the aesthetic and ecological qualities of the parkland surrounding the application site and enable arboricultural work to be undertaken as part of the development process.

The work directly associated with the current application constitutes crown lifting along the site access road and canopy balancing or reduction to minimise conflict during construction. All tree trunks will be salvaged for dispersal in two areas within the parkland; in the vicinity of the scheduled monument to deter damaging use of mountain bikes and on the brown roof of the new building to encourage invertebrate colonisation.

New Design



Landscape plan – general

Development of the new building will cause much of the North Garden to be lost. Compensation for this loss will be provided by creation of a new linear garden that echoes historic references, which will extend northwards from the rear of the house, parallel with the existing Listed wall. The new garden will provide a new public space with the existing mature oak retained as a centrepiece. This space will be sub divided into smaller garden elements, planted with ivy ground cover and hardy perennials, which will provide differing planted enclaves against the backdrop of the Listed wall.

The new garden will contain both hard and soft landscaped surfaces and, as the garden descends to a smaller lower courtyard at its southernmost end, a planted rill will address the change of level and enhance the spatial sequence by cascading parallel with the steps and ramp down to the lower courtyard.

The proposed site layout will alter the pattern of vehicular circulations and create car free linkages of all parkland spaces around the application site. The minor road through the car park between College Street and Belle Vue Road will be severed, and no through traffic will be permitted. Vehicular circulation off College Street to the eastern service entrance will be restricted to servicing and emergency access and access to the disabled parking bays only, leaving this route as predominately a pedestrian way.

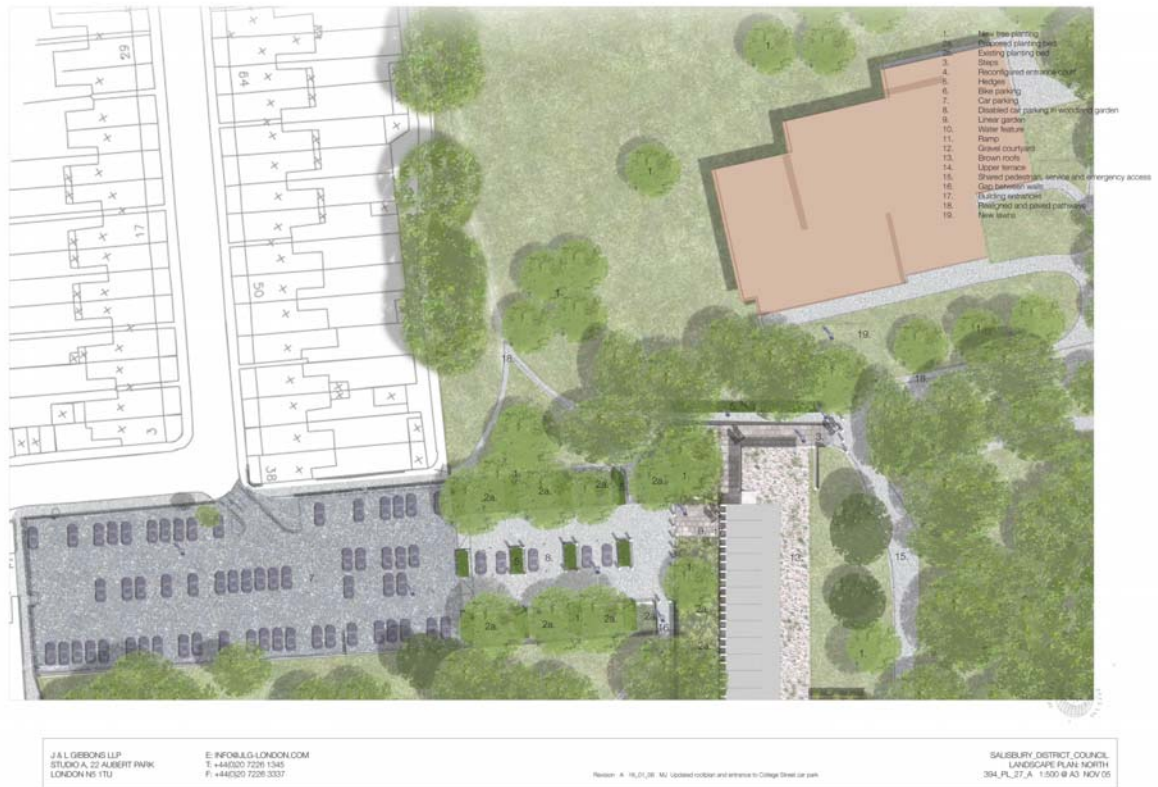
To ensure that the building and landscape are connected, no parking will be permitted under and around the Cedar of Lebanon on the east side of the council offices. A reduced number of spaces (91) will be formalised and laid out among new hedge and tree planting to the eastern end of the existing car park, marking a transition landscape between the urban fabric of surrounding streets and the garden landscape surrounding the proposed offices.

Six disabled spaces will be included within the newly defined parking area adjacent to the new building. Here planting beds will be cut out of existing tarmac areas to create space for groups of new semi-mature trees that will visually link Wyndham Recreation Ground with St Edmund's Churchyard. Access to the car park will be via Belle Vue Road. Some limited short term parking for special events, such as weddings and conferences, may be allowed in the entrance court off Bourne Hill).

To enable the hall and café facilities at St Edmund's Church to be shared, pedestrian access between the church and the council offices will be enhanced. The brick wall will be opened up to accommodate the pedestrian flow from the city centre through St Edmunds Churchyard to the council offices, and the historic opening within the southern end of the existing garden wall will be reinstated. This will link an intimate court, paved with porous bound gravel and planted with a grove of flowering ornamental Magnolia trees, at the southern end of the proposed linear garden and the western entrance of the proposed building. York stone or Purbeck limestone will form the cloister paving. A low wall terminates the garden at the north end, with a corresponding hedge to integrate the steps and link existing footpaths at the northern end of the building, connecting the linear garden with the upper level of the parkland beneath the Walnut trees, and through to College Street to the east.



Landscape plan - south



Landscape plan - north

4.7 Access Roads and Parking

Site Access and Road Construction

The proposed road layout and car park will follow the alignment of the existing road and pavements, thereby minimising the need for new construction works and reducing excavation intrusion in areas adjacent to existing trees and their roots. Existing roads will be re-surfaced rather than re-laid, which will also significantly reduce the amount of excavation works. The surface (wearing course) of the existing road will be removed via scabbling to establish a bonding key for the new surface. The wearing course will extend to a depth of approximately 40mm. In close proximity to tree roots scabbling will be undertaken very carefully with hand tools to avoid damaging the roots below.

In some areas tree roots are already causing cracking of the existing road. In view of proximity to a large number of tree roots and because the road pavement sub base is not being replaced, the roads will require regular maintenance. The surface water run off of the roads will run, as now, directly on to the adjacent areas of soft landscape.

Ground levels will be increased towards the northern end of the site the by addition of a thicker asphalt or bituminous macadam base course and the application of a wearing course. The proposed tarmac road surface will be approximately 40mm thick.

All path and road construction will be paved in tarmac. In order to minimise disturbance to tree surface roots, the eastern road and entrance court will be surfaced only, and existing drainage will be integrated. The existing pattern of shared use between pedestrians and vehicles will be maintained. The entrance court will have an extended stone flag paving apron with stone edgings to a new arrangement of planting beds to create space for two semi-mature trees set symmetrically about the listed facade. The planting bed beneath the Yew tree will be enlarged.

Car Park

To minimise excavation works, the existing College Street car park is to be retained and re-surfaced rather than re-laid. Both the entrance court and the car park will be dressed with a 6mm surface chip. The car park will be raised to match the level of the linear garden and floor level of the extension building. Cycle racks will be provided in the entrance court between the tree planting.

New gullies and drains will connect the car park drain to the existing surface water sewer to the north end of the car park. Where possible all existing features will be re-used. Should the existing petrol interceptor be found inadequate, a replacement will be installed.

Surface water from the proposed development will drain to an attenuation tank located within the car park (and outside tree roots protection zones). This tank (of dimensions 2.5m below the ground level and up to 25m in length) will also act as a soakaway.

4.8 Drainage Systems

Foul Drainage

Currently the Council offices are serviced by a foul drain running along the west side of the existing building into the foul sewer running down Bourne Hill. The proposal will utilise an existing connection to the west of the listed building, thus reducing the need for excavation works to install new drains and eliminating the risk of damage to tree roots or below ground archaeology on the east side.

The existing drains have been inspected via a CCTV survey. This has highlighted several areas that require remedial work to be carried out. In order to minimise the extent of excavation and possible damage to the surrounding tree roots and archaeology these repairs will be performed via re-lining the drain rather than replacing.

Surface Water

The existing buildings and hard landscaped areas are currently drained via a system of gullies and drains discharging into a surface water sewer to the southern end of the site whilst the car parking area drains into a separate system running from east to west across the northern end of the site. The proposed system re-uses some drains of the existing system and also includes new soakaways and an attenuation tank. This will both reduce the volume of surface water run off into the main sewer whilst increasing the volume discharge back into the ground.

The combined soakaway/attenuation tank will be located in the car park. The tank will be connected to the existing surface water sewer to the north of the site to act as an overflow for the soakaway and prevent flooding during peak rainfall periods.

The network of underground drains serving the soakaways will be located to avoid tree root protection zones and proposed tree planting areas, and minimise the impact on the existing tree root systems.

4.9 External Lighting

The external lighting scheme was carefully considered against the following tests:

- Need for lighting: the amenity value of the site is high and new external lighting to replace the existing lighting is required for safety and security;
- Impacts of external lighting: the proposed development offers the opportunity to update current external lighting with a new strategy that will improve public safety and amenity value, help to restore the historic landscape and reduce obtrusive light spill;
- Level of lighting required; the minimum level of lighting required is driven by the need for satisfactory operation of the CCTV, which is required for site security.

The site currently accommodates public footpaths and car parking facilities, which are lit at night to varying degrees. Lighting of the retained existing footpaths and car parks will be replaced with more modern visually innocuous light fittings that have an Upward Light Output Ratio (ULOR) of zero. By providing a more even distribution of light than currently, these fittings will offer the perception of a more secure environment.

New circulation routes will be lit by recessed brick lights built into the new retaining walls and slot lights built into the back of the fins that form the colonnade on the west side of the new building. The latter will wash only the path with light, whilst the former will also provide some lighting to surrounding features, such as the historic wall to the west and the landscape to the north, thus softening the contrast with the car park.

The front façade of the Council House is a recognisable landmark in the cityscape and is currently floodlit to a high level by two pole mounted large wide beam floodlights located in the forecourt. The existing floodlights are visually unattractive and functionally unsatisfactory because they generate light pollution. The new external lighting scheme will replace these fittings replaced with more discreet and softer ground recessed floodlights, which will enable the architectural features of the period façade to be modelled and displayed in a sympathetic manner.

The new Council House floodlights will be selected and positioned close enough to the façade to ensure that light does not stray significantly beyond its subject, but far enough from it to prevent formation of patches of glare. Where necessary, lights will be fitted with internal spill shields to ensure that the light is appropriately directed.

Subtle feature lighting to fins on the west façade will identify the building as an important landmark at night, and channels on the front will be lit by spot lights recessed into the bottom of the channel.

Light sources will generally be fluorescent or metal halide type, which provide better colour rendering for visual comfort and tasks, low energy use and long lamp life.

All of the lighting in the vicinity of the building will be sufficient to support colour CCTV camera use and all external lighting will be switched by a photocell to ensure that the lighting does not operate during daylight hours.

All service runs will be located outside the tree protection zones.

Internal lighting will be arranged to minimise the effect of light spill. The general lighting levels in the open plan office spaces are to be low, with local directional task lighting providing the necessary light levels at workstations. All internal lights in highly glazed areas will incorporate occupancy sensing and daylight dimming to prevent them being left on unnecessarily at night. In addition, a whole building lighting off over-ride key switch will be provided at building exits.

4.10 Utilities

The existing site services infrastructure for water, gas and electricity has insufficient capacity to serve the developed site. New gas, water, electricity and telecommunications will therefore be provided. All services will be buried in the ground and fed to the new plant-room from the south.

The main incoming services will be routed in a common hand dug trench as close to the existing and new building as possible to avoid tree routes and in accordance with National Joint Utilities requirements. Other below ground services, including cables feeding external lighting and CCTV camera cables, will also be buried in hand dug trenches and routed to avoid tree roots.

Existing site services will be retained during the new build phase to serve Bourne Hill House and will be disconnected once refurbishment of Bourne Hill House is

complete.

4.11 Construction Activities

The duration of the construction period will be approximately two and a half years from the grant of planning permission to completion of works. A summary breakdown of the phases during construction and the timescales associated are given in the table below. Detailed construction information, including the types and quantities of machinery required and the type and quantity of waste to be produced has been provided in the ES together with plans illustrating the areas to be utilised during construction and protection of sensitive historic and ecological features during all phases of construction. A site office / compound and pick up point and turning area will be set up on the eastern part of the car park, with construction access for phase 1 off College Street. Phase 2, in respect of the listed building refurbishment works, will involve using the forecourt area with access off Bourne Hill. Submitted plans identify areas where access by construction plant and machinery will be restricted and the location of fencing beyond which access will not be permitted.

SUMMARY OF CONSTRUCTION PROGRAMME

DATE	DESCRIPTION	EXPECTED (APPROXIMATE)
August 2006	Council employees are decanted from their current premises (Victorian extension, temporary buildings etc.) to allow the enabling works to take place. Enabling works commence	3 months
October/ November 2006	Demolition of Victorian Extension	2 months
January 2007	Works related to the new office building External works	15 months
May 2008	The new office building is complete. Council staff decanted into new building from the existing Council house. Refurbishment works to the Council House begin.	Approx 9 months
February 2009	All works complete	

Following an initial survey, the presence of asbestos has been identified on site. A further survey will be required to establish its significance prior to demolition works and the necessary precautions and health and safety requirements applied. Asbestos removal will be carried out as part of demolition works.

4.12 Operational Uses and Opening Times

The accommodation in the existing Council House and the proposed extension will provide office space for approximately 310 SDC employees. In addition the ground

floor in the Council House will be occupied by the Registrars Service (Wiltshire County Council) with approximately 8 staff employed.

It is anticipated that the SDC council offices will be open to the public between the hours of 8.30am until 6.00pm Monday to Friday, on Saturday mornings, and possibly one evening per week until 7.00pm. The offices will be open to staff between 7.00am and 7.00pm weekdays and on Saturday mornings. The Registrars Service will be open for weddings during the week and on Saturday mornings.

The offices will include a number of meeting /committee rooms which will be used during office hours and on some evenings by the Council for its own business activities. At other times these rooms will be available for use by other organisations.

All deliveries to the new Council Offices will be accepted via a 'goods' entrance in the new building. Delivery vehicles will access the site through College Street and the service road along the eastern elevation of the building.

5 PLANNING HISTORY

Miscellaneous planning and listed building applications for minor works and development. There have been no major proposals for development / redevelopment on this site prior to this application. A list of recorded applications is attached as **Appendix 1**.

6 CONSULTATIONS

The responses from statutory and non statutory consultees are listed below. Because of the nature and complexity of the application, some of the consultees have made lengthy responses. Therefore, with the exception of English Heritage whose response letter is attached as an appendix, the following list represents a bullet point *summary* of the responses, by the case officer. All the consultation responses can be viewed in full, and constitute background papers for the purposes of these applications.

6.1 Wiltshire County Council (Libraries and Heritage)

- Proposal lies in an area of archaeological interest being on the site of St Edmunds College built at the same time as the St Edmunds church in 1269 and to the west the only surviving remains of the medieval ramparts (scheduled ancient monument).
- Refers to archaeological evaluation carried out by applicant – found some probable remains of medieval college rear of existing print room and some evidence of probable medieval date in gardens relating to horticultural or agricultural use. No evidence of ramparts found. Suggests that 18th century building was built on foundations of St Edmunds College. There is high potential to find medieval features below existing buildings, including southern part of Victorian extension and also beneath buildings in central part of site, Anglo Saxon burials to east of Council House, and evidence for the defence ditch between swimming pool and Scheduled Monument.
- Majority of area of new building not included in evaluation due to presence of buildings. Agrees with approach set out in ES that series of further test pits/trenches should be carried out following demolition. Following evaluation if medieval remains found, may be appropriate to vary foundations to preserve in situ. If not possible, an archaeological excavation will need to be carried out. Suggests that consideration be given to valuation prior to demolition, and advises that any subsequent excavation must be included in construction programme.
- Notes that there is no discussion regarding underpinning of west wing of the Escourt building. Whilst agrees with mitigation approach in ES that following initial ground work, a discussion with the applicant will agree appropriate methodology for preservation in situ, would be helpful to have an idea of the works at this stage.
- With respect to new tree planting, confirms that archaeological watching brief proposed in ES will be required, and should include all new planting within Council ownership, including the Greencroft, with the exception of College Street car park. However concerned with some new planting which will have an impact on the Scheduled Monument. Advises that location of these trees be reassessed, and in relation to their maximum spread. Recommends advice be sought from English Heritage.
- Accepts proposed archaeological watching brief for new service trenches as a method of recording any features.
- All the above methods can be detailed in a 'Written Scheme of Investigation' (WSI) which needs to be drawn up prior to start of work, including timetable, contingencies and report preparation and publication.
- Recommends two conditions in relation to the WSI and protection fencing of the SAM.

6.2 WCC Waste Management

- No response

6.3 Wiltshire Constabulary (Architectural Liaison Officer)

- Has been involved in discussions on this project from an early stage
- Satisfied that the implementation team have taken into account the principles of designing out crime.
- Would like to note my reservations regarding the open colonnade at the entrance to the building, if left insecure, this area could potentially have problems from unauthorised persons gathering there at all times of the day and night, raising the fear of crime not only to passers by, but the staff working within the building.
- Should the development be approved, security of any future works compound at the site must be considered. Crime from building sites is prevalent and the necessary security measures should be put in place.

6.4 Wiltshire County Council (Spatial Planning)

- No response

6.5 Wiltshire County Council (Ecologist)

- Overall quality of ES excellent.
- Surveys provide adequate level of information.
- Endorse mitigation for ecological impacts, in particular tree protection, lighting design (bats) brown roof, 30 bat boxes, tree planting, night flowering shrubs and ecological management plan. Recommend measures in EAP implemented by condition /obligation. Recommends bat roost be created in building and put in EAP.
- Recommends further mitigation for felling tree T54, including timing, method of felling, supervision by licensed bat worker; further information on design of bat boxes and new roost; more details on monitoring scheme. The above could be secured by condition.
- Not likely to be a significant effect on River Avon SAC.
- Concur with conclusions of the ES that residual ecological impacts will either be neutral or positive.

6.6 Wiltshire County Council (Rights of Way Officer)

- No response

6.7 WCC Fire Officer

- Recommends consideration be given to fire appliance/fire fighting access, consultation with fire authority to ensure adequate water supply, use of sprinklers.

6.8 Wiltshire County Council (Highways)

- It was confirmed that construction work and traffic will operate 6 days per week and conditions restricting hours of work would clarify.
- Temporary traffic regulation orders must be processed by contractor in order for heavy plant and delivery lorries to negotiate access along the residential streets of College Street and St Marks Road – this is a highway matter and not subject of consent. It was confirmed that most of the Belle Vue Road car park will be available to the public during construction, but would be occupied by construction workers - this is matter for the Council, who control the car park and there are no highway objections to the temporary use of this car park.
- 58 disabled, staff and visitor spaces still appears high, but the figure was supplied to the consultant by the applicant Authority -this number of reserved spaces should reduce the overall traffic generated by the development.
- I would recommend that cycle parking numbers and details are submitted for further approval before development starts.
- I have accepted the traffic data. Overall traffic movements should reduce following the development.
- I have no objection to the monitoring of traffic movement on Wyndham Terrace as suggested by Mott Macdonald – I would consider the applicant Authority would undertake any remedial measures at its own cost and I do not consider a negative condition would necessarily be appropriate. I am informed that cycle routes are being further considered by the Architect – I would support improvements in the link between College Street and Belle Vue Road and recommend that further details are approve by condition or further submission. Details of footpath closures and temporary routes should be subject of further approval by condition or further submission.
- I am informed that service arrangements have been revisited and details will be submitted for consideration – problems materialised due to the restricted space and the conservation/tree issues.
- Status quo is recommended on Belle Vue Road one way system.
- Recommend that existing residents parking scheme remains.
- Details of car park access from Belle Vue Road have been forwarded by the consultant for my consideration shortly –I will respond should there be any part of the junction design which presents concern.
- A revised travel plan should be approved prior to the start of the development.

Therefore, subject to confirmation as above, there are no highway objections to the development

6.9 Highways Agency

- No comment

6.10 English Nature

Bats

- ES provides details of bat survey work.
- Reports indicate presence of bats within buildings unlikely although bats were recorded foraging. No objections to work, but if any bats discovered during work then all work must cease and English Nature be contacted immediately.

