

Date of Meeting	05 MAT 2011		
Application Number:	S/2011/0046		
Site Address:	151-161 and 169 Fisherton Street Salisbury SP2 7RP		
Proposal:	Change of use and redevelopment of existing old school building at No 169 from D1 to a mixed use development comprising of 14 new flats C3 and 1 new office B1/A2 and the redevelopment of No 159-161 from A1 to D1 a new Community Centre for St Pauls Church		
Applicant/ Agent:	Favonius & Co		
Parish:	SALISBURY CITY COUNCIL ST PAULS		
Grid Reference:	413750.79 130294.7		
Type of Application:	FULL		
Conservation Area:		LB Grade:	
Case Officer:	Lucy Flindell	Contact Number:	01722 434541
Application Number	S/2011/0046		
Proposed Development	Change of use and redevelopment of existing old school building at No 169 from D1 to a mixed use development comprising of 14 new flats C3 and 1 new office B1/A2 and the redevelopment of No 159-161 from A1 to D1 a new Community Centre for St Pauls Church		
Officer Report			

Reason for application being considered by committee

Councillor Clewer has requested that this item be determined by Committee due to:

- Scale of development,
- Visual impact upon the surrounding area
- Relationship to adjoining properties
- Design – bulk, height, general appearance
- Environmental/highway impact
- Car parking

1. Purpose of Report

To consider the above application and the recommendation of the Case Officer that the applicant be invited to enter an Agreement which provides contributions towards off site open space and educational facilities, following completion of which the Area Development Manager be authorised to GRANT Planning Permission subject to conditions.

Neighbourhood Responses

5 letters received objecting to the proposal

3 letters received of observation

20 letters received in support

City Council response

Support subject to the condition that it be considered that the lay-by be made a no exit onto Fisherton Street and a no entry onto the roundabout.

2. Main Issues

1. Principle
2. Impact on character of area

3. Impact on amenities
4. Impact on highway safety/parking issues
5. Contamination
6. Protected species
7. Open space/education

3. Site Description

The application site is located off St Paul's roundabout and includes Nos 159-161 (currently vacant but formerly an undertakers), and the former school building at No 169 currently in use as a community centre by St Paul's Church since 2003. The buildings are separated by three commercial shops with flats above but meet together at the rear of the shops. The site is located within a Housing Policy Boundary area.

The buildings are outside the Salisbury City Conservation Area but the former school house (No 1 Wilton Road) is a grade II listed building.

The surrounding area is a mix of residential and commercial uses.

4. Planning History

Application number	Proposal	Decision
2009/1817	Change of use to Class D1 (Non-residential Institutions) to existing building at no.169 and to the rear portion of no.161 Fisherton Street, refurbishment, repairs and various works including new front entrance ramp and foyer.	19/10/2010

5. The Proposal

It is proposed to part demolish/part extend/part convert the former school buildings (currently in use as a community centre by St Paul's Church) into 14 open market flats (including 5 one bedroom, 7 two bedroom and 2 three bedroom units), incorporating an office premises (A2/B1 use class) on part of the ground floor, underground parking for 8 cars, together with a landscaped area for residents, a private garden for one of the units and bin and cycle storage. Vehicular access is proposed via the lay-by accessed from Fisherton Street.

It is also proposed to demolish and redevelop the former undertakers (159-161 Fisherton Street) into a community centre building which the residential element of the scheme will help fund. St Paul's Church has provided a statement of need in support of the application which explains that the proposed community centre will provide a space that serves four purposes: 'a community space with coffee shop; a hireable facility for local community groups; a building in which St Paul's Church's youth and children's programme can be developed; and a conference facility for local and county wide businesses.'