- Hornbeam may be being used as a temporary roosting site. If tree is felled, then survey required just prior to work, by a suitably qualified individual.
- If bats discovered EN should be contacted for further advice on mitigation and if a license is required
- Fully support recommendations for bat bricks and boxes are put in place
- Support suggestion that additional lighting be either kept to a minimum or directed away from roofs

Wild Birds

- Points out protection to wild birds under Wildlife and Countryside Act 1981 and Countryside and Rights of Way Act 2000.
- Work should be timed to avoid nesting season, usually between March to August
- Should apply to buildings where nests are in use as well as scrub, hedges and trees.

Reptiles

- The survey concluded site provides limited habitat for reptile species and no reptiles were discovered.

Summary

- Due to limited habitat for any protected species and because of findings of survey, no objections provided above points taken into account.

6.11 Wiltshire Wildlife Trust

- Welcomes detailed EIA.
- Recommends all ecological recommendations secured with conditions or obligations.
- Considers brown roof, retention of dawn redwood, bat monitoring and strict lighting critical.
- Recommends details submitted regarding brown roof.
- Recommends applicant submits details of dead wood to be retained on site
- Encourages applicant to design additional mitigation measures, if monitoring shows significant decline in local bat population.
- Highlights that green spaces have potential to provide valuable habitat for plants and animals. Current proposals likely to damage habitat connectivity. Every effort should be made to landscape sympathetically using native stock and maintain linear features.

6.12 Environment Agency

- No objection subject to conditions.
- ES reports site over major aquifer and within groundwater source protection zone.
- ES indicates that previous site activities may have caused minor contamination to soil and sub soil. Recommends condition desk top study and if potential for contamination, a site investigation and method statement detailing remediation requirements.
- Should adhere to sustainable urban drainage scheme.

6.13 Countryside Commission

- No response

6.14 Wessex Water

- Forward details to their engineers. Enclose copy of sewer records in meantime. When they have their comments they will respond in detail

6.15 Health & Safety Executive

- Does not fall within consultation requirement. No comments.

6.16 SDC Environmental Health

- Notes the draft Environmental Action Plan (in the ES). Would welcome a condition which ties into the measures in the full edition of the action plan or a specific condition, which should be subject to written approval before commencement of work.
- Recommends condition to control of hours of work (8am -6pm Monday to Friday, 8am-1pm Saturday, No use Sunday and Bank Holidays).
- Recommends condition to control noise from plant and machinery.
- Notes unisex WCs. To comply with Workplace Regulations, each WC must be in a separate room, adequately lit and ventilated, and doors lockable from the inside.

6.17 SDC Community Initiatives

- No response

6.18 SDC Economic Development and Tourism

- No comment

6.19 SDC Building Control

- Comments that the access statement is adequate for the purposes of Building Regulations, and is in the spirit of the requirements. Once the Building Regulations Application is submitted, will undergo a thorough vetting process.

6.20 Salisbury Joint Transportation Team

- Requests higher number of cycle spaces and covered/secure.
- Suggests improved cycle facilities from College Street to Belle Vue Road be included in plans.
- Some footpaths will need to be closed, alternative routes will be required.
- No details of car park – level issues. Could condition but be helpful to see something.
- Concerned about loss parking in St Marks Road and College Street during construction – consideration will need to be given to provide alternative parking elsewhere for residents.
- Details rather vague about temporary removal of road calming feature in Bourne Hill. How will vehicles be encouraged to stay within 20mph speed limit. If significant amount of on street parking is removed, need to consider

residents of Greencroft Street, as no spare capacity in Zone E – may need to relax the use of Salt Lane.

- TA unclear about controls over parking in car park.
- Would like re-assurance that there are shower facilities in new building for cyclists.

6.21 SDC Property

- Do not consider it appropriate to respond to an internal consultation, in its position as in-house 'agent' for the applicant.

6.22 SDC Parks Manager

- the age profile of the majority of the trees in and around Bourne Hill is reaching over mature. Whilst the removal of any healthy mature trees is obviously regrettable, the scheme provides for a re-planting programme of large stock trees way in excess in number of those being removed. In the medium to longer term the area generally will benefit hugely from this injection of new planting.
- the loss of the secret garden is not, in horticultural terms, particularly damaging. What shrubs and plants are in there are common-place and can be found in most gardens. Having sat overlooking the entrance to the garden for several years, we know that its use is very limited in terms of numbers of the public. The garden was derelict until about 9 years ago when it was cleared and tidied and so it is only relatively recently that the garden has become a feature
- The linear garden attached to the new building offers an excellent opportunity to provide a high quality mix of hard and soft landscaping to set the feel for the new building for visitors. If this area is not constructed of high quality materials, is of good design and utilises interesting planting then visitors views of the new offices will be tainted before they even set foot inside. It therefore follows that the area must be maintained to a high standard as well in the future.
- It is good to see that a mix of perennial, herbaceous and annual planting is suggested. This is important to give that all year round interest as well as differing forms of colour and form. The suggestion of a running water feature will also add to this vision of quality and interest. The proposed species will all be manageable in size to ensure blind areas are not created in the future. The mix of water and planting will also be good in providing a diverse habitat for wildlife
- It will be important that this area is well lit and free from hiding areas to ensure safety for users
- Both the brown roof area and green roof area will be good for attracting a diverse range of wildlife. Neither types of roof are common in Salisbury and so it will be interesting to see exactly what they do attract.
- There is currently a budget available for the maintenance of the secret garden and other areas within Bourne Hill. Based upon the proposals, I do not anticipate an increase in budget being required to maintain the new areas.

6.23 SDC Arboricultural Officer

- The Council's Arboricultural Officer has left the Authority and it has not been possible to obtain a formal written response to the application. However, the Arboricultural Officer was involved fully in pre-application discussions and guiding the applicant in terms of tree protection. This has resulted in the detailed Arboricultural Method Statement, which has been submitted. Tree protection measures are comprehensive and discussed under the planning considerations.

6.24 SDC Forward Planning and Transportation (including Conservation)

Policy:

- Strongly supports proposal, which aims to keep a major employer in the primary urban centre of the district. Can greatly benefit existing shops and services and contribute to vitality of the settlement, provide a choice of transport modes, provides best possible access to all customers, and an opportunity to secure a future of a valuable heritage asset. Therefore, in broad terms is in accordance with national and regional planning policy.
- Needs to be considered in the light of various (specified) Local Plan policies.
- On general and transportation policy, refers to Policy G1 which gives priority to development that achieves overall pattern of land uses which reduces the need to travel, conserves both the natural environment and cultural heritage of the District, and makes effective use of urban land. Generally complies with Policy G2, TR11 and TR14, in respect of access, maximum parking requirements and cycle spaces.
- Complies with other criteria of general policy G2.
- Transport Assessment shows compliance with policy TR12 (provision for access by bus, cycle, foot and to be linked sustainably to urban centre).
- Travel Plan should be requested.

Design:

- Refers to design policies D1, D6 & D7. Considers design for new offices will provide an excellent and innovative contemporary building, well suited to its site and to the adjoining listed building. Landscaping of spaces around old and new buildings is imaginative, will create an attractive setting and environment for visitors and users of the building. Restoration of listed building provides added value. Considered to accord with design principles set out in the emerging design guide, 'Creating Places'. Sets a good exemplar of how very good modern architecture can be entirely appropriate to an historic setting.
- Raises number of design detail issues in relation to whether it is wise to continuation of the service turning head under the Cedar tree, potential detriment to roofscape if there are any protrusions above flat roof line, concern about safety of pedestrians using the new opening in the listed wall, and that the improved landscaping and layout to the car park is only one-third of the area and that whole car park could benefit from equally high standard.
- North Garden not protected by policy H17 and should be considered against D5. Although proposal removes the north garden to north of current buildings, is replaced with a 'public colonnade' and 'linear garden' to the west. Needs to be conditioned that this remains as such and environment is of a high quality.
- In policy terms, policy allowed under employment policy E3 (office development in Central Area).

- Any trees protected by TPOs should be protected. Tree officer should be consulted.

Summary on Conservation and Historic Built Environment:

- Despite mitigation to ameliorate loss of certain elements and impact of extension, still some areas of concern relating to scale and impact of extension on listed building, removal of north garden, loss of visual links from east garden to St Edmunds Church, lack of firm proposals for swimming pool site. Also missed opportunity in landscaping only part of car park. However recognised there are benefits:
 - removal of unsightly portacabins at rear.
 - removal of car parking to east and south.
 - reinstatement of historic character and proportions of some of the rooms, in the Escourt range.
 - maintenance and repair of the listed building, listed structures and garden areas.
 - improved access to different levels.
- In addition, opportunity to create a modern and dynamic building, which would make a positive contribution. In addition, opportunity to create modern and dynamic building to wider environment in a manner which compensates for the negative elements of scheme.

Overall Conclusion:

- In line with national and regional planning policies.
- No doubt that retention of major employer in city centre would both greatly benefit the viability of local business and afford most realistic choice of access for employees and customers.
- No overriding policy issues which merit refusing this application.
- Whilst certain aspects would have detrimental impact upon setting of listed building, there would be a number of positive outcomes for the building and it's setting which would outweigh the harmful effects caused.
- In accordance with Section 54A of the Town and Country Planning Act and Section 38 (6) of the Planning and Compulsory Purchase Act 2004, recommends that permission can be granted subject to (specified) conditions.

6.25 English Heritage

- After closely considering the significant impacts on the historic environment, recommend that the application is acceptable. English Heritage consider that the proposed siting and design of the new extension would meet the test in PPG15 regarding modern extensions and whilst the setting of the house will be transformed, this is not of such weight to constitute a refusal, and should be set against wider public benefits and intent to create a modern building of excellence. Also considers that the quality of the scheme is such that the Conservation Area will be enhanced. A copy of the full response is attached as **Appendix 2**.

6.26 The Society For The Protection of Ancient Buildings

- Refer to their pre-application views of 7th November 2005 views.
- Notified of LB only, and have not seen full documentation for bringing together council offices. However, seems probable that there is a reasonable

justification for provision of unified office accessible to all. Society's views remains as generally expressed last year.

- Although demolition of existing buildings, do not feel there would be significant harm to either the character or fabric of listed building.
- Society welcomes the intention to use an imaginative modern design for the new extension and to avoid replication of historic forms or details of the existing building.
- Retain some concern about the scale of the proposed addition.
- Feel that the stone screen walls to exterior could look unduly heavy in architectural terms.

6.27 Council for British Archaeology / The Wiltshire Archaeological and Natural History Society

- Does not object in principle to loss of 19th Century extension.
- Does not feel that that new extension would be in harmony with main building.
- Daylight on glass and lights from windows would create very prominent and discordant element.
- Extension should be set back from façade on main house and lower in all elevations.
- Concerned about stone clad metal fins in long term after exposure to weather.
- Site is sensitive archaeologically – hope investigation will be carried out prior to development and tree planting will be subject to no damage to buried remains.

6.28 Ancient Monuments Society

- Welcome change of use of some rooms which will make some more impressive rooms inside Bourn Hill publicly accessible.
- Some regrets about loss of Victorian wing. Important that it is properly recorded
- Some concern about impact of new extension. Accept location of new work only practical one, that linear form follows what is already there and character of site. Acknowledge new design of good quality and result of much thought. But size and architectural vocabulary chosen means that it will be highly distinctive. Although references to 'transparency', not easy to fit proposal into advice in Annex C7 of PPG15 about extensions. Does not seem to be specifically addressed in documents.
- Do not have sufficient knowledge to comment on Council's business plans to centralise offices which is the justification underpinning the application. Recognise that Bourne Hill has a long association with the Council, that civic use now forms one element in the character of the site. If Council moved, would have to find an alternative use for Bourne Hill. For this reason do not wish to raise a formal objection to a proposal of this size, which in other cases, we might wish to resist on the basis of its impact on a major listed building.

6.29 Victorian Society

- Accept Council's desire to make better use of site and would not oppose demolition of the Victorian school and gymnasium. These buildings have been subject to extensive alteration and whilst they represent an interesting phase in the historical development of Bourne Hill, they are of limited architectural significance.

6.30 Twentieth Century Society

- No response

6.31 Georgian Group

- Strongly object.
- Whilst welcome restoration works, of the opinion that these benefits would not provide adequate balance to serious detriment to special interest of Bourne Hill.
- Extension would negatively impact on appearance, character and setting of Grade II* listed building.
- Would be contrary to PPG15 Annex C.7 and para.2.16 and 2.17
- Do not want to comment on the specific design of the extension, given an in principle objection to its size.
- Would dramatically alter the hierarchy between principal dwelling and service wing. The listed building would become a subservient structure. Would negatively impinge on the established grouping with St Edmunds church, a Scheduled Ancient Monument, all set within a Conservation Area.
- Question why derelict swimming pool had not been investigated as a suitable location. This would enable the services to be centralised, whilst allowing restoration of Bourne Hill, and retention of 19th Century service wing.
- Also concerned about future of other Council buildings to be vacated. If heritage assets, implications should be investigated for potential re-use and impacts on historic fabric.

6.32 Garden History Society

- Do not wish to make a comment but this does not in any way signify approval or disapproval.

6.33 Wiltshire Gardens Trust

- New building would be a monolithic block which dwarfs the original house
- Would dominate the little park and surrounding neighbourhood.
- Its bulk would strike one as it loomed behind trees and would be visible in winter
- Regret that this quiet corner of Salisbury with its attractive townscape should be spoiled by this overdevelopment of a sensitive site.

6.34 SDC Design Forum

- The overall consensus of the Design Forum is that the proposed design for the new offices will provide a good contemporary building, well suited to its site and to the adjoining Listed Building. A full copy of the Design Forum minutes is attached as **Appendix 3**. It will be seen that a number of comments and suggestions are similar to those raised by the Civic Society (see representations below) and, therefore, the officer comments are also applicable to the Design Forum's comments.

6.35 Salisbury Conservation Advisory Panel

- In summary the SCAP raised no objections to the works to the listed building, including the demolition, welcomed the modern design and, although the Panel felt that the extension would be very sizeable, its bulk is considered to be acceptable because of its limited visibility from most angles. Further comments were made regarding the landscaping, trees protection and new planting, and materials. Also raise the issues of maintenance and only part landscaping the car park. A full copy of the meeting minutes is attached as **Appendix 4**.

6.36 Commission for Architecture and the Built Environment (CABE):

- Comment that they are consulted about more applications than they have the resources to deal with and, unfortunately, will not be able to comment on this one (should not be interpreted as tacit endorsement).

Note: As CABE could not review the scheme, it was decided that as independent review should be sought from the SWDP (see below),

6.37 South West Design Review Panel

- The application was reviewed by the DRP on 3rd April. The Panel are happy to support the scheme. The Panel consider it promises a modern building that is elegant and pleasing in its own right, but that respects the Council House and is apt for its setting. They agree with English Heritage that the loss of the Victorian extension is acceptable for the wider benefits of the scheme. They also share their wish that the Council House should not be subsidiary to the new building and like them believe that this will be achieved. The Panel's full comments are attached as **Appendix 5**.

6.38 South West of England Regional Development Agency

- No response

6.39 Government Office For the South West

Under the EIA Regulations, copies of the EIA Application are required to be sent to the Secretary of State. The GOSW:

- Acknowledges receipt of the ES for the planning application, as required under the Regulations.

- Requests to be notified of the outcome of the relevant committee.

(NB The Listed Building will be required to be sent to the Secretary of State (GOSW) for determination under separate Regulations) t

6.40 Institute of Environmental Management and Assessment

- An independent review ES has been carried by IEMA, at the request of the LPA. The review has not revealed any floors in terms of compliance with the Regulations or major omissions. The review has identified only a few areas which could benefit from some clarification, mainly in terms of presentation. However, this is not considered likely to have any material effect on the planning judgement. The Institute has reviewed the ES as 'good' and the Non Technical Summary as 'excellent'.

7 REPRESENTATIONS

7.1 Publicity

Advertisement

The application was advertised in the Salisbury Journal on 23rd February in accordance with the statutory publicity requirements, inviting comments within 21 days, expiring on 16th March.

Site Notices

A total of 27 Site Notices were posted in and around the site and local neighbourhood, on 22nd February, inviting comments by 16th March.

Neighbour Notification

Some 842 'neighbours' in the vicinity of the site were notified of the application in writing on 15th February, inviting comments within 21 days (as the advertisement and site notices effectively gave a longer period to 16th March, the later date has been accepted as applying to all representations).

Other Publicity

In addition to the above statutory publicity, an exhibition manned by planning staff was held in the City Library between 27th February and 4th March. A full copy of the application and ES was available together with display boards, wooden model and a computer 'walk through' model. The display was transferred to the Council House, Bourne Hill (unmanned) the following week from 6th March to 10th March, with further illustrative material displayed at the planning office from 13th March to 17th March. Comment forms were made available for the public to comment. The application details were placed on the Council's Web site, where members of the public could comment on-line. Letters have been received and accepted after the closing date up to the date of Committee, and are either included in the representations below, or will be reported in Late Correspondence if received after publication of the Agenda.

For information purposes, the applicant produced an A4 explanatory leaflet, containing basis details about the application, process and how to make comments to the LPA. *(It should be noted that this did not form part of the Local Planning Authority's statutory publicity duties).*

7.2 Third Party Responses

At the time of preparing this report a total of 486 letters have been received of which 480 object to the proposal (this includes 250 standard letters with names and addresses supplied, and 3 letters sent to the Office of the TRH The Prince of Wales which have been then forwarded to the LPA for their views to be taken into account) and 7 write in support. Some 38 representations submitted on the comment forms provided at the exhibition. The comments have been summarised with officer comments and attached as **Appendix 6**. All letters are available for inspection and constitute part of the background papers for this report.

From the many representations received objecting to the proposed development, the following areas appear to be the main areas of concern to the public:

1. Large scale and bulk of the new extension, its modern design, materials and impact on Listed Building.
2. Impact on views, landscape and conservation area.
3. Loss of 'secret garden', loss trees and impact on wildlife /ecology.
4. Impact on archaeology
5. Increase in traffic, impacts on the local roads and parking problems.
6. Amenity Issues associated with construction of the development.
7. Excessive cost, questioning the need for the development, and questions concerning impartiality of the Council.
8. Inappropriate location and form of the development, suggestions for other locations / formats, and should include swimming pool site.

These issues are covered in the Officer's comments in Appendix 6 or in assessing the planning considerations in Section 9 of this report.

7.3 Salisbury Civic Society

- The architects working to a brief, the resultant building openly demonstrates a disregard for the usual strict conservation position of being firmly against "mass and bulk" when in conjunction with a listed building.
- Design is crisp and modern but will require regular maintenance – wishes to see clear evidence that SDC committed to annual maintenance budget.
- Concerned how roach stone could be cleaned - graffiti
- With regard to transparency and glazing, can SDC manage internal clutter?
- Is etching required at low level for privacy?
- Missed opportunity for landscape connection with Arts Centre – more perforations in wall.
- Concerned that servicing still from east side and turning under Cedar Tree - can this be from north end?
- Forecourt should only be used for picking up and setting down, and all parking strictly restricted to designated parking
- Reinstatement of gate posts to the forecourt entrance would enhance entrance view of listed building
- It is unacceptable that only part of the car park is to be landscaped in view of the importance placed on this car park as the only one serving the building.
- Most of car park will be taken up with staff parking leaving visitors to use Salt lane or 2hour free parking in Zone A
- Travel Plan deficient because of number of staff still parking in city and lack of incentive to use park and ride. Promotion of car sharing, and cycling more encouraging.
- Spaces in public car park will be used by SDC staff, leaving visitors to use Salt lane or 2 hr free parking in Zone A – feel that this has not been considered.
- Need for pedestrian crossing outside office on Bedwin Street, pavement widening on route from city and proper bus link would be of great benefit.

Officer Comments:

1. *Given the curtain wall glazing, the importance of the effective management of the internal spaces of the offices is acknowledged, and could affect the external appearance of the building. The applicant is fully aware of this but it would not appropriate to condition this in planning terms, as it is a matter of careful management by the applicant. The issues regarding massing are covered in the planning considerations.*
2. *The possibility of removing /altering sections of the listed wall between the Council House and the Arts Centre has been raised by the Design Forum during pre-application discussions. Whilst it is considered that there could be opportunities for enhanced landscaping and integration between the two sites, significant alteration to the wall may prove controversial with conservation bodies, due to the history of the wall alignment between the two sites, in this particular location. This could, however, be the subject of further discussions with English Heritage, and submission of subsequent applications if the applicant wished to pursue this avenue. However, it is not currently part of this application and not considered to be essential or critical to the acceptability of the current scheme.*
3. *The matter of maintenance is considered important for a building of this nature. As such a maintenance scheme will be requested. The funding of this is, however, a matter for the applicant.*
4. *The concern regarding the potential impact of retaining the access road and turning head on the east side of the site for service traffic is noted. The access is already used substantially. Whilst it would be desirable to remove all service traffic from this area, this is unlikely to be feasible. The central core has been designed to receive service traffic and deliveries on the east side of the new building to minimise travel distances in the building. Nevertheless, the applicant has been asked to consider the implications of this request. Any changes to the submitted plans as a result will be reported.*
5. *Whilst in principle appropriately designed piers to the front entrance may be acceptable in principle, it does not form part of the current application. There may also be associated issues with obstructing visibility from the access. This suggestion has been brought to the attention of the applicant and it is considered that if the applicant is minded to pursue this as an added enhancement, this is pursued through submission of a separate application for planning permission and listed building consent. It is not considered essential in terms of the acceptability of the current scheme.*
6. *It is acknowledged that it would be a further enhancement to the setting of the new building and the area generally, if the entire car park was landscaped, similar to the part proposed. This would probably involve the further reduction of parking in the car park. Whilst the additional landscaped benefits would be welcomed, on balance, it is considered that the proposed landscaped area is sufficient to visually link the green spaces to the north and south and provide a softer landscaped setting to the access point at northern part of the new building. The applicant does not consider it necessary to include landscaping of the remainder of the car park at this time*

and it is not considered that this is critical to the acceptability of the application. It is suggested that the landowner be requested to consider landscaping the remainder of the car park site at a later date.

- 7. Further clarification has been sought on the management of the parking in the car park. However, this is largely within the control of the applicant in terms of policing and staff management. A revised Travel Plan will be requested from the applicant, which will be more target orientated and site specific.*
- 8. WCC has assessed the highway safety and access to the site. The ES has looked at the need for pedestrian crossing across Bedwin Street but considers that the existing crossing facilities in Bourne Hill are adequate. Pavement widening is unlikely to be an option but the recommendation includes a requirement to resurface the footways in Rolleston Street.*

8 PLANNING POLICY CONTEXT

8.1 Introduction

Following a brief overview of some primary legislation, relevant to determining applications for planning permission and listed building consent, this Section looks more closely at relevant Development Plan Policies, Supplementary Planning Guidance (SPG), National Planning Policy Guidance (PPGs and PPSs) and Regional Planning Guidance. The local Development Plan normally has primacy, as it is shaped by national and regional planning policy, whilst the latter is still relevant to development control decisions, particularly where it post dates Development Plan documents.

8.2 Legislation

The consideration of an application for planning permission is undertaken in accordance with the Town and Country Planning Act 1990 (as amended). Where the development is material to an application, Section 70(2) of the Act requires the Local Planning Authority to have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. Where, in such circumstances the development plan is material to the proposal, Section 54A of the 1990 Act and Section 38(6) of the Planning and Compulsory Purchase Act 2004 Act requires the application to be determined in accordance with the adopted development plan unless material considerations indicate otherwise. Nevertheless, planning policy is a significant material consideration. Whilst S54A does not strictly apply to decisions on applications for listed building consent, nevertheless planning policy is still a significant material consideration.

In addition, Local Authorities are required by Section 66(1) of the Planning (Listed Building and Conservation) Act 1990, in considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting, or any features of architectural or historic interest which it possesses. Sections 16 and 66 of the Act require authorities considering applications for planning permission and listed building consent for works which affect a listed building to have special regard to certain matters, including the desirability of preserving the setting of the building. Authorities are also required by Section 72 of the Act to pay special attention to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

8.3 Local Development Plan

The planning system is predominantly plan led and legislation and government guidance is explicit that when considering any planning application, local planning policy is the place to start. The relevant development plan for this application comprises the policies in the following adopted plans:

- Salisbury District Local Plan (June 2003)
- Wiltshire Structure Plan (adopted 2001)
- The Wiltshire and Swindon Minerals Local Plan (adopted 2001)
- The Wiltshire and Swindon Waste Local Plan

Relevant Policies

The full policy documents are available for viewing or purchase from the respective authorities, as well as available on the internet. The main topic areas are highlighted in brackets after each policy (summary by case officer)

Salisbury District Local Plan (adopted June 2003)

- G1 (Sustainable development)
- G2 (General development control criteria)
- G3 (Water – resources)
- G4 (Water – flooding)
- G5 (Water – infrastructure)
- G6 (Water - sustainable drainage)
- G8 (Water - development restraint areas)
- D1 (Design - extensive development)
- D2 (Design - infill development)
- D3 (Design – extensions)
- D5 (Design - townscape (open space network)
- D6 (Design - townscape (12.2m height limit)
- D7 (Design - public realm)
- D8 (Design - public Art)
- E3 (Office development)
- CN1 (listed building –demolition)
- CN3 (listed buildings - development affecting)
- CN4 (listed buildings – change of use)
- CN5 (listed building – development affecting)
- CN8 (Conservation Areas – general)
- CN9 (Conservation Areas – demolition)
- CN10 (Conservation Areas - open spaces)
- CN11 (Conservation Areas – views)
- CN12 (Conservation Areas – removal or improvement of features)
- CN17 (Trees – replanting)
- CN18 (Historic parks and gardens)
- CN19 (Environnemental improvement)
- CN20 (Ancient monuments and archaeology - effect on)
- CN21 (Areas of Special Archaeological Significance)
- CN22 (Ancient monuments and archaeology - preservation and recording)
- CN23 (Ancient monuments and archaeology – implications and investigation)
- C8 (Landscape - loss of trees/hedges and replacement planting)
- C9 (Landscape - woodland of landscape, historic or conservation interest)
- C10 (Nature conservation – protected sites)
- C12 (Nature conservation - protected species)
- C13 (Nature Conservation - protection of wildlife habitats)
- C15 (Nature Conservation - enhancement and habitat creation)
- TR1 (Transport - sustainable land use strategy)
- TR9 (Transport - Park and Ride)
- TR11 (Transport – parking)
- TR12 (Transport - major development & sustainable links)
- TR13 (Transport - footpath /cycleway network)
- TR14 (Transport – bicycle parking)
- H17 (Open Space - important open spaces)

Wiltshire Structure Plan 2016 (Adopted April 2006)

(this document recently superseded the Adopted Wiltshire Structure Plan 2011)

DP1 (Sustainable Development)
DP2 (Services and infrastructure)
DP3 (Development Strategy)
DP5 (Development in Town Centres)
DP9 (Re-use of Land Buildings)
T1 (Transport Plans)
T3 (Public Passenger Transport)
T4 (Transport Interchanges)
T5 (Cycling and Walking)
T6 (Demand Management)
C1 (Nature Conservation)
C2 (Nature Conservation)
C3 (Nature Conservation)
C5 (Water environment)
C10 (Green Space)
C11 (Woodlands)
HE2 (Archaeology)
HE3 (Registered Parks and Gardens)
HE5 (Historic Monument Sites)
HE7 (Conservation Areas and Listed Buildings)
RLT1 (Recreation)
W1 (Waste management)
W2 (Recycling facilities)

Wiltshire and Swindon Waste Local Plan 2011

Policy 9 (Waste elimination)

Policy 10 (Waste Audits)

Policy 14 (Recycling)

Wiltshire and Swindon Minerals Local Plan (adopted November 2001)

There are no relevant policies in this document

8.4 Analysis of Development Plan Policy

Principle of the development

In the simplest terms the proposal relates to alterations (including some demolition) and extensions to the Council House, with associated soft and hard landscaping, for use as council offices, including a Registrars Office. Policy E3 permits office development within the Salisbury Central Area, as defined in the Local Plan, and in this respect the proposal is allowed in principle under this policy.

There is no site-specific policy in the Local Plan which allocates the site for a particular land use or development, nor in principle prohibits redevelopment. There is no planning or development brief for this site. The site may be regarded as previously developed land. Therefore, the acceptability of the proposed development in detail must be judged on its merits against relevant generic policies. An overview of those other relevant policies provided below.

Other Relevant Policies

General Development Policies:

Salisbury District Local Plan – Policies G1, G2, G3, G4, G5, G6, G8

Wiltshire Structure Plan – Policies DP1, DP2, DP3, DP5, DP9

These policies set out general criteria that all planning applications should meet. In summary these involve ensuring development contributes to the objectives of sustainable development and land use, promoting the vitality and viability of local communities, conserving the natural and built environments, minimising environmental impacts and supported by necessary infrastructure. Policies DP3 and DP5 direct development for employment to be concentrated in existing towns and those attracting large number of people should be concentrated in town centres, where there is most potential for public transport, cycling or walking. DP9 states that previously developed land and buildings should be used in preference to the use of undeveloped land.

Design Policies:

Salisbury District Local Plan – Policies D1, D2, D3, D5, D6, D7, D8

These set out the design criteria for new development and require a high quality design which respects its setting and is based upon site analysis, and a concept that draws on the unique character of its context should be brought forward. The design of the proposed scheme is of critical importance and is discussed in more detail later in this report.

Conservation Policies:

Salisbury Local Plan – Policies CN1, CN3, CN4, CN8, CN9, CN10, CN11, CN12, CN17, CN18, CN20, CN21, CN22, CN23

Wiltshire Structure Plan – Policies HE2, HE3, HE5, HE7

These policies seek to protect those features and sites of historic, architectural and archaeological interest and ensures that new development respects and, wherever possible, enhances the environment. In view of the particularly sensitive nature of the site in terms of the historic, architectural and cultural heritage issues, the assessment of the proposal under these policies is of extremely important.

The Rural and Natural Environment:

Salisbury District Local Plan – Policies C9, C12, C13, C15

Wiltshire Structure Plan – Policies C1, C2, C3, C5, C10, C11

The site is not in the open countryside and does not carry any formal statutory landscape or nature conservation /habitat designation. However, collectively, the above polices are relevant and seek to protect wildlife habitats, including woodlands. Where development is considered acceptable under other policies, opportunities to enhance wildlife habitat conditions will be sought and the use conditions to prevent damaging impacts. Habitat impact, protection and enhancement are discussed later in this report.

Transportation Policies:

Salisbury Local Plan – Policies TR1, TR9, TR11, TR12, TR13, TR14

Wiltshire Structure Plan – Policies T1, T3, T4, T5, T6.

Sustainable transportation and land use underpins these policies and a strategy which seeks to minimise the need to travel, reduces reliance on the private vehicle and encourages greater use of public transport, cycling and walking, whilst providing good accessibility and promoting economic viability. Park and Ride and the reduction in parking provision with maximum parking standards are part of this strategy. Accessibility plays a key part in the proposed scheme and is discussed in more detail later in this report.

Recreation and Open Space:
Salisbury District Local Plan - Policy H17
Wiltshire Structure Plan - Policy RTL1

These policies seek to protect important open space within the urban areas and provide for of a range of recreational open space. The application site lies adjacent but not within open areas (the Council Grounds, The Greencroft and open recreational grounds adjacent the former swimming pool) which are specifically protected under policy H17 of the Local Plan.

Waste and Recycling Policies:
Wiltshire Structure Plan - Policies W1, W2
Wiltshire and Swindon Waste Local Plan - Policies 9, 10, 14,

These policies seek to ensure waste is managed in a manner which seeks to protect the environment for current and future generations.

8.5 Supplementary Planning Guidance

Whilst not afforded Section 54 status, SPGs may be taken into account as a material planning consideration. The following documents are relevant.

Creating Places

This document was recently been adopted by Cabinet on 3rd April 2006 and can be considered a material planning consideration.

Creating Places supplements the design policies of the Development Plan and sets out detailed design criteria to both help developers achieve high quality designs appropriate to their specific context and criteria against which the Local Planning Authority will scrutinise applications. Applications must be accompanied by an adequate design statement, which highlights the intellectual design concept for the proposals, including how it responds to the vernacular context.

A separate detailed Design Statement has been submitted by the applicant. The design is included at relevant points in the ES and in the planning judgement considerations under Section 9.

Achieving Sustainable Development (adopted April 2005)

Whilst this SPG has been designed largely for smaller scale developments of up to 1,000m², major applications are expected to cover and expand on the same principles, and incorporate in design statements. The guidance is designed to raise awareness about sustainability issues and encourage a better quality for the benefit of all. It includes a checklist of questions ranging from direct environmental impacts on the site and surroundings to building materials, recycling, energy efficiency, waste, as well as matters relating to access and community issues.

The applicants have submitted a design statement and the ES contains a specific chapter on sustainability, which is reviewed in Section 9 of this report.

Reclaiming Resources for Community: A Development Guide (adopted March 2005)

This SPG adopted by WCC and Swindon Borough provides advice and guidance supplemental to Policies 10 and 14 of the Wiltshire and Swindon Waste Local Plan, and has sustainable development at its core. It encourages the optimum use of resources through demolition and construction process and for the waste resources generated by occupation and operation to be captured at source. It requires that all new development be subject to a waste audit prior to commencement, which will establish volumes of waste the facility will produce and then identify opportunities for recycling and more efficient consumption. Waste is included as an impact assessment topic in the ES, which includes a waste audit.

8.6 National and Regional Planning Policy

National government policy is expressed in a series of documents known as Planning Policy Guidance Notes (PPGs) and the emerging series of new guidance, referred to as Planning Policy Statements (PPSs). The guidance of most relevance, given the nature of the proposed development, can be found in the following documents: -

- PPS1: Delivering Sustainable Communities
- PPG4: Industrial and Commercial Development and Small Firms
- PPS6: Planning for Town Centres
- PPS9: Biodiversity and Geological Conservation
- PPS10: Planning for Sustainable Waste Management
- PPG13: Transport
- PPG15: Planning and the Historic Environment
- PPG16: Archaeology and Planning
- PPG17: Planning for Open Spaces and Recreation
- PPS23: Planning and Pollution
- PPG24: Planning and Noise

Key Regional Guidance is contained in: -

- RPG10: Regional Planning Guidance for the South West (2001)
- PSS10: Draft RSS for the South West (2006)

Overview of relevant national and regional planning policy

PPS1 sets out the government's overarching planning policies on the delivery of sustainable development. Sustainable development is the core principle underpinning planning and the government's four main aims for sustainable development are:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- Effective use of natural resources; and
- The maintenance of high and stable levels of economic growth and employment

In terms of protection and enhancement of the environment, it states that plan policies and planning decisions should be based on:

- up-to-date information on the environmental characteristics of the area;
- the potential impacts, positive as well as negative, on the environment of development proposals;
- recognition of the limits of the environment to accept further development without irreversible damage.

The guidance states:

“Planning authorities should seek to enhance the environment as part of development proposals. Significant adverse impacts on the environment should be avoided and alternative options which might reduce or eliminate those impacts pursued. Where adverse impacts are unavoidable, planning authorities and developers should consider possible mitigation measures. Where adequate mitigation measures are not possible, compensatory measures may be appropriate”. (para 19)

Good design is key to the government’s strategy. Relevant statements stressing the importance of good design include:

“Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning”. (para 33)

Planning policies should promote high-quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted”. (para 13iv)

“Good design should contribute positively to making places better for people”. (para 34)

“High-quality and inclusive design should be the aim of all those involved in the development process”. (para 35)

“Planning authorities should prepare robust policies on design and access... based on stated objectives for the future of the area and an understanding and evaluation of its present defining characteristics”. (para 36).

“Planning authorities should have regard to good practice set out in By Design – Urban design in the planning system: towards better practice’. (ODPM, CABE 2000)”. (para 37)

PPG4 (1992) relates to balancing the need to encourage economic growth with the protection of the natural and built environment. It states:

“One of the Government’s key aims is to encourage continued economic development in a way compatible with its stated environmental objectives”. (para 1)

“The principles of sustainable development require the responsible use of man-made and natural resources by all concerned in a way that ensures that future generations are not worse off. Careful attention to environmental issues makes good economic sense for business and industry”. (para 2)

The guidance refers to the need to take special care when converting listed buildings. It encourages the re-use of urban land in accessible locations and states that local authorities have a duty to release under-used land from their own holdings.

It refers to the potential need for the EIAs in respect of major commercial development.

PPS6 relates to planning for town centres. The Government's key objective for town centres is to promote their vitality and viability by:

- planning for the growth and development of existing centres; and
- promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

The guidance states:

“Wherever possible, growth should be accommodated by more efficient use of land and building within existing centres. Local planning authorities should aim to increase the density of development, where appropriate. Opportunities within existing centres should be identified for sites suitable for development or redevelopment or where conversions and change of use will be encouraged for specific buildings or areas”. (para 2.4)

“ Well designed public spaces and buildings, which are fit for purpose, comfortable, safe, attractive, accessible and durable, are key elements which can improve the health, vitality and economic potential of a town centre”. (para 2.19)

“In the context of development control and subject to the policies set out below, local planning authorities should require applicants to demonstrate:

- a) the need for development;***
- b) that the development is of an appropriate scale;***
- c) that there are no more central sites for the development (application of the Sequential Approach to site selection);***
- d) that there are no unacceptable impacts on existing centres, and***
- e) that locations are accessible”.*** (para 3.4)

“Need must be demonstrated for any application for a main town centre use which would be in an edge of centre location or out of centre location and which is not in accordance with an up to date development plan document strategy...”. (para 3.9)

“The sequential approach to site selection should be applied to all development proposals for sites that are not in an existing centre nor allocated in an up to date development plan document...”. (para 3.13)

“In applying the sequential approach, and considering alternative sites, developers and operators should be able to demonstrate that in seeking to find a site in or on the edge of existing centres, they have been flexible about the proposed business model in terms of the following planning considerations:

- ***the scale of their development***
- ***the format of their development***
- ***car parking provision***
- ***the scope for disaggregation”.*** (para 3.15)

Disaggregation in this context of the last bullet point above is more commonly applied to proposals seeking new retail development in out of centre locations, where sequentially preferable town centre sites might be able to accommodate certain desegregated elements. In the case of the application proposals, of course, the centralisation of the offices in one town centre site is a key objective.

PPS9 is mainly of interest in respect of this application for the potential impact on, and enhancement, to biodiversity. The guidance states, in respect of planning decisions that they should:

- be based on up-to-date information.
- seek to maintain, or enhance, or add to biodiversity and geological conservation interests.
- the aim should be to prevent harm to biodiversity and geological and conservation interests. Where a planning decision would result in significant harm to biodiversity and geological interests which cannot be prevented or adequately mitigated against, appropriate compensation measures should be sought. If significant harm cannot be prevented, then permission should be refused.

The guidance states that:

“The re-use of previously developed land for new development makes a major contribution to sustainable development by reducing the amount of countryside and undeveloped land that needs to be used. However, where such sites have significant biodiversity or geological interest of recognised local importance, local planning authorities, together with developers, should aim to retain this interest or incorporate it into any development of the site”. (para 13)

“Development proposals provide many opportunities for building-in beneficial biodiversity or geological features as part of good design. When considering proposals, local planning authorities should maximise such opportunities in and around developments, using planning obligations where appropriate”. (para 14)

In addition to individual species which have statutory protection under a range of legislation, the guidance states:

“Other species have been identified as requiring conservation action as species of principle importance for the conservation of biodiversity in England. Local authorities should take measures to protect the habitats of these species from further decline through policies in local development documents. Planning authorities should ensure that these species are protected from the adverse effects of development, where appropriate, by using planning conditions or obligations. Planning authorities should refuse permission where harm to the species or their habitats would result unless the need for, and benefits of, the development clearly outweigh that harm”. (para 16)

PPS10 in relation to the impact of non-waste related development, states that waste management plans should be prepared, although do not need to be formally approved by planning authorities.

PPG13 is underpinned by a sustainable transportaiton and land use strategy.

The objectives of PPG13 are to:

- promote more sustainable transport choices for both people and for moving freight;
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
- reduce the need to travel, especially by car.

Accessibility is central to achieving sustainable development. The guidance states:

“A key planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling”. (para 19).

“Local authorities should seek to make maximum use of the most accessible sites such as those in town centres or will be close to major transport interchanges. They should be pro active in providing intensive development in these areas and on such sites”. (para 21)

“Development comprising jobs, shopping, leisure and services should offer a realistic choice of access by public transport, walking and cycling”. (para 26)

The guidance refers to the need to reduce parking provision in line with maximum standards and that travel plans should be submitted alongside planning applications which are likely to have significant transport implications including those for all major developments comprising jobs, shopping, leisure and services.

PPG15 is particularly relevant, given the sensitive listed building and conservation issues. It provides guidance on a wide range of issues in connection with the historic environment covering procedure, policy and practical guidance. The following represents some of the relevant extracts, as identified in the ES:

“Most historic buildings can still be put to good economic use in, for example, commercial and residential occupation. They are a valuable material resource and can contribute the prosperity of the economy, provided that they are properly maintained: the avoidable loss of fabric through neglect is a waste of economic as well as environmental resources. In return, economic prosperity can secure the continued use and maintenance of historic buildings, provided that there is a sufficiently realistic and imaginative approach to their alteration and change of use, to reflect the needs of the rapidly changing world”. (para 1.4).

“The Secretary of State attaches particular importance to early consultation with the local planning authority on development proposals which would affect historic sites and structures”. (para 2.11).