The application is supported with a variety of literature, including:

- Waste Audit for Proposed development at 159-161 & 169 Fisherton Street
- Design, Access & Heritage Statement (including St Paul's Statement of need for the new Youth and Community Centre, Environmental Noise Assessment, Construction Method Statement)
- Sustainability statement
- Bat and bird survey March 2011

6. Planning Policy

The following policies are considered relevant to this proposal

G1 - Sustainable development

G2 – General

G9 – Planning obligations

C12 – Protected species

H8 - Housing Policy Boundary

D1 - Design

D2 – Design

CN5 – Development affecting the setting of a listed building

TR11 - Off street car parking

TR14 -Provision of cycle parking

R2 - Recreational open space

E16 –Employment

PPS5 - Planning for the Historic Environment

PPS3 – Housing

PPS1 – Sustainable development

7. Consultations

Wiltshire Council Highways

The scheme is acceptable and addresses all concerns previously raised at pre-application. The proposed installation of a high-spec barrier and traffic light control system removes the chances of vehicles meeting on the access ramp and reduces the likelihood of vehicles waiting on the highway. There is a requirement for the removal of one on-street parking space and an amendment to the Traffic Regulation Order to reposition the parking space to where the access is currently located. All dropped kerbs which formerly served vehicle accesses are no longer in use need to be reinstated. Recommend conditions applied to any permission (to require the existing road markings to be removed and repositioned, to agree details of the entry gate and traffic light signal system, to reinstate the footway).

Wiltshire Council Waste Policy Team

The information contained within the Waste Audit for Proposed Development is sufficient in terms of the requirements of policy WCS6 of the Waste Core Strategy.

Wiltshire Council Urban Designer – summarised comments received to original plans which have since been amended

The proposals will help to revitalise this end of Fisherton Street with attractive uses.

Concerns with regards to **original submitted plans** regarding the effect of the proposed frontages on the character and setting of the former school building and adjacent area, summarised:

School building

- The loss of the set back children's entrance court from Fisherton Street will unduly reduce the drama and appreciation of the former school building within the street, a key aspect of this buildings worth as a heritage asset. The proposal should retain the entrance courtyard with its attractive railings and gate into the side wing of the building. Any replacement frontage should retain the solidity, mass and height of the existing wing and should follow the style and materials of the original building to not appear out of place with the old school.
- The appearance of the tall ground floor window should be retained by masking the floor division with a slim opaque panel.

New community centre

- Whilst many of the buildings that make up the street are of questionable architectural merit; collectively the level of variation in building height, pitched roofs, building line and articulation within the masonry facades (small projecting gables and bay windows) establish the scale of the facades and give the street interest and cohesion as a whole. A common characteristic of buildings with greater height present pitched roofs and gable ends of limited depth to their sides.

The proposed community centre will be viewed in the above context. The proposed cultural use justifies a prominent building frontage and welcomes a contemporary design approach to the Fisherton Street frontage, although the scale of the building needs to be reduced from both Fisherton Street and to the rear.

Comments to amended plans in full:

The amended drawings respond to my formal comments on this application dated 25th February 2011.

My comment in relation to this is as follows:

169 Fisherton Street

I welcome the retention of the existing attractive railings, plinth wall and gate off Fisherton Street and the set back of the new frontage behind which will give more presence to the main gable ended block of the former school building. It is however a pity the new side wing is not placed further back to allow more than a token entrance court with little room to move beyond the gate swing. Even a few feet would help and I question whether it is not possible for example to practically adjust the size of the communal stair landing depth to achieve this.

The form and appearance of the side wing from Fisherton Street is a significant improvement. The pitch roof now shown in place of the previously proposed parapet and mansard roof together with the lower eaves reveals more of the return face of the main block and now retains some presence of the return of the main block from the street. The depth and pitch of the proposed roof also now appears to visually complement the main roof and help provide a more resolved visual connection of the side wing with the main block.

The amended Fisherton Street elevation appears to now suitably maintain the perception of the tall windows by incorporating what I assume are shown as opaque blanking panels between floors as part of the overall window assembly. Please can annotation be added to clarify this. The window fenestration on the corresponding rebuilt rear gable end (SW elevation) should logically match that facing Fisherton Street and not be multipaned as shown.

151-161 Fisherton Street

The amended proposals reduce the bulky appearance and angular form of the proposed building by

- reducing the overall height
- cutting back the roof slope at the rear to a gentler pitch and lower eaves.
- deleting the second floor terrace framing and reducing the roof overhang

This will significantly reduce the visual impact of the building form on Fisherton Street and Egerton Place. On Fisherton Street the central brick piers are now shown continuing to ground floor providing obvious support for the upper floors and the zinc panels now shown to the rear of the terrace are a more suitable replacement for the timber boarding.