“It is generally preferable if related applications for planning permission and for listed building consent are considered concurrently”.(para 2.12)

“Local planning authorities are urged to ensure that they have appropriately qualified specialist advice on any development”. (para 2.13)

“The design of new buildings intended to stand alongside historic buildings needs very careful consideration. In general it is better that old buildings are not set apart but are woven into the fabric of a living and working community”. (para 2.14)

“Sections 16 and 66 of the Act require authorities considering applications for planning permission or listed building consent for works which affect a listed building to have special regard to certain matters, including the desirability of preserving the setting of the building. The setting is often an essential part of the buildings character, especially if a garden or grounds have been laid out to complement its design or function.” (para 2.16)

“Generally the best way of securing the upkeep of historic buildings and areas is to keep them in active use. For the great majority this must mean economically viable uses if they are to survive and new and even continuing uses will often necessitate some degree of adaptation”. (para 3.8)

“The best use will often be the use for which the building was originally designed, and the continuation or reinstatement of that used should certainly be the first option when the future of a building is considered. But not all original uses will now be viable or even necessarily appropriate; the nature of uses can change over time, so that in some cases the original may now be less compatible with the building than an alternative”. (para 3.10).

“ Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses”. (para 3.13)

“Local planning authorities are normally required to make their own applications to the Secretary of State, whether or not they themselves own the listed building in question. The Secretaries of State ask authorities to deal with their own buildings in ways which will provide examples of good practice to other owners. It is particularly important that every effort should be made to maintain historic buildings in good condition, and to find appropriate new uses for buildings in authority ownership which are no longer in active use. Prompt disposal is important: empty buildings should not be retained on a contingency basis, with all the risk of neglect and disrepair that this can create”. (para 3.37)

ANNEX C of PPG15 provides detailed guidance in dealing with applications for alterations to listed buildings.

“These guidelines are concerned principally with works that affect the special interest and character of a building and require listed building consent. The range of listed buildings is so great that they cannot be comprehensive, but they do summarise the characteristics and features which make up the special interest of most listed buildings and which should be given full weight in the process of judging listed building consent applications, alongside other considerations - in particular the importance of keeping listed buildings in viable economic use whenever possible (see paragraphs 3.8 ff). Much of what they advise also applies to repairs; they are not however a manual of repair - for which attention is drawn to The Repair of Historic Buildings: Advice on Principles and Methods published by English Heritage”. (para C1)

Included in the general principles of Annexe C is the need to have a proper understanding of the building, and noting that information about the history and development of a building will be of value when considering proposed alterations. The proposal involves a modern extension to a listed building. Annexe C states:

“Modern extensions should not dominate the existing building in either scale, material or situation. There will always be some historic buildings where extensions would be damaging and should not be permitted. Successful extensions require the application of an intimate knowledge of the building type that is being extended together with a sensitive handling of scale and detail” (para C7).

PPG16 specifically relates to archaeology, and is particularly relevant given the current research and knowledge of the history and archaeology of the site and surroundings. Key extracts identified in the ES are:

“The key to informed and reasonable planning decisions...is for consideration to be given early, before formal planning applications are made, to the question of whether archaeological remains exist on a site where development is planned and the implications for the development proposal. When important remains are known to exist, or archaeologists have good reason to believe that important remains exist, developers will be able to help by preparing sympathetic designs”. (para 12)

“If physical preservation in situ is not feasible, an archaeological excavation for the purposes of ‘preservation by record’ may be an acceptable alternative”. (para 13)

“Consultation with English Heritage, as suggested by DOE Circular 22/84 (Annex C, paragraph 1), may be of particular help in urban areas where important archaeological remains may not be adequately identified by scheduling”. (para 17)

“The desirability of preserving an ancient monument and its setting is a material consideration in determining planning applications whether that monument is scheduled or unscheduled. Developers and local authorities should take into account archaeological considerations and deal with them from the beginning of the development control process”. (para 18)

“Where early discussions with local planning authorities or the developer's own research indicate that important archaeological remains may exist, it is reasonable for the planning authority to request the prospective developer to arrange for an archaeological field evaluation to be carried out before any decision on the planning application is taken. This sort of evaluation is quite distinct from full archaeological excavation. It is normally a rapid and inexpensive operation, involving ground survey and small-scale trial trenching, but it should be carried out by a professionally qualified archaeological organisation or archaeologist”. (para 21)

RPG9 is the Regional Guidance for the South West. The key aims and objectives of the RPG and emerging RSS are:

- protection of the environment;
- prosperity for communities and the regional and national economy;
- progress in meeting society's needs and aspirations;
- prudence in the use and management of resources.

As well as spatial policies relating to the region and sub regions, the guidance contains a number of generic policies which are generally applicable. The RPGs are prepared under the guidance in PPG11 (Regional Planning) and in the context and advice of the individual PPGs, such as those quoted above. Structure Plans and, in turn, Local Plans (including the emerging Local Development Framework) need to comply with these strategic policies and are translated into more detailed policies against which individual development proposals are scrutinised. It is not intended, therefore, to reproduce every regional policy in this report. The document can be accessed in a number of ways, including the ODPM's 's web site, and the ES refers to regional policies where considered applicable. The following is a list of policies under relevant topic headings:

Vision:

Policy VIS1: Expressing the Vision

Policy VIS2: Principles of Future Development

Natural and Built Environment:

Policy EN1: landscape and Biodiversity

Policy EN2: Air Quality

Policy EN3: The Historic Environment

Policy EN4: Quality in the Built Environment

Policy EN5: Health, Education, Safety and other Social Infrastructure

The Economy:

EC1: Economic Development

EC3: Employment Sites

EC5: Communications Networks

EC6: Town Centres

Transport:

TRAN1: Reducing the Need to Travel
TRAN3: The Urban Areas
TRAN5: Demand Management
TRAN10: Walking, Cycling and Public Transport

Infrastructure and Natural Resources:

RE1: Water Resources and Water Quality
RE2: Flood Risk
RE5: Management and Transportation of Waste
RE6: Energy Generation and Use

Draft Regional Spatial Strategy for the South West (March 2006)

This document is in draft form. Firmly based upon the principles of sustainable development, it is intended to be more spatially prescriptive at a strategic level. For the same reasons as for the RPG, it is only considered necessary to provide a list of potentially relevant policies is given below. The full document and policies can be viewed inspected on the ODPMs web site.

Policy A (Development in Strategically Significant Cities and Towns)
Policy D (Infrastructure for Development)
Policy E (High Quality Design)
Policy G (Sustainable Construction)
Policy H (Re-using Land)
Policy SD1 (The Ecological Footprint)
Policy SD2 (Climate Change)
Policy SD3 (The Environment and Natural Resources)
Policy SD4 (Sustainable Communities)
ENV1 (Protect and Enhance Region's Natural and Historic Environment)
ENV4 (Nature Conservation)
ENV5 (Historic Environment)
F1 (Flood Risk)
RE5 (Renewable Energy and New Development)
RE6 (Water Resources)
RE9 (Air Quality)

W4: Controlling, reusing, recycling waste in Development
TC1: City and Town Centres

8.7 Other Relevant Documents

Wiltshire Biodiversity Action Plan

This document seeks the protection measures for particular species and habitats. Whilst not part of the Development Plan, relevant nature conservation policies are included in the Salisbury District Local Plan, for statutory and non-statutory sites.

Wiltshire Local Transport Plan

Although technically not part of the Development Plan, the WLTP for the County includes the 'Salisbury Transport Plan' (STP). The STP sets out the Council's transport strategy for the city, fundamental to which is the current implementation of Park and Ride. The strategy is effectively linked to the transportation policies in the Salisbury District Local plan, referred to above.

9 PLANNING CONSIDERATIONS AND IMPACT ASSESSMENTS

9.1 Introduction

In this Section the planning considerations are set out under relevant topic headings. As the topic headings in the ES cover practically many of the material planning considerations, they are used as a basis for discussion. Due to the complexity of the ES, only the summaries from ES will be reproduced when relevant, followed by Officer comments.

Due to the nature of the proposal, which involves external alterations (as well as internal alterations) and extensions to the Listed Building, it will be found that the considerations are similar for both applications. Whilst the internal alterations and refurbishment repair works to the Listed Building would not in themselves require planning permission and limited elements of the external works in isolation would not require listed building consent, the two applications are intrinsically linked from practical point of view, and without listed building consent, the project as a whole could not be implemented.

There are also relevant and specific legislative duties imposed on local authorities in dealing with applications for planning permission and listed building consent, and applications in Conservation Areas, which are relevant to the assessment of the proposed development, and as set out under Section 8 above.

Firstly (also included in the ES) the need for the development and the alternatives considered by the applicant are discussed, which have lead to the current application submissions.

9.2 Need

Main policy background: Local Plan -G1, T1, E3; Structure Plan - DP1, DP2, DP3, DP5, DP9, RPG Policies VIS1, VIS2, EC1, TRAN; RSS – A, H, SD1, SD2, SD3, SD4, TC1; PPS1, PPG4, PPS6, PPG13, PPG15.

The ES contains a section on the need for the proposed development. It states that the decision to centralise is driven by three key factors:

- *“To improve customer services by provision of a one stop shop for all services, to replace the current four reception points operated from the seven offices”.*
- *“To achieve cost savings by reduction of duplication, improved productivity, reduced running costs and sale of surplus buildings (including the former swimming pool site to the rear of the Bourne Hill Council House), releasing investment value to preserve and enhance the Grade II* Listed Building at Bourne Hill”.*
- *“To comply with the Disability Discrimination Act and provide an accessible building for all customers and staff, including those with disabilities”.*

Significant problems in the operation of the existing seven office buildings are cited, which include:

- *“The public are required to walk or drive between four of the buildings if they wish to obtain all council services”.*
- *“None of the seven buildings are fully compliant with the Disability Discrimination Act”.*
- *“Due to their age and condition the buildings are very costly to maintain. It is not possible to incorporate environmentally friendly features within the existing structures”.*
- *“The organisation is fragmented, with staff based in seven buildings. External Inspections of the Council have noted that this weakens the corporate capacity of the organisation and reduces effective interdepartmental communication”.*
- *“The problems undermine the Council’s ambition to be an “excellent” authority at the next Audit Commission Comprehensive Performance Assessment of the Council”.*

The applicant draws support from national, regional and local policy.

At a national level, the applicant cites the Local Government Act (1999) Best Value Initiative, which seeks to improve public services by requiring all councils to assess the way in which they provide their services and to consider whether they could be provided differently with regards to cost, quality and efficiency. The applicant also refers to the Disability Discrimination Act (DDA) 1995, which *“... gives disabled people rights in the areas of, amongst other things, access to goods, facilities and services. Revisions to the DDA (1 October 2004) include the requirement that businesses and other organisations take reasonable steps to improve access for disabled people who want to reach their services, and modify physical features that impede*

In terms of planning policy guidance, the applicant refers to Planning Policy Guidance Note 15 (PPG15): Planning and the Historic Environment, which *“... acknowledges that the best use of an historic building will often be the one for which it was designed and this should be the first option considered when contemplating development. PPG15 concedes, however, that many original uses may not now be viable. It continues that policies for development and Listed Building control should recognise the need for flexibility where new uses have to be considered to secure a building’s survival. The guidance notes that development controls should be exercised sympathetically where this would enable an historic building to be given a new lease of life. Excessive application of planning controls should not be used as a deterrent to new economic activities”.*

The applicant refers to Planning Policy Guidance Note 13 (PPG 13): Transport, which incorporates a series of objectives, including that of reducing *‘the need to travel, especially by car’*. Local authorities are encouraged to make maximum use of accessible sites in town centres or near transport interchanges.

At regional level, reference is made to Regional Planning Guidance (RPG10), Government Office for the South West, which recognises the need to:

“...seek the development of suitable previously developed urban land (or buildings for re-use or conversion) and other appropriate sites in urban areas as a first priority for urban-related land uses;”

(Policy VIS2, Principles for Future Development)

Encourages:

“...the restoration and appropriate re-use of buildings of historic and architectural value and take a particularly active role in bringing about their restoration where this would help bring about urban regeneration;”(Policy EN3, The Historic Environment)

States:

“Local authorities, developers and other agencies should work towards reducing the need to travel by private motor vehicle through the appropriate location of new development”.(TRAN 1: Reducing the Need to Travel)

The draft Regional Spatial Strategy for the South West in September (RSS10) 2004 encourages local authorities to seek to conserve and enhance the historic environment of the south west.

The applicant refers to Policy DP1 of the Wiltshire Structure Plan 2011, which states that, amongst other things, in pursuit of sustainable development, particular priority should be given to:

“meeting the needs of people with disabilities’, and ‘achieving a pattern of land-uses and associated transport links which minimise the need to travel and support the increased use of public transport, cycling and walking”.

At a local policy level reference is made to Policy G1 of the Salisbury District Local Plan (Adopted June 2003) which states that priority will be given to ensuring that development proposals:

“achieve an overall pattern of land uses which reduce the need to travel and support increased use of public transport, cycling and walking’. Policy G1 also states that development proposals should, ‘make effective use of land in urban areas, particularly on previously developed site”.

Reference is made to the Salisbury Transport Plan, a component of the Wiltshire Local Transport Plan (2001/02 – 2005/06) which identifies the need to ‘contribute to an efficient economy, and to support sustainable economic growth in appropriate locations’, this includes an objective for Salisbury to improve access by public transport to services and employment, and to sustain and enhance the vitality of the city centre. The Salisbury Transport Plan also aims to, ‘promote accessibility to everyday facilities for all, especially those without a car’. With reference to Salisbury, this is to be achieved through reductions in car usage and the promotion of efficient transport use by commuters and businesses.

Officer Comments

In principle the proposed development would comply with the strategic and sustainable policies on the Development Plan, and Regional and National Planning Guidance, and is supported by Policy E3 of the Local Plan.

In the adopted Local Plan planning policy does not specify it necessary to demonstrate ‘need’ for office development in the same way as for retail development. In PPS6, office development is included in the definitions of a main town centre use, to which an assessment of need for development may be required for out of centre or edge of centre locations, which is not in accordance with an up to

date development plan. As indicated above, the current Local Plan does not technically require such an assessment, and the current local plan policy (see above) permits new office development (in principle) within a the Salisbury Central Area, as defined in the Local Plan proposals map.

Nevertheless, the applicant has undertaken its assessment of need which underpins the concept of the proposal, as outlined above. The desire to provide an efficient, effective and economic service to its customers is the result of `drivers` at national, regional and local levels. The applicant has referred to Best Value initiatives and outcome of the government's recent CPA of the Council's Customer Service, and the outcomes sought by the applicant are clearly matters of public interest. There is also clearly a strong link between the objectives of the applicant and the land use considerations (e.g. location, design, sustainability, etc) to meet the `need` which has been identified. Meeting this need would seem to bring about clear benefits to it's customers and the local economy, such that in this sense Officers consider the `need` is still capable of being a material planning consideration. The weight to be attached to such `need` will be considered against other material planning considerations. In this case, planning policy and environmental issues are more likely to be the determining factors.

9.3 Alternative Approaches

Main Policy background: Local Plan -G1, T1, E3; Structure Plan - DP1, DP2, DP3, DP5, DP9, RPG Policies VIS1, VIS2, EC1, TRAN; RSS – A, H, SD1, SD2, SD3, SD4, TC1; PPS1, PPS6, PPG13, PPG15.

It is a requirement under the EIA Regulations to identify main alternatives considered by the applicant. At a strategic level the applicant considered three options, as follows:

1. The do nothing/no change option:-

Following an independent feasibility study (Vantagepoint 2002) undertaken by the applicant to look at alternative solutions, it was concluded that the 'no change' option would be excessively costly to the Council in the long term and that there was a good business case for change. The applicant states that it "...would not address the need to provide for disabled access and the need to provide best value. Nor would it deal with the issues of (and problems associated with) dispersed customer focus and dispersed office functions". The do nothing/no change option was therefore abandoned.

2. To address the issues of customer focus and dispersed office functions separately by centralising the functions of the Council in a purpose built "out of town" site, and creating a new customer contact centre with a "one-stop shop" within Salisbury City Centre:-

The applicant considers that the "out of town" solution would require a separate Contact Centre to be retained in the City Centre. The prospective Contact Centre would need to be capable of providing:

- sufficient space for a telephone call centre, a one-stop shop and support areas;
- a town centre location; and

- a total area of approximately 600 square metres.

The applicant considered two buildings that met these requirements, the Guildhall and Pennyfarthing House. These options, the applicant considered to offer limited potential for improved customer service space and were no more financially viable or environmentally advantageous than the proposed scheme.

3. To centralise all the functions (including the customer contact centre) in a Salisbury location.

The applicant commissioned a `Sequential Test Report` (Humberts, 2003) to study the suitability and sustainability of alternative sites for a centralised office building, which considered an extensive list of sites, including brownfield and greenfield sites. The report identified two potentially realistic options:

- Option 1; involved a site of approximately 1 hectare in a town centre location and 1.4 hectares in an out of town location where the development would be at a lower density, in a landscaped setting to accommodate all of the development, in a building of approximately 4,000 sq m gross floor area.
- Option 2; was for a site of approximately 1.4 – 1.8 hectares to accommodate all of the development in a building of 6,300 sq m. This option included providing accommodation for the Primary Health Care Trust and an area office for Wiltshire County Council and is no longer relevant.

The applicant considered that office centralisation site was required to be located in or on the edge of Salisbury, due to its role as the administrative centre for the district. The sequential approach required that the first preference be given to sites in the town centre with suitable area or buildings that are suitable for conversion or development. In the absence of this ideal, preference would be given to edge of centre, followed by out of centre sites. Ten potential sites were evaluated against the following criteria, in order to assess if a satisfactory form of development could be achieved upon them:

- site area
- access and transport planning considerations
- amenity
- ownership and availability
- planning history
- planning policy
- design/landscape/townscape impact

Details of the sites are included in table 2.1 of the ES, and attached as **Appendix 7** to this report. The report concluded that the extension of the existing Bourne Hill premises was the optimum option in view of its central location and accessibility to the public. In addition, the existing use as the Council Headquarters and identification as such by the public, is a further advantage. It was recognised that the Grade II* Listing of the building generates constraints and gives rise to the need to maintain the heritage interest of the site, archaeological features and mature

trees. Nevertheless it was considered that the Listed Building could be preserved and improved through new development and sensitive design.

In terms of sustainability the site at Bourne Hill was considered to be superior to any suitable alternative, together with the advantage that Bourne Hill was already in Council ownership and capable of offering space for the customer contact centre on the same site. It was therefore proposed to centralise all the functions (including the customer contact centre) on the Bourne Hill site.

Officer Comments

In terms of accessibility, officers consider that a central site in the City is much more sustainable than an out of centre site. Such an approach would generally find support in planning policy at national, regional, county and local levels. There is no specific policy in the Local Plan requiring such an approach in relation to office development in Salisbury, although Policy E3 which is generally permissive of office development within a defined geographical area (Salisbury Central Area) defined on the Local Plan proposals map.

PPS6 advocates the sequential approach for main town centre uses, which is defined as including commercial and public offices. The applicant has carried out a sequential search of sites, as referred to above, but the other options have either not been sequentially preferable and /or not suitable or viable. PPS 6 requires operators to be flexible in their format and consider desegregation. The applicant has carried out considerable work and careful thought as to the format which is required to meet its objectives, and wishes to move away from disaggregated services with associated inefficiencies and accessibility issues. In addition:

- The Council offices are well established at Bourne Hill and well known to the public and its customers.*
- The proposal relates to an extension to an existing operation rather than a new site.*
- The site is close to the City Centre with easy level access, and in the wider sense accessible by a range of transport modes.*
- The proposal to centralise offices at Bourne Hill would enable the complete refurbishment of the Council House listed building*

One of the main objectives underpinning PPS6 is sustainable development that will protect and enhance town centres. It is considered that by consolidating Council services in this location, it would not harm that objective and is likely to enhance the vitality and viability of the city centre and potentially release sites for other more appropriate town centre uses.

In principle, the location for the office extension is considered sequentially acceptable given the Council's objectives and the potential benefits from locating centralised offices at Bourne Hill seem compelling, subject to detailed assessment of the various environmental impacts considered below.

Alternative Scales and Designs of the Proposed Development

Prior to the development of outline architectural proposals, the architects carried out extensive investigations. Some of these initial options considered a new build with

the massing of this building immediately adjacent to the Listed wall and the former St Edmunds Church. Following discussions with English Heritage, these options were discounted in view of their likely detrimental visual impact on the listed wall and the former church.

A two building option was also explored and discounted because a centralised single building was fundamental to operational efficiency.

The various options and revisions during the design process are set out in the ES and Design Statement. The following is an extract from the ES which explains the revisions leading to the applicant's preferred design, and which the EIA is based upon.

“Revision A – August 2004

A facade retention scheme of two storeys with a 3 storey new build which did not extend beyond the current existing temporary buildings. This proposal reused the Victorian extension's brick elevation. Providing only 1700 sq m of new building accommodation, this option did not satisfy the project area requirements and was therefore not developed further.

Revision B – August 2004

This was a facade retention scheme for the Victorian wing with a 3 storey new build infill behind this facade. The new build addition did not extend beyond the existing garden structures. This proposal only provided a new build area of 2100 sq m, which did not satisfy the project area requirements of 4500 sq m and was therefore discounted.

Revision C – September 2004

This was a 2-3 storey full garden extent option, in which the third storey was set back from the east facade. This option required removal of the Victorian extension and built upon the footprint of the existing garden, but provided a linear garden to the west, adjacent to St Edmunds Church and the Listed wall. Although this option satisfied the project brief of providing 4500 sq m of new build accommodation, it was not developed further because it did not integrate with the topography of the site or defer successfully in mass and scale to the house, and would require removal of two important trees.

Revision D – October 2004

This option was a full length new build option comprising a combination of 2 and 3 storeys. Stepping of the new build around two existing important trees was a significant design decision that would be maintained throughout the scheme's detailed development. The study provided approx 4000 sq m of new build accommodation and a new linear garden to the western facade adjacent to St Edmunds Church. The additional massing studies undertaken on this option led to the current proposal, which is shown in Revision E”.

The Preferred Design

Following confirmation of the preferred approach, further detailed iterations were considered and tested against the concurrent Heritage Impact Assessment (HIA) process. A number of specific proposals were abandoned because they would have caused unacceptable impacts on the fabric and structure of the Council House.

Further detail on these discarded modifications are available in the Heritage Impact Assessment.

Revision E (October 2004) was a further development of Revision D. In this proposal the scheme is both 2 and 3 storeys. The new building steps around the important trees with the eastern 2 storey elements stopping on a line which relates approximately to the footprint of the Victorian extension. In the further development of this option, the 3 storey element is pulled away from the house to allow the 2 storey section to address the key issue of hierarchy and scale.

The chosen design and the preferred layout of the proposed development is that described under The Proposal in Section 4.

Alternative Designs and Layouts

The ES contains a table listing alternative designs and layouts considered as part of the development process of Revision E. Various master plan iterations have been issued and modified to take into account environmental constraints and considerations raised by this EIA. These modifications, which minimise the potential impact of the proposed development on the surrounding environment, generated the preferred scheme.

Officer Comments:

The design issues cut across many of the environmental impact assessments below. The applicant has clearly undertaken a considerable amount conceptual and design analysis to address the applicant's operational requirements, and the constraints of the site and surroundings. A separate design statement also explains the evolution of the design process and options considered. Given the constraints of the site, it is considered that the applicant's preferred design is imaginative and resolves the considerable problem of access posed by the listed building. The issues relating to siting, size and external appearance of the proposed extension, together with associated landscaping are covered in the following Sections when dealing with the impact assessments.

9.4 Impact on the Landscape and Townscape

Main Policy Context: Local Plan – G1, G2, D1, D2, D3, D5, D6, D7, D8, CN1, CN3, CN5, CN8, CN9, CN10, CN11, CN12, CN17, CN18, CN19, CN20, C8, C9, H17; Structure Plan – DP9, HE2, HE3, HE7; RPG – VIS1, VIS2, EN1, EN3, EN4; RSS - SD3, E, H, ENV1, ENV5; PPS1, PPG4, PPG15, PPG17

ES Summary:

“The study area includes a number of important features, including a scheduled monument and an extensive mature tree framework. The site area contains a number of valuable features, including mature trees, historic buildings and historic boundary walls.

The site area does not significantly contribute to the wider Conservation Area. It contains numerous negative features and elements which will be removed within the proposed development scheme. Three walls which are positive features of the conservation area (the northern wall, eastern wall, and mid wall of the North Garden) will also be removed as part of the proposed development.

One prominent and good quality mature tree (T02) and twelve others of lower quality classes (T01, T03, T04, T06, T07, T08, T09, T34, T54, T55, T58 & T59) will be

removed for development, but 48 new semi mature trees will be planted within and adjacent to the site, including new parkland trees within the Council Grounds.

Removal of car parking and replacement of lighting to illuminate the façade will improve the southern setting of the Council House during both day and night-time.

The eastern setting of the Council House (which is the Council Grounds) will not be changed as a result of development.

The northern setting has been completely eroded in the past with the building of the Victorian extensions and the temporary buildings. It is therefore not as important in landscape terms as the south and east settings.

The North Garden and adjoining garden will be substantially lost to built development. The gardens are very enclosed and, apart from the walls and tree line, do not significantly contribute to the wider parkland. An area of new garden will be created along the western wall.

Following demolition of the Victorian extension which currently forms part of the western boundary, the new building will have a minor negative impact upon the Council Grounds. The building will be of simple form and architectural treatment, finished in glass and offset from the main house, but will follow a similar alignment and will be of similar height to the existing. This will strongly contrast with the brick facade of the main house, with the effect of reinforcing its architectural form and detail.

The western setting of the scheduled monument will be affected by the development. The new building will follow a similar alignment to the Victorian extension and the eastern wall, so retaining the linear nature of this part of the setting. The temporary accommodation built in 1967 will be removed. Car parking around the base of the monument will be removed and the access road downgraded to a footpath with service vehicle access only. Some tree planting between the monument and the North Garden will be removed, and the new building will screen the trees within the North Garden and St Edmund's churchyard which currently give the western setting a 'wooded' backdrop.

Visually the site area is very well contained by mature tree structure, built form and surrounding topography, with the result that principal views are local in nature. The new building will be 'fitted' into the North Garden area, and as a result will be partially screened. It will be most prominent from views from the north-west, where the majority of the three storey building will be seen. The greatest impact will be on residents within Belle Vue Road, and users of the footpath which runs between the back gardens of properties in Belle Vue Road and Wyndham Recreation Ground. The impact on these views will be substantially reduced on maturity of the proposed mitigation planting within and adjoining the site".



Site Section - North Elevation



Site Section - South Elevation



THESE IMAGES ARE SHOWN IN THE SECTION PROJECTION, AND DO NOT SHOW ANY PERSPECTIVE. THE TREES AND LANDSCAPE IN THE BACKGROUND HAVE BEEN PHOTOGRAPHED ON THE SITE. THE HEIGHTS AND THE SHAPE OF THE TREES HAVE BEEN ESTIMATED TO BE AS ACCURATE AS POSSIBLE REPRESENTATION OF THE EXISTING SITE.

FOR THE PURPOSES OF THIS PLAN, THE HEIGHTS AND SHAPES OF THE TREES AND LANDSCAPE HAVE BEEN ESTIMATED TO BE AS ACCURATE AS POSSIBLE REPRESENTATION OF THE EXISTING SITE.

DATE: 2024-08-01
 DRAWN BY: [Name]
 CHECKED BY: [Name]

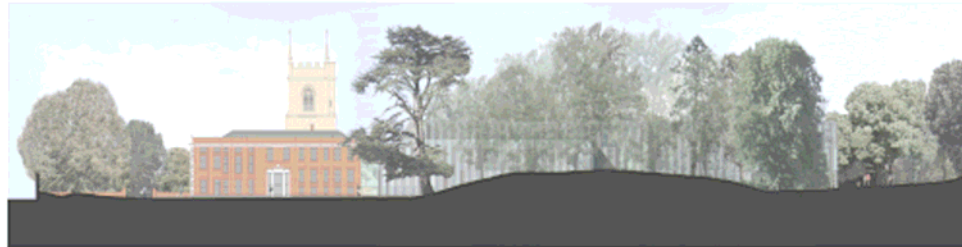
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PROJECT: [Name]
 CLIENT: [Name]
 LOCATION: [Name]

Site sections – south & north elevations

4.7 Proposed Elevations



Proposed East Elevation



Proposed West Elevation

Site sections - east and west

Officer Comments:

The ES covers visual impacts during and after construction. The main planning consideration, however, is the residual impact following construction, during the operational phase. The ES sets out the results of a comprehensive visual assessment from a number of view points. A written summary (table 5.14) taken from the ES of the impacts during the operational stage from a number of principle views is attached as **Appendix 8**.

Compliance with relevant planning policy often requires individual assessment and judgement. Officers broadly concur with the findings of the assessment. Whilst the ES identifies a number of residual negative impacts on views, and whilst some local views will change, no significant residual adverse impact is identified, when taking into account the alignment and design of the proposed extension and the proposed new landscape planting. The removal of various existing temporary buildings in the North Garden and parking from the east side and forecourt of the Council House will be beneficial. Officers believe that the potentially greatest impact on local views will be from the north and west, from the car park and Belle Vue Road location, where the full length of the new extension will be seen.

The loss of the mature sweet chestnut tree is unfortunate and will open up views of the extension at this end of the site. Mitigation is provided by new tree and landscape planting. However, even with mature tree planting, it will be a number of years before it will have full affect. On the other hand, the new planting is not intended to `screen` the building, more to enhance its setting and by visually linking the two open parkland spaces to the north and south. The glazed elevations and louvered arrangement, coupled with the colonnade of stone clad fins to the west elevation, will provide an elegant building in its own right, and the presence of a quality civic building. Landscape enhancement to the remainder of the car park would further compliment the setting of the building on this side, but this is currently not proposed as part of this application.

In order to protect retained trees close to the development, the tree protection measures during and after construction will be important, particularly in respect of the mature oak tree adjacent the western boundary of the North Garden (within the proposed new linear garden) the Wellingtonia and Atlas Cedar between the service road and east side of the new extension and the imposing Cedar of Lebanon to the east of the current Victorian wing and proposed new extension. An Arboricultural Method Statement (CBA Trees) has been submitted and specifies extensive tree protection measures, following discussions with the Council's Arboricultural Officer. These discussions lead to further investigations and a redesign of the footings in proximity of the oak tree. This document includes a schedule of tree works for the individual trees identified above and other pruning /crown lifting for trees adjacent the access roads and service road to allow for construction vehicles to pass. Some pruning work to the Cedar and Oak tree has been identified as being necessary and although the general extent is identified, it is recommended that this should be subject of a further detailed schedule of tree works and method statement to be agreed with the Council's Arboricultural Officer, prior to the works being carried out.

Views to and from St Edmunds (Salisbury Arts Centre) Grade II* listed building will be affected, principally from the city ramparts and as a backdrop when viewed from School Lane/ Bedwin Street. In the case of the former, the Victorian extension already partly obstructs views from the Council Grounds and in the case of the latter, trees in the churchyard will partly screen views of the extensions from this direction and the extension will also be below the tree canopy in the Council grounds to the

east. Internally, the redevelopment of the Yard area and the new side glazed extension will open up views of the east elevation of St Edmunds Church not currently accessible, and this is considered a positive benefit.

It is not considered that the proposal will have any adverse impact on the Conservation Area as a whole. English Heritage consider that the proposals as a whole will enhance the Conservation Area

9.5 Historic Garden/Landscape

Main policy background: Local Plan – G2, CN8, CN9, CN10, CN11, CN12, CN17, CN18, CN19, CN20, CN21, CN22; Structure Plan – HE2, HE3, HE7; RPG – EN3; RSS - SD3, ENV1, ENV5; PPS1, PPG15, PPG16

ES Summary:

“The historic landscape assessment around the application site focused on the area of the Council Grounds, North Garden and Garden. The Council Grounds are the location of the surviving remnants of the medieval ramparts. These ramparts are Scheduled and during the past areas have been levelled and incorporated into the landscape management of the Council Grounds. The Council Grounds appear to have been developed during the late 18th century as a formal landscaped garden, with an association with renowned landscape designer, Richard Woods. The formality of the large open lawn and mature trees that enclose the area is maintained within the current civic open space associated with the Council House.

In contrast, the area of the North Garden and Garden has been degraded by the construction of temporary buildings within the Northern Garden, which has compromised the setting of the garden and affected the appreciation of the historic space. Map regression has illustrated that this area was used as a kitchen garden since the earliest maps. The area has undergone various phases of reorganisation through history that has culminated in its recent dedication as a ‘secret garden’.

There will be a limited impact on the setting of the Scheduled Monument and Council Grounds as the proposed development replaces an existing building. However, the extension of the proposed building will have a significant impact in the area of the North Garden. The loss of this area will have a negative impact. The division between the different areas of the historic garden will be maintained by the design of the building. The loss of the North Garden area will be compensated by the creation of a new linear garden that re-establishes the setting of the North Garden to the Council House. Any loss of evidence for historical planting and organisation in the North garden will be mitigated by preservation in situ or by record. The relationship of the North Garden to the Council Grounds will be retained in the design of the building that utilises the alignment of the eastern garden wall. The new building will interrupt the view of the Salisbury Arts Centre from the western edge of the Scheduled Monument. This negative impact on the setting between the Scheduled Monument and Grade II building is unavoidable if the proposed development is to proceed. However, the removal of car parking within the Council Grounds will have a positive residual impact on the setting of the historic garden and Scheduled Monument”.*

Officer Comments:

The site and surrounding parkland is not a ‘Registered Historic Park’, but it is recognised that it is of historic interest, lies within the Conservation Area and setting of a Grade II* listed building and Scheduled Ancient Monument. As such the landscaped gardens are very much part the cultural heritage of the site and surroundings, and any impact on them should be subject to careful assessment

under relevant policies in the Development Plan and in relevant regional and national guidance (PPG15).

The loss of the 'Secret Garden' is of considerable concern to local residents. In terms of its historical significance, the applicant has commissioned further research on the North Garden, which has revealed considerable amount of change and evolution, particularly in the 20th Century, and is not considered to be of such significance historically or archaeologically to warrant its preservation in its current form. The loss of this particular open space, associated vegetation and wildlife habitat cannot be mitigated. However, the creation of a new linear garden more accessible to the public, and additional planting will ameliorate this negative impact. It is a relatively small area of a much wider parkland available to the public. The removal of the east and west walls and outbuildings at the northern end of the North Garden is covered under the historic built environment and archaeology below. In respect of the North Garden, English Heritage in their consultation response state:

"There has been much discussion about the fact that the proposed building will occupy much of the area of the former garden and north garden and remove the remaining boundary walls. This is undoubtedly a significant impact but it is one which English Heritage deems acceptable in the context of the overall scheme".

The loss of the historic trees cannot be mitigated on a like for like basis but the planting of new trees to complement the historic pattern of planting will supplement the existing planting scheme. It is intended that some of the salvaged timber will be placed around the Scheduled Monument to dissuade cyclists causing further erosion. The dedication of the 'Secret Garden' to former Councillors who have died in service, this is a matter for the applicant, however, officers are given to understand that new gardens could be similarly designated. There will a short time negative impact due to the various site hoardings, fences, etc., during construction, however, these are temporary and necessary protective measures.

In summary, Officers believe that whilst the loss of the north garden may still be seen as having a negative impact on the historic landscape, its loss is considered acceptable given compensatory measures and wider benefits of the scheme as a whole, and the continued evolution of the site. .

9.6 Historic Built Environment

Main policy background: Local Plan – G2, CN1, CN3, CN5, CN8, CN9, CN11, CN12, CN17, CN18, CN19, CN20; Structure Plan – HE2, HE3, HE7; RPG – EN3, EN4; RSS - SD3, ENV1, ENV5; PPS1, PPG15, PPG16

ES Summary:

"The history of the Bourne Hill application site dates back to the 13th century, when a college was established on the site, in association with the parish Church of St Edmund's immediately adjacent to the west. Only the basement of the original medieval college appears to have survived the complete redevelopment of the site with a house in the 16th century.

Although this 16th century house has been much altered, the structure of its principal spaces survives, and elements of its architectural decoration have also been retained. The house was comprehensively re-designed and extended to the designs of Samuel Pepys Cockerell in the late 18th century, in association with a new layout of its landscape and gardens by Richard Wood. The former 'detached

villa' was greatly extended to its north in the 19th century with a long schoolroom/dormitory building, and a gymnasium, and returned to college use.

The 18th century house largely survives, though certain aspects, such as the divide between 'polite' and 'service' areas have been lost through later alteration. Other significant aspects of the early house which have been compromised by later alterations including the introduction of partition walls sub-dividing the authentic proportions of high status rooms, and the accretions of modern office clutter.

The building is currently suffering from some structural deterioration which, if not halted, will threaten the integrity of some parts, and the condition of roof coverings and historic internal decoration also gives cause for concern. Circulation within the building, particularly for those with reduced mobility, is a considerable problem, due mainly to the numerous different floor levels, and the building is therefore unable to conform to disabled access legislation.

The proposed development includes a programme of repair and refurbishment to the historic Council House, the demolition of the Victorian extension, and its replacement with a single office building set slightly apart from the 'villa' by means of a glazed void. Circulation within the main Council House will be improved by the conversion of the servant's wing to a service core, and the construction of a glazed link, between the former servants wing [1C] and the north wall of the 16th century house [1A].

Any negative impacts of the construction on the fabric and detail of the listed Council House are, with the exception of potential damage to the early fabric at the south end of the proposed bridge, of a minor nature, and are considered to be substantially offset by the benefits of the programme of repair and refurbishment of the historic building, and the commitment to a longer term repair and maintenance programme. Other positive impacts will be the restoration of authentic room proportions, and the new uses proposed for several high status rooms which will allow public access to these significant elements of the publicly owned cultural heritage.

Although of a greater scale and massing than the Victorian extension which it replaces, it is considered that the construction of the new building will have a less significant negative impact on the setting of the Council House than the existing extension. Its design, leaving a 3m wide glazed void between the two builds, and the design of the new building, will allow the authentic form of the former gentleman's 'villa' to be easily perceived. The architectural detail of the existing extension functional in nature, the high quality design and materials of the new building should make a more positive contribution to the setting of the listed building.

The potential negative impact of the new building on the setting of other listed buildings, in particular the Salisbury Arts Centre (formerly St Edmund's Church), and on the special character and interest of the Salisbury City Centre Conservation Area are also considered to be minor, due primarily to the physical location of the new building, and the substantial screening afforded by existing mature trees".

Officer Comments:

This Section assesses the impact on the fabric and setting of the listed building, including that of St Edmunds (Salisbury Arts Centre) Grade II listed building. Guidance can be found at national level (PPG15) at regional level and more specific policies in the Development Plan, which seek to protect the character and setting of listed buildings, and to protect the character and appearance of Conservation Areas. It is worth quoting in full at this point three relevant conservation policies from the Local Plan which are central to the considerations: :*

Policy CN3:

Proposed development, including extensions or other alterations, which would in any manner affect the character or setting of a listed building will be permitted only if the following criteria are met;

- i. *New work respects the character of the existing building in terms of scale, design and materials;*
- ii. *Sympathetic natural materials, matching the original, are used in repair or replacement work;*
- iii. *The historic form and structural integrity of the building is retained; and*
- iv. *Architectural or historic features, including internal features, are retained unaltered*

Policy CN5:

Development within or outside of the curtilage of a listed building will only be permitted where it does not harm the character or setting of the building concerned.

Policy CN8:

In Conservation areas, only development which preserves or enhances the existing character of the area will be permitted. The Local planning Authority will seek to ensure that the form, scale and design of new development, and materials used in it, respect the character of the area.

*A considerable amount of research and survey work has been carried out by the applicant on the Council House and surrounding buildings and structures, to inform the proposed scheme, as detailed in the application submissions (see Section 2), including a detailed Heritage Impact Assessment. An outline of the alterations is given in the description of the proposals (Section 4). The works are numerous and detailed in nature. A summary of the proposals and the potential impacts and during construction and operation, together with proposed mitigation measures is summarised in table form in the ES, and is attached as **Appendix 9** to this report. The general refurbishment and repair works are welcomed, and will bring about positive benefits to the condition and appreciation of the Council House. Despite the comprehensive nature of the conservation documents with recommendations detailing the necessary work and repairs, the Conservation Officer has advised that some further details will be required to ensure adequate levels of information are secured and specifications agreed prior to commencement of work. It will be possible to condition many of the finer details and the implementation controlled through a Memorandum of Understanding.*

The most significant alterations to the listed building on its west side are those in connection with the removal of the lean to building on the north side of the Escourt west wing and other buildings in the yard area, and the construction of a new glazed link between the Escourt west wing and the Servant's wing. The glazed link is key to providing access through the listed building to the new extension and main entrance. There are also considerable changes to Servant's wing, where it will be hollowed out to continue the linkages to the house at ground and first floor level. Whilst the ES identifies some negative impacts here, the alterations and new openings in historic walls would seem the minimum necessary to enable this design concept to work. The glazed link in this location is a simple structure, which will enable the exterior walls of the listed building to be refurbished and the brickwork left exposed to form the interior walls to the glazed link. The link would enable views out onto a new landscaped courtyard area, as well as to the west façade of St Edmunds, which are currently limited.

There is no doubt that the demolition of the Victorian wing on the north side of the Cockerell's 18th Century extension to the original house and its replacement with the new extension is the most significant alteration, and one which has attracted considerable debate and third party objections. With the historical research carried out on the history of the Victorian wing, officers are satisfied that this building, which has undergone considerable external and internal changes, is not of such

significance that would warrant its retention at all costs. The Victorian Society, English Heritage and the Council's Conservation officer have raised no objection to its removal. Clearly, however, this has to be considered in the light of the new proposed replacement building.

The design of the new extension on the north side of the house has evolved through a series of revisions (see Section 4) taking into account the impact on the fabric and setting of the listed building, surrounding trees and form of the North Garden. The two and three storey new extension is of far greater scale than the massing of the buildings it replaces and would occupy a large part of the North garden. However, the impact of the new bulk is mitigated considerably by setting back the higher three storey element away from the historic north and east elevations, coupled with the setting of the main two storey element (lower than the current Victorian wing) some 3m away from the main Council House, set back slightly from the east elevation line and connected by a glazed void and internal connecting bridges. Annex C7 (see Section 8) of PPG15 gives some guidance in relation to modern extensions to listed buildings. The ES seeks to identify impacts and weight significances, as objectively as possible. It is acknowledged, however, that sometimes there are ultimately still difficult matters of judgement to be made, and to be weighed alongside other material planning considerations. The views of English Heritage as a statutory consultee and advisors to local authorities and government on listed buildings and cultural heritage matters are important. They have been involved in providing advice to the local authority since the project initiation. In their consultation response English Heritage state:

“....there is one matter which takes precedence - the bulk and massing of the extension which must be set against the policy at Annex C7 of PPG15 to the effect that “modern extensions should not dominate the existing building in scale, materials or situation

To address that matter directly: it is the considered view of English Heritage, arrived at only after extensive internal review and discussion, that the proposed extension meets that test. The proposed materials and the carefully unfussy detailing will result in a building which makes an elegant modern statement while avoiding overwhelming the original house. The small setback of the main eastern elevation and the fact that the new building only rises to its full height some 11 metres beyond the historic eastern elevation combine to reduce the impact of the new to an acceptable level...”

The revealed north elevation of the Cockerell's extension would be appropriately treated and subject to further exploratory work (a method statement has been submitted with the application) to ensure a sympathetic treatment, and can be conditioned appropriately. This effect at this junction is likely to enhance the setting and recognition / perception of the 18th Century part of the house.

The extension is linear and relatively narrow in plan form, respecting the alignment of the North Garden. Its design and materials with its use of curtain wall glazing, is such that it should present an elegant and contemporary building which will not overwhelm the listed building, and re-establish its dominance from the east garden.

The topography and extensive landscaped gardens also mitigate its impact on the setting of the wider area. At the edge of the Conservation Area, the parkland setting of this area contributes to the attractiveness of this part of the city, although it is not characteristic of the wider city centre conservation area, which is characterised mainly by built up areas of the city centre and medieval street patterns. Local views, as discussed earlier, will be affected but it is not considered that the character of the Conservation Area as a whole will be adversely affected. There will be some impact

on the setting of St Edmunds (Salisbury Arts Centre) Grade II* listed building, as discussed above. .

The removal of part of the west wall at its northern end is not considered to be of significance, as it is a 20th Century rebuild of an earlier wall. The removal of the late 18th Century east wall to the North Garden and outbuildings at the north end of the North Garden, whilst of some interest and importance, taking into account the historical research, are not considered of great significance. There will be an opportunity for archaeological recording. The alignment of the east wall will be remembered by the eastern alignment of the new extension. The remains of a cross wall runs east-west across the garden. It has been breached at its west end and reduced in length at its east end, the remaining superstructure having been rebuilt. Its is of some minor significance. There will be an opportunity to record this feature.

A re-opening of a blocked doorway in the listed east wall between the Arts Centre and Council House, would restore a physical link between St Edmunds and the site of the former associated college, and is considered be a beneficial alteration, in this location, together a lowering of some of the upper brick courses from a section of the wall (thought to have been added in connection with the print room building) to restore its former level.

To ensure that the listed building refurbishment works are carried through, they will be linked to a 'Memorandum of Understanding' (see recommendation in Section 10) and together with arrangements for recording historic features and buildings, a scheme for ongoing maintenance, and as part of an Environmental Action Plan required by condition.

9.7 Archaeology and Cultural Heritage

Main Policy Context: Local Plan – CN18, CN19, CN20, CN21, CN22, CN23; Structure Plan – HE2, HE3, HE5; RPG – EN3; RSS – ENV1, ENV5; PPS1, PPG15, PPG16.

ES Summary:

“The sensitivity of the below ground archaeological resource, as interpreted generally within the application site boundary can be considered to fall for the most part between two levels, low and medium. It is only in those areas in close or relatively close proximity to the existing Council House (i.e. the Victorian Extension footprint, and the Council House area), where earlier structures pertaining to earlier phases of the Council House may survive, or in close proximity to the Scheduled Monument, that high levels of archaeological resource sensitivity might be anticipated. The areas which comprise the College Street Car Park, the North Garden, the Garden and the Temporary buildings contain at best only moderately interesting below ground archaeological potential. Perhaps the exception to this might be the very southern part of the Garden area where walls pertaining to the earlier Council House might also be expected to survive. There is no indication of any early or late prehistoric activity being present within the Application Site Boundary. Similarly there is no evidence for any Roman activity and the only early medieval activity is likely only to survive to the east of the main areas of impact.

The main impacts associated with the proposed development will be derived from groundwork connected to the construction programme. The main impact elements being groundwork for service installations, groundwork for the removal of topsoil, groundwork for foundations and basement construction, groundwork for underpinning and groundwork for landscape/garden design. The mitigation

programme to address these impacts will for the most part require an archaeological watching brief to be maintained whilst each of these activities is being undertaken allowing sufficient time for all archaeological remains to be fully recorded and mapped, according to WCC's archaeological brief. In some cases it may be appropriate for archaeologists to hand excavate foundations trenches, such as that along the strip foundation and in the areas of underpinning. In the area of the proposed basement, following the proposed demolition of the Victorian Extension initial trial test pits or trenches will be required to evaluate the archaeological potential of that footprint, however any further mitigation, should any be required could follow on almost immediately, once an initial assessment had been agreed by Wiltshire County Council. If walls pertaining to the earlier structure of the Council House are encountered during the investigations, discussions between the client, the statutory consultees and the design team should be held to consider whether a design solution can be found to allow the remains to be preserved in situ.

It should be noted that in Table 8.4 (Summary of Potential Impacts and Proposed Mitigation) under the column heading Significance there are on occasion two values, i.e. Minor/Major listed. These values reflect those areas where it was not possible during the 2004 evaluation to put in sufficient test pits in order to be more predictive in terms of determining earlier foundation alignments associated with St. Edmunds College. Due to Health and Safety considerations and the maintenance of fire exits the number of test pits that were excavated during the 2004 evaluation within the Council House area (near the print room) was unavoidably restricted. Therefore whilst accepting that the general deposits in this area have a generally low archaeological sensitivity, there remains a possibility that earlier wall alignments (which have a high Sensitivity) may still be uncovered. This is also reflected in the mitigation strategy, where Preservation by record will be the initial general approach and will only be reviewed should foundations associated with the earlier phases of the Council House be encountered, whereby the case for Preservation in situ could be addressed by all the interested parties involved”.

Officer Comments:

*This section of the ES looks covers impact on the Scheduled Ancient Monument and Archaeology of the site, in respect of below ground remains. The potential impacts are largely as a result of the construction activities, more than operational. Guidance can be found at national level (PPG16) at regional level and more specific policies in the Development Plan, which seek to protect the setting of Scheduled Ancient Monuments and archaeology by preservation in situ or suitable investigation and recording. As the area is in a known area of archaeological interest, an archaeological evaluation (Wessex Archaeology) with trial trenches has been carried out to inform an appropriate strategy. As a result of those findings, the proposed mitigation strategy is generally one of watching briefs and preservation by record. In the area of the Victorian wing, it is recognised that some further evaluation will be required following demolition, to determine appropriate mitigation methods. In a number of locations, whilst preservation by record and watching briefs are specified, there may be opportunities for preservation in situ, subject to agreeing design solutions where necessary. A table with the summary of impacts and proposed mitigation measures from the ES is attached as **Appendix 10** to this report.*

Officers would point out, however, that whilst there may be some opportunity to accommodate minor changes, any material changes (particularly above ground) may constitute the need for a new application and / or listed building consent. It would appear that the most sensitive area where features may be found which would be desirable to preserve in situ, would be in the Yard area and close to the Council House, relating to possible medieval feature associated with the former college. However a detailed Written Scheme of Investigation will need to be prepared including methodology, timing and reporting, to be submitted and agreed by the local planning authority, prior to commencement of development. The County

archaeologist is content with the general approach, and will need to be involved with approving the WSI, although some further information with respect to tree planting in the vicinity of the Scheduled Ancient Monument and underpinning works to the Council House has been requested at this stage. The WSI can be secured through an appropriate condition. There are on going discussions regarding the proposed planting of two new trees (an oak and a cedar) in close proximity to the Scheduled Ancient Monument, and their positions may have to be revised if there is likely to be a conflict with the Monument SAM when planted or in the long term because of size. However, there seems no reason why the precise location cannot be agreed between parties. This is included in the recommendation.

The ES recommends a long term management plan for the continued preservation of what remains of an Anglo Saxon cemetery within the Council Grounds, which could be secure together with other maintenance and management schemes as part of the proposed Memorandum of Understanding and Environmental Action Plan.

9.8 **Ecology**

Main policy background: Local Plan - G2, G3, C10, C11, C13, C12, C15; Structure Plan – C1, C2, C3, C5; RPG- EN1; RSS – SD3, ENV1, ENV4; PPS1, PPS9,

ES Summary:

“Extended Phase I Habitat survey, detailed bat surveys, reptile survey and data collection exercise has identified the existing habitats and species present at the Bourne Hill office site. These surveys determined that the ecological value of the site was predominantly associated with the mature trees on site and the presence of bats and low numbers of common bird species. One transitory bat roost has been determined and a low number of foraging bats. No other protected habitats or species are present on the site.

The development will result in the loss of the majority of habitats within the site boundary, with the exception of some mature trees, the boundary wall and some buildings. The loss of the tree with a bat roost is unavoidable and will result in a minor negative impact. Proposed mitigation measures such as the erection of twenty bat boxes throughout the site and the proposed planting scheme will neutralise this impact and have an overall positive effect.

A large number of habitat enhancement measures are proposed for the site, including the incorporation of a brown roof, the retention of deadwood, planting of trees within surrounding parkland, the erection of bat and bird boxes and the creation of a bat roost within the retained main building. This habitat creation will be of benefit to a number of species including invertebrates, birds and bats and will result in a permanent positive impact of minor significance to the local wildlife”.

Officer Comments:

Whilst the site has no statutory wildlife designation, guidance can be found at national level (PPS9) at regional level and more specific policies in the Development Plan, all which generally seek to protect and enhance nature conservation interests and habitats. The nearest statutory designation is the River Avon system SSSI and SAC but due to the distance from the site, there are no predicted adverse impacts. The ES suggests that the short term impact of the habitat loss and disturbance to wildlife during construction would be balanced by a positive residual impact as a result of the proposed mitigation measures and new habitat creations. This includes new tree planting, water features, soft landscaping, water feature and brown / green

roofs. A DEFRA licence will be required to fell the Hornbeam tree at the northern end of the site, which may be being used as a transitory bat roost, and bat boxes will be erected. A method statement will also be prepared for the demolition of buildings on the site. The scheme also seeks to use a sensitive lighting scheme to minimise light pollution.

An Environmental Action Plan (EAP) to be prepared will include measures to minimise disturbance during construction works. It will include the preparation of method statements in respect of protective fencing, the felling of trees and (although no bat roosts have been identified in the buildings) as a precaution in relation to buildings to be removed from the site. The ES recommends a long-term management plan for habitat creation, which can be included in the EAP and Memo of Understanding. Whilst a considerable number of representations have been received on the grounds of the destruction to wildlife, Officers do not consider that there justifiable grounds for refusal given the proposed mitigation measures. English Nature, Wiltshire Wildlife Trust and the County Ecologist have raised no objection to the proposals subject to the implementation of mitigation measures. Officers raise no objection on planning policy grounds.

9.9 Water

Main Policy Background: Local Plan - G3, G4, G5, G6, G8; Structure Plan – C5; RPG – VIS2, RE1, RE2; RSS – SD1, SD2, SD3, F1, RE6; PPS1, PPS23, PPG25.

ES Summary:

“The application site lies within a sensitive groundwater area due to the major groundwater abstractions at the north of Salisbury. The site is therefore very sensitive to pollution from construction activities, especially during the excavation of the new basement and lift shaft pit, which will remove the relatively impermeable surface materials and expose the underlying porous Upper Chalk, close to the water table. Potential impacts due to spills or leaks of fuels and chemicals on site can be prevented through good practice and management of plant, especially in the vicinity of the excavations.

The groundwater in the Salisbury area also supports springs feeding the ecologically sensitive River Avon, which has increasingly suffered from over abstraction. Water efficiency measures have been included within the building design which results in a 30% saving on mains water use for the additional staff numbers. The inclusion of a soakaway system for clean roof and disabled car park drainage (including a petrol interceptor to minimise pollution), results in a net reduction in water consumption for the site compared to current consumption. The soakaways also reduce the discharge to off-site surface water drains and therefore decrease the localised flooding risk from the site. The one outstanding negative impact during the operation of the building is the increase in foul sewerage due to the increased staff, though this is slightly offset by the use of water efficient fittings”.

Officer Comments:

This section relates to potential impacts regarding pollution of the ground water, sustainable urban drainage systems and water consumption /efficiency. Guidance can be found at national level (PPS23) at regional level and more specific policies in the Development Plan covering the protection of surface and ground water form pollution, flood prevention, sustainable urban drainage systems and water conservation.

The site is outside of the 1 in 100 year flood plain. The nearest public water supply abstraction well is in Wyndham Road. There are minor risks of pollution of the ground water and surface waters during construction activities, and notably where excavations are made for the new basement. There appears to be little potential contamination of the land due to previous uses of the site. The Environment Agency has recommended a condition be attached to the permission requiring a contamination survey be undertaken and remedial measure undertaken if necessary. General mitigation measures can be included in the Environmental Action Plan (EAP) and would include wheel wash facilities and removal any localised contaminated soils found (such as one area tested at the join of the Council House and Victorian extension).

Over-abstraction issues associated with water levels in the River Avon SSSI and SAC means that water efficiency is an issue in the catchment area, as well as for sustainability reasons. The proposed scheme includes water efficiency measures (spray taps, 6/4l dual flush WCs, metering, automatic leak detection system) including recycling of rainwater from the roofs for flushing WCs, which will use an estimated 70% of the annual rainfall to the new main office roof. A sustainable surface water drainage system will be installed under the eastern end of the car park which will collect the surface water for re-use, with an overflow during periods of high rainfall.

Officers believe that adequate sustainable drainage systems and water efficiency measures have been incorporated into the scheme and appropriate mitigation measures to minimise the potential for the pollution of surface and ground waters can be included in the proposed EAP. The Environment Agency has raised no objection to the proposals.

9.10 Air Quality

Main policy background: Local Plan – G2, TR1; Structure Plan – T1 T3, T4, T5; RPG – EN2; RSS – SD1, SD2, SD3, SD4, RE9; PPS1, PPG13, PPS23,

ES Summary:

“Although ambient air quality in the Salisbury area is generally good, poorer air quality occurs in ‘hot spots’ close to the city centre. These areas have been designated as Air Quality Management Areas (AQMAs) and are being addressed through measures within Salisbury District Council’s Air Quality Action Plan (AQMP). The proposed development site is not within any of the AQMAs.

Key impacts of development investigated were: local air quality (NO₂ and PM₁₀) with respect to changes in traffic flows and composition; total emissions from traffic (NO_x, PM₁₀ and CO₂); construction dust; and emissions associated with energy use by the development (CO₂).

The DfT’s Web-TAG methodology was used to assess the local air quality impacts of traffic changes during the construction phase, and after completion and opening of the development. Results indicated that there would be no significant change to concentrations of NO₂ or PM₁₀ within the study area, and that Salisbury’s AQMAs and AQAP would not be affected by the development. However, this assessment does not consider the future use or redevelopment, and associated traffic movements, of the Council’s current offices which will be vacated as part of this development.

The Highways Agency’s Guidance was used to calculate total regional pollutant emissions of NO_x, PM₁₀ and CO₂ as a result of changes in traffic during the construction and operational phase of the proposed development. Calculations

indicated that the only significant impact in terms of total emissions will be the increase in CO₂ emissions during the construction phase and annually once the proposed development is completed.

Increases in CO₂ emissions from traffic will be more than offset by the reduction in CO₂ emissions as a result of the energy efficiency measures intended for the proposed development (Chapter 14 refers) in comparison to the Council's current offices. However, energy use and associated CO₂ emissions from the Council's current offices, which will be vacated, have not been considered since their future use is presently unknown.

Construction activities which may result in fugitive dust emissions have been identified and measures to control and manage dust will be incorporated into a Construction Environmental Action Plan for implementation during the construction phase of the development"

Officer Comments:

The affect on local air quality would not seem to have any significant affect on residents in the locality during construction or in the operational stages, nor likely to affect the nearest AQMAs .The Council's Environmental Health Officer has raised no objections on air quality grounds. The local authority will see appropriate mitigation measures through a detailed Environmental Management Plan. Construction hours can be controlled by condition. Officers raise no objection on amenity grounds.

9.11 Noise and Vibration

Main Policy Context: Local Plan – G2; RSS – G, SD3; PPG24

ES Summary:

"The proposed development lies within a residential area of the City. Sample measurements indicate that noise levels are typical of an urban area remote from trunk roads/motorways and industrial sources. The predominant noise sources are local road traffic and light aircraft.

Noise impacts may be caused by the proposed development, during the construction phase directly from construction operations on site and indirectly from construction-associated traffic on the local road network. Such impacts will vary from day to day and be audible at times, but at the nearest dwellings are unlikely to experience noise above limits commonly applied to construction sites.

Calculations indicate that noise impacts resulting from changes in road traffic during the construction period are likely to be negligible when averaged over the whole works period.

Vibration impacts from piling for the new building are not likely to be significant at any nearby dwellings. Appropriate limits for vibration based on guidance given in BS5228 part 4 will be included in the contract specification for the works to protect the Salisbury Arts Centre and Bourne Hill House from cosmetic damage. Both buildings should be surveyed before the works commence and monitored for vibration effects during the works period.

It is not possible to reliably predict vibration impacts from traffic during the construction and subsequent operational periods. Given that the nature and volume of the traffic using the local network will not change significantly following completion of the development, it may be assumed that any permanent vibration impacts will be negligible.

Calculations indicate that long-term noise impacts resulting from changes in road traffic resulting from the use of the completed development are likely to be negligible when averaged over the whole working day. Noise from the services plant will be limited to an acceptable level by an appropriate specification".

Officer Comments:

There is concern from local resident about the noise and disturbance resulting from the construction works over a relatively long period. It is acknowledged that some noise will be inevitable from the construction site activities, although there is no reason to believe that this will be worse than any other building site. It is understood that the Victorian building is to be demolished by hand methods to reclaim the bricks and it is noted that there are proposals to set limits for ground vibration from foundation piling in vicinity of the Council House and Arts Centre, and will included in the proposed Environmental Action Plan (EAP). It is suggested in the ES that a further investigations including a structural assessment is carried out in order to determine this limit.

The following table is an extract from the ES with an outline construction plan.

TABLE 12.5 OUTLINE CONSTRUCTION PROGRAMME

PHASE	ACTIVITY	DURATION
Enabling works	tree removal/protection	3 weeks
Demolition	demolish/remove old structures	8 weeks
Tower Crane	foundation/erection	3 weeks
Construction of sub-structure	basement/ground slab	20 weeks
Construction of superstructure	columns/floors/roof	20 weeks
Construction of envelope	roof covering/glazing	11 weeks
Internal works	blockwork/ services, etc.	38 weeks
External works	carpark/drainage/landscaping/car park	28 weeks
Refurbishment works	various	36weeks

To mitigate noise impact, best practicable means of noise control described in BS5228/1 is to be included in contract specifications and EAP. It will be particularly important for the Arts Centre activities, since the ES considers there may be some severe temporary impact here, and noise is likely to be audible for some of the time at nearby dwellings and may provoke complaint at some times.

The indirect noise and vibration from changes to the traffic patterns will have some affect along some local routes from construction vehicles. Inbound construction traffic for phase 1 will use Escourt Road and College Street to access the site, and outgoing traffic will follow Queens Road and St Marks Road. However, the traffic predictions indicate that those roads which will experience the greatest increase in HGV traffic, will conversely experience a reduction in total traffic flows (see following Section on traffic) as a result of the closure of the College Street access. The results indicate either a residual negligible negative impact on defined construction traffic routes or in the case of College St a negligible positive impact. The restriction on construction hours and delivery times can be controlled by condition. As the number of HGV construction traffic movements will be low compared with the total flows in the city, the ES considers that the risk to buildings from vibration from construction traffic on the public highway is insignificant. However it does suggest any defects in the access roads should be rectified in advance of works to minimise the impact from vibration and load rattles.

In the operational phase, the principle impacts are likely to arise from the change in traffic patterns and fixed plant. Again the ES, based on the predicted traffic flows, considers that noise impacts will vary from negligible negative in Belle Vue Road and

Endless Street, to negligible positive in College Street, as a result of the closure of the College Street access. A condition can be imposed to control noise from plant such as heating systems.

Overall, subject to appropriate conditions and implementation of best practice mitigation measures it is not considered that the noise and disturbance during construction or operation of the building will have such adverse impact on levels of amenity in the area, so as to warrant withholding permission on such grounds. The Council's Environmental Health Officer raises no objection subject to appropriate conditions (see consultation response in Section 6).

9.12 Traffic, Transport and Public Access

Main Policy background: Local Plan – G1, TR1, TR9, TR11, TR12, TR13, TR14; Structure Plan DP1, DP3, DP5, T1, T3, T4, T5, T6; RPG – VIS1, VIS2, TRAN1, TRAN3, TRAN5, TRAN10; RSS – SD1, SD2, SD3, SD4, A, D, PPS1, PPG13

ES Summary:

“The application site is located within the centre of Salisbury. The proposed development will reduce the number of parking spaces within the city centre, and as part of the SDC Travel Plan, the number of staff travelling into the city centre by private car will also be substantially reduced. The development is well served by public transport and has adequate pedestrian and cycle routes to the rest of the city centre.

This assessment considers the traffic impact of the development during both construction and operational phases. The peak period of the construction phase and the year of opening for the operational phase have been assessed. Although the construction phase will cause a slight increase in traffic flows within this area of Salisbury, traffic numbers associated with SDC operations will not generally increase. In fact, with the removal of parking spaces and the development of the SDC Travel Plan, the traffic flows to and from the offices are likely to be substantially reduced.

During construction, closure of the College Street car park access and use of part of the car park for construction operations, will create reduction in traffic flows benefits on some routes. Due to the redistribution of traffic, however, a number of routes will experience a moderate negative impact in terms of operational / safety issues, whilst there will also be a minor negative social (public perception) impacts. To mitigate these impacts a number of measures are proposed.

Once operational, even with the reduction of parking spaces and the implementation of the SDC Travel Plan, redistribution of traffic using the site will cause moderate negative impacts in terms of operational / safety issues and minor negative social (public perception) impacts. No mitigation is available to reduce these impacts”

Officer Comments:

In terms of accessibility Officers consider that the site's city centre location supports sustainable modes of transport, reduces the need to travel by car and enable linked trips in the town centre. It would be in line with national planning policy guidance on such matters (e.g. PPG13) and with regional and development plan policies which support sustainable land use patterns. The site has good level pedestrian links with the commercial centre and bus station (400m) with recent traffic calming improvements in the area and a 20mph speed limit. The site is adjacent two local cycle routes and within 500m of the Avon Valley cycle route. Some 20 new cycle stands are proposed within the forecourt area of Bourne Hill. Bus interchanges are

located at the Bus Station, Blue Boar Row and The New Canal. There are regular bus services which link Bourne Hill with the city centre interchanges and a bus stop outside of the offices linked to the Real Time Passenger Information system. Three Park and Ride sites are in operation (Wilton, Downton Road and Beehive) with the London Road site due to open later this year, whilst the Petersfinger site is currently the subject of a planning application. The sites run at 10 minute intervals at peak times and 15 minute interval for the rest of the day.

Notwithstanding this, there is still considerable local objection to the proposal on the grounds that it will attract substantial additional traffic to the site / car park and the surrounding residential roads, which residents feel are not suitable or adequate, will add to the pressure for on-street parking and result in highway safety issues. However, the work carried out by highway consultants Mott MacDonald in connection with the EIA predict that the traffic flows experienced on some roads will not be significant, and some roads will experience a reduction in total traffic flows during construction and once operational. This takes into account re-distributed traffic flows as a result of the closure of the College Street car park access, from cars currently using the car park as a north-south 'rat run' (from College Street to Endless Street) estimated at 180 per day, and about a 50% reduction in the overall number of parking spaces for staff, visitors and the public generally. The analysis and rationale presented by the applicant seems reasonable and the Local Highway Authority has not disagreed with the findings. It is suggested that of the 97 spaces that will be available in the car park, some 58 will be 'allocated' for staff (essential users) and visitors (including 6 disabled spaces) with the remaining 39 spaces presumably available for the general public. A further 100 or so staff with essential user permits will be able to use other car parks in the city. Some clarification about how the car park will be managed in terms of the parking split between staff and visitors and general public during and outside office hours has been sought, although the management of this is within the control of the applicant. The ES states that with an area allocated for staff parking, the cars are likely to be parked for longer periods and a reduction of short term parking (e.g. shopping trips), which will in term tend to further reduce traffic movements in the area.

It has been indicated that during construction two thirds of the car park will be kept open (approx 97 spaces) whilst car parking would be lost in front of the swimming pool and within the Council Grounds.

Of the mitigation measures proposed during the construction phase, these include a restriction on construction hours (a planning condition can be imposed), lorry routing agreement, wheel washing and travel plan for construction workers (these can be included in the Environmental Action Plan).

No particular highway safety issues have been identified in the impact assessment as significant. The accompanying Transport Assessment by Mott MacDonald has reviewed Personal Injury Records in local streets which are not clustered (mainly in Bourne Hill / Escourt Road and Bedwin Street) and suggests that there is not an existing road safety issue. Whilst a slight increase in traffic flow is predicted in Bourne Hill and Bedwin Street due to traffic re-assignment, this is not anticipated to have any material impact on highway safety. It is acknowledged that there is a possibility that motorists may 'rat run' through Wyndham Terrace, to reach Belle Vue Road, which is unsuitable to carry through traffic because of its poor alignment and constrained width. In mitigation, the ES recommends that traffic management options (e.g. making the road one way) are discussed with local residents and the highway authority, and implemented prior to closure of the College Street access. Officers would comment that whilst the Local Highway Authority has suggested that this can

be conditioned, it cannot be dependent upon the implementation of a scheme which requires Road Traffic Orders to be approved, since this is subject to separate legislation and procedures, and possible objections. However, the 'Memorandum of Understanding with the applicant could include a commitment to pursue options with the local highway authority and in consultation with local residents towards implementation of an appropriate traffic management scheme.

In the ES the poor surfacing of the narrow footways either side of Rolleston Street has been noted as being below an acceptable standard. This has been identified as being one of the principle pedestrian routes from the Bus Station to Bedwin Street, and then to Bourne Hill. Whilst there is no scope for widening the footways, the ES recommends mitigation by in the form of consideration being given to resurfacing of the footways to minimise risk to pedestrians are minimised. This is likely to principally be a funding issue, but could be included in the Memorandum of Understanding (see Section 10).

During construction, the ES notes that it may be necessary to temporarily remove some parking at the junction of Queens Road and St Marks Road and at one location in St Marks Road where it is of limited width, should any abnormal loads needs to visit the site. In Phase 2 it is suggested that the traffic calming feature in Bourne Hill will have to be removed. The Salisbury Joint Transportation Team has raised queries about the number of lost parking spaces associated with these measures and whether any alternative on-street parking is being made available for the residents in Zone A and Zone E. Whilst this is largely a matter to agree with the WCC, it is considered that some clarification is required and this is included in the recommendation (see Section 10).

As the only access to the car park will be via Belle Vue Road, the existing access (which is narrow) will need to be altered and widened. This is only indicated at small scale on the submitted plans and further details will be required, and to be agreed with the Local Highway Authority and implemented prior to closure of the College Street access. This can be controlled by condition (see Section 10).

WCC have requested further technical information regarding the access and turning where the internal service road on the east side of the Council House joins to access road from College Street, to ensure that this can accommodate a large sided HGV. This information is currently being undertaken by the applicant and is included in the recommendation (see Section 10).

During construction, some footpaths will need to be temporarily closed or diverted. Plans indicate a footpath would be retained on the south side of the access road from College Street into the Council Grounds, where it would immediately be diverted through the eastern side of the landscaped gardens, although there is no lighting here. A link is still provided to the gap in the wall between the car park and churchyard, behind the proposed site compound. It is a little unclear, however, whether a footpath link would be protected on the north side (swimming pool side) of the College Street access to Belle Vue Road and the footpath which runs along the rear of the properties in Belle Vue Road, without having to cross the recreation ground. It is thought that some kind of arrangement could be secured to maintain this east-west link during construction – confirmation has been sought (see Section 10).

WCC also consider that the opportunity should be taken to make provision for cyclists from the access road to Belle Vue Road whilst this area is being redesigned and landscaped. The applicant is currently considering this request and confirmation is sought under the recommendation (see Section 10).

The Council has recently reviewed and published its staff Travel Plan. It provides a package of measures, guidance and various staff incentives to use more sustainable forms of travel, for example Park and Ride and cycling. However, as the Travel Plan is mainly aimed at staff and also deals with internal staff contract issues, WCC have commented that it is not in the normal format required in connection with planning applications, and will need to be re-drafted with aims and objectives which are SMART. However, it is considered that this can be agreed through an appropriate condition. It is noted that whilst outside cycle parking is provided to the forecourt area, there appears to be no plans for secure /covered cycle storage for staff. Officers recommend that some such provision within or outside the building should be made and details submitted prior to any permission being granted, to consider any associated environmental impacts (See Section 10).

The proposed re-opening of the doorway in the listed wall will enable pedestrians to access the new building entrance from the Arts Centre, and exit likewise. It is noted that the opening will be quite narrow and opens out onto the service road to the rear of the Arts Centre from Bedwin Street. Whilst this route is already used by pedestrians and cyclists, it is also used for service traffic. Although traffic speeds are likely to be low, there may be a safety issue as there would be restricted visibility on exiting the doorway. Whilst the road is not adopted highway, it is considered that a safety audit should be carried out to establish whether there are matters which require addressing and whether adequate mitigation measures can be implemented. It is recommended that this be carried out prior to the granting of permission, in case there should be any associated planning or listed building issues to consider with any proposed mitigation measures.

In conclusion, Officers consider that there should not be any undue adverse impact as a result of the proposals on the local highway network or to local residential amenity subject to the mitigation measures specified in the ES.

9.13 Light

Main policy background: Local Plan G2; CN13, CN14, RPG – EN1; RSS – SD1, SD3, E, G; PPS1, PPG7, PPS23, PPG15, PPG17, PPG19

ES Summary

“The baseline study showed that the site currently accommodates a range of external circulation lighting, light spill from existing buildings and amenity lighting. The level of lighting provided was in accordance with CIE guidelines for an E3 environmental zone. It was observed that improvements could be made to the visual appearance and colour temperature of the lighting on the site as well as the uniformity. The key receptors on the site were identified as residential properties to the north west of the site, bats, sightseers and passers-by, and the historic context itself.

The primary potential impacts of the development were identified to be an increase in Upward Light, obtrusive light on nearby residences, impact on the historic environment and amenity, and safety of persons travelling across the site. The proposed scheme uses building elements, the natural topology of the site, existing and new vegetation and a thoughtful lighting design to ensure that this development will generate a largely neutral impact on the light conditions currently experienced on the site”.

Officer Comments:

The applicant has commissioned consultant engineers Max Fordham to assess the impact of the proposed new lighting scheme. Officers raise no objection to the lighting proposals which need to strike a balance between the need for security and safety, whilst minimising light pollution and impact on wildlife. In addition, it needs to be sensitively designed so that it compliments the new development and respects the listed buildings and their setting in the operational phase. The lighting proposals are outlined under the project description in Section 4. The Conservation Officer considers that a more appropriate style of lighting (which is rather 'box' like in appearance) could be found for the proposed new lamp posts on the east side of the Council House. This is being investigated with the applicant and details of alternatives have been requested (see Section 10).

There is potential for some disturbance to neighbours from light spill or glare during construction (e.g. from site compound), although this is temporary and some mitigation can be put in place as detailed in the ES such that residual impacts are assessed as negligible. Once operational, the specification and design of the lighting scheme is such that the majority of the residual impacts are assessed as either neutral or positive.

One of the lighting features is the lighting of the colonnade on the west side of the new extension by floor and low level lights, and the adjacent garden all of which have not been assessed as having a neutral. As this area is open to the public at all times, it must be adequately lit for reasons of security and safety, including CCTV coverage.

With substantial areas of glazing, the potential light spill from the interior lighting has also been assessed. This has been assessed as having a negligible negative impact, taking into account the following mitigation: -

- The proposal has reduced glazing ratios in comparison to earlier proposals;
- The inclusion of the canopy on the west side will reduce upward light pollution from the building on this side at night;
- The fins on the west side cut off oblique views of the façade and will reduce the impact on residences to the north west of the application site;
- existing trees around the building will limit effect of light spread;
- new trees planted to also contain views;
- the general lighting in the office space will be to 200 lux, not the recommended 500 lux, and local task lights will be used to provide supplementary lighting;
- occupancy sensing on general lighting will ensure that lighting is turned off at night when building unoccupied;
- central off switch will be employed to allow all lights to be switched off at night.

In summary, it is considered that whilst the proposed lighting scheme will have some impact on neighbouring properties, this is not judged to be sufficiently harmful so as to be of concern, and light pollution is mitigated through design and lamp specifications. Adequate levels of light for security appear to have been taken into account to the main circulation areas. Therefore, Officers raise no objection on amenity or light pollution grounds.

9.14 Sustainability Audit

Main policy background: Local Plan - G1, G6, C13, C15, TR1, TR9, TR11, TR12, TR13, TR14; Structure Plan - DP1, DP9, T1, T3, T4, T5, T6, C1, C2, C3, C5, W1, W2; Waste Local Plan – 9, 10, 14; RPG – VIS1, VIS2, EN1, EN2, EN4, EN5, EC1, EC5, EC6, TRAN1, TRAN3, TRAN5, TRAN10, RE1, RE2, RE5, RE6; RSS – SD1, SD2, SD3, SD4, A, E, G, H, ENV1, ENV4, ENV5, F1, RE5, RE6, RE9, W4; PPS1, PPG4, PPS6, PPS9, PPS10, PPG13, PPG15, PPG16, PPS23.

The applicant has undertaken a sustainability audit in term of the contributions and compatibility of the proposed development with regional and local sustainability criteria, including the Local Planning Authority's own SPG on sustainability, which contains a an assessment checklist. The ES sets out the contributions under various 'themes' taken from regional guidance. Officers have drawn out the main contributions from the ES.

Reference is also made in this section to BREEAM which seeks to minimise the adverse effects of new buildings on the environment at global and local scales, while promoting healthy indoor conditions for the occupants. The environmental implications of a new building are assessed at the design stage, and compared with good practice by independent assessors. An overall rating of the building's performance is given using the terms Pass, Good, Very Good or Excellent. This is determined from the total number of BREEAM criteria met and their respective environmental weightings. The building's rating is then displayed on a certificate. The applicant intends that the development should achieve a Building Research Establishment Environmental Assessment Method (BREEAM) rating of excellent.

The points under the following themes are taken from the ES:

Health and Well Being

- The proposed development has been designed to ensure the health and wellbeing of those that use the building.
- With adequate cross flow of air for natural ventilation, the design will ensure adequate fresh air is available to all spaces and that the nearest air inlet is more than 10m from all pollution sources (road, car-park, toilet extractors etc.).
- The occupants will be provided with good levels of daylight and views of the sky and surrounding landscape and internal blinds will be provided for glare control.
- High frequency lighting will be specified to reduce the risk of health problems related to 'flicker' from fluorescent lighting and the internal lighting will be designed to avoid glare and distracting reflections.
- Local user control facilities will be provided for lighting, heating, window and blind systems.
- The proposed development will utilise exposed thermal mass and night-time cooling to improve thermal comfort conditions in the summer months
- Public thoroughfares will be retained and enhanced and access to outdoor amenity areas will be improved. These will include landscaped roof-space and a linear garden.

Economic Development

- Expenditure on construction of the development – will increase the circulation of wealth in the locality and the region.
- SDC aims to specify sourcing of local goods and services wherever possible.

- The construction phase is anticipated to directly support an average of 200 full-time-equivalent job-years (83 full-time-equivalent (FTE) jobs over the 29-month construction period). To take account of the temporary nature of the jobs it is usual to divide the FTE job-years by 10, giving an equivalent total of 20 full-time jobs created as a direct result of construction.
- The multiplier effects of development will also generate positive indirect impacts on employment and the local economy via the 'supplier effect', whereby jobs are created and supported providing goods and services to the construction industry. There will also be an 'income effect' whereby those employed by the project will spend a proportion of their wages on goods and services in the locality.
- Salisbury District Council provides a service financed by taxation of people and businesses, for whom it is beneficial for the Council to operate as efficiently and effectively as possible. The proposed development is expected to give rise to efficiency savings to the Council of £500,000 per annum. This will have the effect of allowing the Council to maintain a low level of local taxation whilst allowing for investment in the delivery of better services.

Climate Change

- The development incorporates features to minimise the CO₂ emissions associated with its operational energy consumption, which include:
 - PIR lighting controls (occupancy switching)
 - daylight dimming in open plan work areas
 - reduced general light level in open plan work areas and local task lighting
 - thermostatically controlled heating
 - high efficiency condensing boilers
 - heat reclaim ventilation to service cores and toilets
 - high performance glazing with low U-Values
 - air-tight construction techniques
 - exposed thermal mass with night-time ventilation in lieu of artificial cooling
 - a building energy management system
- The centralisation of Salisbury District Council staff from a number of sites around Salisbury to the application site will lead to an overall net saving of carbon from the applicant's current activities.
- The Salisbury District Council Travel Plan. To reduce car usage and therefore carbon emissions, staff will be actively encouraged to make use of public transport through incentives such as interest free loans for annual rail and bus season tickets, vouchers towards the cost of public transport and the provision of pool bicycles. Implementation of the SDC Travel Plan at the site will be regularly monitored to ensure that sustainable modes of transport are promoted and an annual Bourne Hill Green Travel Plan Review meeting will be undertaken by relevant council officers.
- The proposed development includes energy sub-metering to facilitate energy monitoring of building services and energy produced by the end user. Monitoring and interrogation of energy usage will improve energy efficiency.

- Insulating materials will be specified that reduce the potential for long-term damage to the Earth's stratospheric ozone layer and the potential for increased global warming. The building envelope has been designed to reduce heating requirements by utilising passive solar gain and reducing infiltration heat losses.

Development and Planning

- The new development is wholly situated on a previously developed site and follows planning policy encouraging the re-use of existing buildings.
- The design has been developed to facilitate straightforward building services commissioning. A specialist commissioning agent or manager will be appointed to ensure that seasonal commissioning is carried out in a co-ordinated and comprehensive manner, under CIBSE/BSRIA guidance, for a period of a year after completion.
- A Building Users Guide will be created to enable the building users to understand and operate the building safely and efficiently, in the manner envisaged by designers.
- The redevelopment construction process will be managed in an environmentally sound manner in terms of resource use, storage, waste management, pollution and good neighbourliness wherever possible.
- The application site includes a Grade II* listed building within a Conservation Area and an Area of Archaeological Significance, and lies in close proximity to a Scheduled Monument. The design and layout of the proposed development was selected from a number of alternatives to respect the environmental sensitivities and character of the Listed Building and its historic setting.
- The flood maps for the River Avon and the River Bourne within the Salisbury area indicate that the application site lies outside of the flood plains of both rivers and is at less than 1 in 100 year risk of fluvial flooding.
- The water attenuation and disposal measures included in the proposed development will create a 13% decrease on the quantum of baseline surface water runoff. This will reduce the current level of pressure on the surface water network during peak flows, and reduce the potential for localised flooding.

Regional Inequality /Access

- Pedestrian access to public services will be enhanced and the centralisation of offices will provide a better public service, by reducing the need to travel between offices and providing a more efficient 'one stop shop' approach.
- Provision is also made for disabled access and parking. An independent access audit commissioned by SDC for Bourne Hill found that, in its present state, most of the Council house is inaccessible to those with access difficulties. The proposed development will achieve Disability Discrimination Act (DDA) compliancy to most of the existing rooms of the house and the new building will be DDA compliant.

Sustainable Communities

- To involve the local community in the proposed development, the applicant consulted a wide range of organisations, local groups and residents in the area about various options/alternatives for the reorganisation of the council offices.

Comments received informed the development process and guided the decision to build new offices at the rear of Bourne Hill. Public consultation also provided input to plans to minimise traffic and car parking impacts on local residents.

- Access to the house will be controlled by a new centrally located security point, located beneath the main house stair. The new lighting scheme will help to improve security; the installation of more external lamps will create greater uniformity of external lighting and thereby reduce the risk that is associated with bright and dark spots, without increasing overall light levels. The external lighting of car parks and public footpaths is designed to conform to the standards set out in the CIBSE Lighting Guide 6, BS 5489 - 1: 2003, and Secure by Design Guidelines. The landscape proposals for the proposed development are designed to reduce current and avoid creation of new isolated areas at risk of crime.

Biodiversity and Landscapes

- The proposed development will minimise negative ecological impacts of new development via retention and protection of mature parkland trees.
- The development will maximise the biodiversity gain by habitat creation, including bat roosting and bird nesting opportunities, additional trees, dead wood habitats and a brown roof.
- The applicant will minimise long term impacts on biodiversity by implementing a five year ecological management plan, agreed with the County Ecologist.
- The proposed development will also contribute to the Wiltshire Biodiversity Action Plan (BAP) targets for urban habitats, which include the aim to achieve an overall biodiversity gain on 50% of new developments in Wiltshire.
- The proposed habitat creation and enhancement will also assist in achieving the UK BAP targets to maintain the existing population size and geographical range of Pipistrelle bats (*Pipistrellus pipistrellus*).
- Landscape works will include the replenishment of existing parkland tree resource by planting up to 48 semi-mature parkland trees.
- Light Pollution will be minimized either by selection of lamps with low or zero ULOR_{inst}, or by using measures to stop light being emitted above the horizon. Low Upward Light Output Ratio (ULOR) fittings will be specified for external lighting and the car park. The inclusion of the canopy on the west side of the new building will reduce upward light pollution from this side of the building at night.
- Visually the site area is very well contained and principal views are local in nature. Views which will be impacted by development will be mitigated by planting of new parkland trees.

Learning and Skills

- The construction phase will support the training and development of construction employees. Council personnel will be trained appropriately for their specific roles and encouraged to continue training throughout their career.

Transport

- Centralisation of Salisbury District Council staff will reduce the need for the public and council staff to travel between offices.
- Travel Plan measures
- Covered and secure cycle parking spaces will be provided with showers, changing rooms and locker facilities. The location of cycle parking spaces within the developed site has yet to be determined. Staff will be encouraged to use their own bicycles to ride to work with every employee living within 5 miles of the site being provided with a cycle map and personalised cycle route planning. Vouchers and interest free loans to buy bicycles and equipment will be offered to all staff and mileage is paid to those using their own bicycles to travel on Salisbury District Council business and a new range of pool bikes will be provided with improved signage of cycle routes and parking facilities around the city.
- Salisbury District Council has set up a SMART Travel car sharing scheme.
- The council is implementing measures to encourage staff to relinquish their city centre car parking passes in return for passes for the appropriate Park & Ride site. At present over 300 staff are provided with city centre car park passes.
- Salisbury District Council will no longer subsidise increases in the cost of long term parking. In the future, non-essential car user provided with car parking permits will need to contribute towards the cost of parking
- The council offers staff an interest free loan for annual rail and bus season tickets and provides rail warrants for longer distance trips on SDC business. The council also proposes to offer all employees who live more than 2 miles away from their place of work an annual subsidy of £484 towards their public transport costs.
- Awareness of the true cost of motoring is being raised among employees by the SDC Travel Plan campaign leaflet to *'Add Up Your Costs'*.
- A commitment has been made by SDC to provide pool cars to ensure that all non-essential car users can access transport other than their car for work purposes, with a longer term aim of reducing the use of personal cars by essential car users through the use of an extended pool car fleet.
- The proposed site layout alters the pattern of vehicular circulations and creates car free linkages of all parkland spaces around the application site.

Natural Resources

Best practice will be used to minimise water pollution during construction by:

- Storage of fuel or chemical, refuelling areas and construction materials (including potentially contaminated spoil) in bunded areas with impervious bases, and in accordance with relevant Pollution Prevention Guidelines;
- Formulation of procedures on refuelling, on safe use of chemicals, and on use of heavy plant around the site,
- Testing of potentially contaminated made ground in the vicinity of the Print Room and the former Aboveground Storage Tanks (ASTs). Removal of material for off-site disposal if concentrations detected pose concerns over groundwater pollution, plus validation testing following removal of contamination

- Siting of the construction compound and construction vehicle parking away from and downhill of excavations and away from surface water drains
- Security measures such as locked valves and taps on fuel and chemical containers when unattended to prevent vandalism and deliberate spillages,
- Minimisation of the length of time significant quantities of fuels, chemicals and spoil are located on site, and the minimisation of the number of vehicles near excavations,
- Minimisation of length of time that excavations are open and have vehicles working alongside,
- Appropriate containment measures to be utilised for any potentially hazardous substance to be used or stored on site;
- Formulation and testing of an emergency spillage procedure to ensure that procedures to prevent or mitigate impacts due to accidents or spillages are in place and operate effectively,
- Provision of site specific environmental awareness training of key staff,
- Maintenance of vehicles with leaks to be repaired promptly,
- Protection of soakaways during construction (assuming they would be constructed early on) through low earth bunds to prevent drainage inflow etc.,
- Reference to good practice documents such as CIRIA (1999) Environmental Good Practice On-Site (C562).
- During operation, run-off from buildings and hard surfaces will not be allowed to pollute water courses. Drainage from the disabled car park will be via a petrol interceptor.
- During construction, methods for limiting emissions from vehicles and plant will include use of low emission vehicles and plant fitted with catalysts, diesel particulate filters or similar devices. All project vehicles, including off-road vehicles, will hold current MOT certificates, where required due to the age of the vehicle, (or to be tested to an equivalent standard) and will comply with exhaust emission regulations for their class.
- Plant must be well maintained, with routine servicing of plant and vehicles to be completed in accordance with the manufacturer's recommendations and records maintained for the work undertaken. The engines of all vehicles and plant on site are will not be left running unnecessarily.
- The use of diesel or petrol powered generators will be avoided in favour of mains electricity or battery powered equipment. Energy efficiency will be maximised by use of alternative modes of transport and by maximising vehicle utilisation by ensuring full loading and efficient routing.
- During operation of the proposed development, the implementation of the SDC Green Travel Plan (see 'Climate Change' and 'Transport') will help to reduce air pollution. The predicted carbon emissions of the proposed development are expected to be lower than the combination of emissions from the offices before the centralisation.
- The development aims to minimise potable water consumption for sanitary use in the building through the specification of water-efficient fittings, such as non-concussive spray taps, and 6/4 litre dual flush WC's, replacing the existing 10 litre flush WCs. Water conservation measures will also be implemented, including rainwater recycling and major leak detection.
- Rainwater will be collected from the roof of the new offices and used for flushing toilets throughout the new building. Metering will be provided on the incoming mains water supply, together with an automatic leak detection system which will

allow prompt repair of leaks and maintenance of water efficiency levels. The efficiency measures therefore equate to a saving of 30% for the new development.

- The development includes energy sub-metering which, by monitoring and interrogating energy usage, will improve energy efficiency
- The development will, where possible, re-use materials produced as a by product of the demolition process elsewhere on site. For example, historic bricks will be cleaned and stored in readiness for re-use in repair and restoration work on the application site.
- Where materials cannot be re-used or re-cycled on site, they will be taken off-site and will be recycled as far as possible (Table 15.3 refers).
- In February 2003, Salisbury District Council implemented an environmental awareness programme, called the '*Environmental Champions Scheme*', at the District Council Offices at Bourne Hill, Wyndham Road, Pennyfarthing Street and 26 Endless Street. The scheme's aims were to provide staff with the knowledge and skills required to enable them to implement a waste and energy reduction programme. The scheme was audited in September 2004. The resulting report indicated a 7.35% reduction in paper use, a 62.3% reduction in waste to landfill, and a 1.3% reduction in energy use. The systems that were put in place to generate these reductions will be carried forward to the proposed development.

Business and Work

- Use by council personnel of nearby city centre businesses during lunch breaks, and visiting members of public to the Council's customer contact centre making linked trips, will help to support both the economy of the central district and public transport infrastructure, especially the Salisbury Park and Ride facilities, which themselves contribute to the city economy.
- The development will result in vacation of several office sites in the city centre. These sites, together with other council property, will be disposed of to partially fund the development construction costs. Inward investment will be encouraged by freeing up valuable city office space for local businesses (with potential for new employment opportunities) and by encouraging investment in redevelopment of the land for other purposes.

Cultural Heritage

- The Council House is a Grade II* Listed Building and several Grade II listed garden features, including brick garden walls, urns and a sundial, lie within its grounds. The proposed development offers an opportunity for continued use of the building, which is essential to ensure its long term survival, and will improve public access to the building.
- Planned restoration works will restore many of the rooms of the Listed Building of particular historical significance, but which have been subject to modern alterations, to their former proportions.

Conclusion

The proposed scheme exhibits satisfactory levels of compliance and contributions towards sustainable development objectives.

9.15 Environmental Management

In assessing the impacts of the proposed development, reference has been made to an Environmental Action Plan (EAP). This would contain detailed mitigation measures covering a range of environmental impacts. A Draft EAP is included in the ES in table form, identifying the key components. This is attached as **Appendix 11** to this report. Officers recommend that the detailed EAP is made a conditional requirement of planning permission. It is expected that there might be some overlap with a Memo of Understanding, which is being prepared in connection with the listed building refurbishment and repair works and long term maintenance / management plans for landscaping and archaeology.

9.16 Cumulative Impacts

In assessing environmental impacts in an EIA, consideration should be given to possible cumulative impacts with other nearby planned developments. The former swimming pool comprises a vacant building which may be subject to future redevelopment. Currently, there are no development plans for this site to assess. The ES has given some consideration to the potential cumulative impacts if this site was redeveloped. Whilst acknowledging that there would be some cumulative impact, the effect will depend upon the type of redevelopment. It suggests that the site is more elevated and visually exposed than the application site, and is also in proximity to the SAM. There would be a potential cumulative impact of three new buildings within relative close proximity to each other, and views into and out of the Conservation Area would be affected. It is noted that differing massings and height will result in different impacts on views in relation to the office project extension. It is suggested that the significance of those impacts would need to be the subject of careful consideration, if plans for the redevelopment of the swimming pool come forward.

Officers concur that the swimming pool site is sensitive. The surrounding open space is protected under the current Local Plan as an important open space and, therefore, there would be limited scope to expand beyond the footprint of the current site under the terms of this document, thus imposing a restriction on the scale of any redevelopment. However, such matters of scale and design of any new building would need to be considered on its merits, taking into account the planning circumstances at that time, and the site may be subject to the preparation of a planning brief.

9.17 Registrars' Office

The planning application includes a proposal to two rooms on the ground floor (currently used as meeting rooms) in the Council House as a wedding suite for WCC Registrars Department Office (WCC) and two rooms on the upper ground floor as offices and reception areas. In fact, a Registry Office is principally a Class B1 office use and in planning land use terms, it is not considered that there would be a material change of use of the building overall, from its current office use. In any event, in principle the use is considered acceptable. Local Plan policy PS1 promotes community facilities within settlements and Policy CN4 permits the change of use of listed buildings if it would contribute towards the retention of such buildings without adversely affecting their character, setting or structural integrity, and doesn't give rise to harmful effects on the general environment of the area.

The proposals are part of the package related to the refurbishment of the listed building, and through their use would enable wider public appreciation of the interior of the listed house. It is considered an entirely appropriate use for the building and its attractive setting, representing an improvement over the current premises a short distance away in Bedwin Street. The office would be in a highly accessible location and the forecourt area

will only be used for setting down and picking up for weddings, representing an improvement over the existing situation in terms of visual setting and access. Officers raise no objection on policy or development control grounds.

9.18 Public Art

Officers have been advised that an artist has been commissioned by the applicant to prepare some public art for the scheme, working with the local community. However, there are no details at this stage as it is early in the process. Appropriate public art can make a unique and positive contribution to development and refurbishment schemes, and is encouraged under Local Plan Policy D8 and Creating Places SPG. It is suggested, therefore, that this could be included in the Memorandum of Understanding (see recommendation in Section 10).

9.19 Balance of Effects

As the ES points out, all developments have environmental impacts, both adverse and beneficial and in considering those impacts, it is not possible to compare the relative values of dissimilar features. The fact that the development might cause some adverse effect is not, in itself, a compelling reason to refuse planning permission does not in itself. Neither is the presence of positive effects alone necessarily sufficient to grant consent. The ES states:

The purpose of this EIA is, therefore, to describe and assess predicted impacts objectively, so that any decision on the merits of the proposed development at the Salisbury District Council (SDC) Bourne Hill premises can respond to the question of whether, on balance, negative implications of development are outweighed by significant benefits.

*The ES concludes that the principle of the proposed development complies with national government policy on sustainable development that also delivers economic, environmental and social benefit. In particular its location addresses government policy to promote public access to services and encourages use of sustainable transport modes. It provides an economically viable opportunity to conserve and enhance the Grade II*listed building. At the local level, it is promoted as being in accordance with development plan policy which allow office development within the Salisbury Central Area, and creates opportunities for enhancement and long term management of biodiversity and the historic landscape.*

Mitigation is an important element of the impact assessment and the ES suggests various mechanisms, through conditions, an Environmental Action Plan and Memo of Understanding (in place of a legal agreement) to secure their implementation. The measures have been discussed under the various impact assessments above.

Regarding the demolition of the Victorian extension and scale and contemporary style of the new extension in terms of the impact on the listed building and Conservation Area, the ES considers that the weight to be attached to apparently disparate objectives should be discussed in the light of the 'key effects'. The ES concludes by summarising all the key impacts with residual impact assessments. The key effects are described as follows:

The key positive effects of the proposed development are:

- *Improved operational efficiency and more sustainable employee and public access to council administrative services.*
- *Repair and refurbishment to the historic Council House, including public access to significant elements of the publicly owned cultural heritage.*
- *Improvement of the setting of the Scheduled Monument, the North Garden and the council grounds.*

The key negative effects of the proposed development are:

Disruption to the amenity of some local residents during the construction period, including nuisance from traffic and plant noise, and limited disturbance to views of the Listed Building. A general change in the landscape/townscape due to replacement of the long-established Victorian extension with a larger building of contemporary style.

The ES concludes:

“Although this ES has described negative impacts of the proposed development on particular elements of the Council House and its environs, these impacts are outweighed by the overall benefit that the development will generate to efficient delivery of council services public and to the historic environment by securing and safeguarding the long term survival of the Listed Building and its setting”.

Officers do not disagree with the definition of the key effects in the ES. With respect to the weight to be attached to the impacts, this has been discussed above and is concluded below. A table of ‘key’ impacts is also provided in the ES Non-Technical Summary’ and attached as **Appendix 12** to this report.

9.20 Conclusion

The need for the proposed scheme has been outlined in this report. In reflecting the Council’s core values, the applicant’s aims are:

- to improve customer services through a one-stop shop for all services.
- to achieve cost savings through the reduction of duplication, improved productivity, reduced running costs and sale of surplus buildings enabling investment in enhancing and conserving the Council House and surrounding landscape.
- to provide an accessible building for customers and staff, including people with mobility disabilities.

The applicant’ considers that centralising at the Council House provides a unique opportunity to:

- conserve the Council House and create a landmark building of the future
- promote environmental sustainability and economic vitality
- meet the needs of our users both customers and staff through a fit for purpose building which is well known and recognised.
- Retain the Council House in public ownership.

Officers consider that the above public benefits are acknowledged matters of interest.

The applications themselves are quite complex in nature and raise issues of high sensitivity. The request for an Environmental Impact Assessment is a measure of the potentially significant impacts that the proposed development could have on the local environment, given the heritage issues associated with the site. The applicant has commissioned extensive research on the history and development of the site, commissioned conservation plans, a fabric condition survey and heritage impact assessment, which have informed matters of principle and the design of the scheme through its various stages of development, responding to the constraints and opportunities of the site. At the same time, retaining the viability of the scheme and meeting the client's requirements has clearly presented the architects with some challenging issues.

One of the most challenging issues of fundamental importance has been reconciling the potential conflicts arising from the placing of a substantial structure in a contemporary style adjacent to a significant 17th Century Grade II* listed building, without adversely affecting its character and setting. Many third party views have been expressed on this issue, with a considerable number of objections to the scale and contemporary design of the new extension. The views of the various consultees (including the amenity societies) commenting on this issue are also noted. Officers consider that these views are perfectly valid issues to consider for both planning and listed building applications.

It is clear, however, that considerable effort has been made to reduce the impact on the listed building through the development of its design, as detailed in this report. Officers consider that when this is taken into account together with the wider public benefits of the scheme, including the complete repair and refurbishment of the Council House and long term maintenance plans, then a balanced view of the scheme as a whole is required.

Notwithstanding this, on the matter of design and scale, this has been scrutinised carefully by the Council's Design Forum. In view of the representations received a decision was also taken to seek an independent review by the Design Review Panel for the South West (funded by the RDA), who have had no previous involvement in the project. English Heritage has been involved in advising the Council on this project since it was initiated. In their formal response English Heritage recommend that in weighing the significant impacts on the historic environment against the quality of the proposed design and public benefits, on balance, the application is acceptable. Also, taking into account the design reviews, it is considered that the design of the new extension itself is of high quality and will make a positive contribution to the Conservation Area.

The public concern regarding the loss of the area of the North Garden (referred to in more recent years as the 'secret garden') is acknowledged. However this is considered acceptable following research of the significance of this area, in the context of the overall scheme and taking into account the proposed mitigation / compensatory measures, such as new landscape and habitat creation.

Therefore, the Officers overall conclusions on the conservation issues generally are that the negative impacts associated with the impact on the setting of the listed building and loss of the north garden are outweighed by the positive elements of the proposed scheme and the clear public benefit of having the majority of the Council's services located in a 'one stop shop' facility.

There is considerable apprehension from local residents about the potential increase in traffic in the local roads. But in view of the significant reduction in parking and

implementation of the Council's Travel Plan, the traffic flows are predicted to only marginally increase on some roads and should result in an overall reduction in traffic flows to and from the offices. It is not considered, therefore, that there will not be any undue harm to the local road network or to the residential amenities of the area, through a significant increase in traffic. It has to be acknowledged that there will be some temporary disturbance and disruption as a result of the construction works over two or three years, but it is considered that adequate mitigation measures can be implemented to minimise the impacts to a reasonable level. An Environmental Action Plan will be prepared that will include a range of mitigation strategies to minimise environmental impact, particularly during the construction works.

Taking all the above into consideration, on balance, the scheme is considered acceptable, subject to securing adequate mitigation measures, repair and refurbishment works to the listed buildings and long term maintenance and management plans for the site, as detailed below.

10 RECOMMENDATION:

10.1 Planning Application (ref S/2006/0200)

Subject to the following matters being completed prior to the granting of planning permission and delegated to the Head of Development Services:

1. A `Memorandum of Understanding` in respect of:
 - i. A scheme for the carrying out (including timing) the repair and refurbishment works to the Listed Buildings and associated structures within the Council House Grounds, and the maintenance thereof.
 - ii. A plan for the long term maintenance and management of existing and new landscaping (including tree stock) and habitat creation on the site and Council House Grounds.
 - iii. A plan for the long term management and archaeological preservation of the Council House Grounds.
 - iv. A scheme for the maintenance and cleaning of the new building.
 - v. A scheme for the provision public art.
 - vi. A scheme to monitor and pursue if necessary, traffic management measures to mitigate the impact of 'rat running' through Wyndham Terrace, as a result of the closure of the College Street access.
 - vii. A scheme for the surfacing of the substandard pavements in Rolleston Street from the Bus Station to Bedwin Street, to facilitate improved pedestrian access to Bourne Hill.
2. Receipt and approval of the following matters:
 - i. A scheme for the replacement of the recycling facilities currently at the northern end of the site.
 - ii. A scheme for the provision of secure covered cycle storage.
 - iii. Further details of the proposed car park access alterations from Belle Vue Road.
 - iv. Further details of the turning head at the northern end of the site to demonstrate adequacy for accommodating rigid HGVs servicing the building.
 - v. The undertaking of a safety audit in respect of the proposed re-opening of the doorway in the listed wall along the west boundary of the site and adjacent the Arts Centre service road and that any public safety issues identified can be satisfactorily be overcome with suitable mitigation measures, to the satisfaction of the Head of Development Service.
 - vi. Clarification concerning the extent and duration of any temporary removal of parking in St Marks Road, College Street and Bourne Hill, and any proposals for alternative parking for residents.

- vii. Confirmation of the maintenance / route of an east-west pedestrian route from College Street to Belle Vue Road during construction.
- viii. Confirmation / amended plans to include the provision of a suitable east-west cycle route from College Street to Belle Vue Road during the operational stage.
- ix. Details of the precise positioning of the proposed new tree planting in the vicinity of the Scheduled Ancient Monument.
- x. Further details, including where required plans at an appropriate scale in respect of the proposed replacement roof lights to the Council House.
- xi. Alternative suitable lamp designs for the east side of the site.

AND

Provided the Secretary of State does not require the application to be referred to him, and / or subject to compliance with any Direction which may be issued by the Secretary of State, prior to completion of items 1 and 2 above.

Then,

Planning permission be granted subject to conditions as listed in **Appendix 13** and any such further conditions or amendments to conditions as considered necessary and appropriate in connection with the above, to be delegated to the Head of Development Services.

10.2 Listed Building Application (ref S/2006/201)

That this application be forwarded to the Secretary of State (GOSW) for determination in accordance with the requirements of Regulation 13 of the Planning (Listed Building and Conservation Areas) regulations 1990, and that the Local Planning Authority raise no objection subject to conditions.

A list of recommended conditions is attached as **Appendix 14**.

11 APPENDICES

Appendix 1: Planning History

Appendix 2: English Heritage Consultation Response

Appendix 3: Design Forum Minutes

Appendix 4: Salisbury Conservation Advisory Panel Minutes

Appendix 5: South West design Review Panel letter

Appendix 6: Third Party Responses and Officer Comments

Appendix 7: Table of Alternative Sites (ES)

Appendix 8: Impacts on Principal Views (ES)

Appendix 9: Summary of Impacts to the Historic Built Environment (ES)

Appendix 10: Summary of Archaeological Impacts and Mitigation (ES)

Appendix 11: Draft Environmental Action Plan (ES)

Appendix 12: Table of Key Impacts (ES NTS)

Appendix 13: List of Conditions for Planning Application S/2006/0200

Appendix 14: List of Conditions for Listed Building Application S/2006/210