I still have reservations about the much larger scale and overall proportion of the windows and transparency of the upper floors to Fisherton Street in comparison to the other buildings in the street and therefore consider these would benefit from some visually apparent subdivision. For example perhaps simply and subtly expressed by a thicker frame upright/ narrow recessed panel (say 200/300mm wide o/a) through the centreline of each large window, i.e. as part of the window framing itself. I consider this would visually define the windows as 5 smaller overall openings with a vertical emphasis more reflective of the proportions of traditional windows in the street.

Wiltshire Council Conservation Officer – summarised comments received to original plans which have since been amended

Broadly welcome the proposals to bring a much-needed investment into the area. Welcome the retention of the former school which whilst not listed is clearly a heritage asset, and an overly contemporary scheme for the Community Centre building with a mix of styles and scale making for a dynamic townscape.

Wing extension to school building should be set back to allow a view of some of the historic east elevation of the former school

Large ground floor windows of the school building should remain unaltered following insertion of a floor to avoid unbalancing the elevation.

Question use of and amount of different materials

Support new chimneys to contain flues, the retention of the original gateway to the site, the reinstatement of railings, powder coated aluminium windows (subject to details).

New door to side wing should not appear overly domestic or Georgian in style which is at odds with the

character of the school.

No objections to the proposed rear stepping down development subject to appropriate sympathetic materials and detailing.

Wessex Water

The development is located within a sewered area, with foul and surface water sewers. The developer has proposed to dispose of surface water to mains surface water sewer. It will be necessary, if required for the developer to agree points of connection onto our systems, for the satisfactory disposal of foul flows and surface water flows generated by the proposal. With respect to water supply, there are water mains within the vicinity of the proposal.

It is recommended that the developer should agree with Wessex Water, prior to the commencement of any works on site, a point of connection onto Wessex systems.

Wiltshire Council Ecologist

The application qualifies for a bat survey under the Wiltshire Council Ecological Checklist.

Wiltshire Council New Housing Team

The proposed number of residential dwellings falls below the threshold for affordable housing under the current Local Plan and there will therefore be no requirement for affordable housing on this site.

Wiltshire Council Education Department

The housing mix on the application requires 3 primary places at £12,257 (total of £36,771) based on the current cost multiplier.

Wiltshire Fire & Rescue Service

Letter of comments encouraging the use of residential sprinklers, the need to ensure adequate water supply and access for the purpose of firefighting (with reference to the relevant Building Regulations)

Police Liaison Officer

No objections. Due to the location note the necessity to recess the vehicular entry point although appropriate lighting should be used in the undercroft to ensure visibility.

Uniformity of lighting in the underground parking area is more important than levels, reducing shadowed areas which can result in raising the fear of crime.

Salisbury Design Forum

Comments to a similar scheme which was presented to the Design Forum in October 2010 (pre-application):

“A presentation was given by Stuart Pike (Favonius architects), Rob Hibberd (Hibberd Development) and Andrew Robertson of St Paul’s Church.

The site is U-shaped with the former Victorian School building (number 169 Fisherton Street) forming one elevation to Fisherton Street and the former funeral director’s forming the other end (161 Fisherton Street). In between these two buildings are a mix of shops with flats above. Adjacent to the former school is the former school house (no. 1 Wilton Road), a grade II listed building. The funeral director’s dates from the 1920s and is currently vacant. The site is outside the Salisbury City Conservation Area and the Wilton Road Conservation Area.

The church operates the former school as a community centre and it is reasonably well-used. Consideration has been given to upgrading this building but it was felt that the cost of repairs and works needed to update the building did not justify the potential returns. Consequently, the church would like to demolish the funeral directors and build a modern three-floor community centre. Access to the centre would be directly from the pavement, with a café on the ground floor. To the left-hand side of the door, they are proposing an archway at ground floor level to create vehicular access through to a rear service area and to the basement apartment parking. It is envisaged that this passageway will be gated and may utilize a traffic light system.

An overtly contemporary scheme is proposed for this elevation. The architect is proposing large areas of glazing (particularly at ground floor), with a gault brick (to tie in with the almshouses opposite),

elements of larch boarding and, in order to keep a low profile in elevation, a flat zinc roof. There will also be a balcony at first floor level which, it is envisaged, will emphasise the horizontal plane and draw the eye down. The larch boarding will be used at the second floor level.

In terms of the apartments, the intention at the outset was to demolish the school, however, the church have recognised that it is a 'heritage asset' and also has a significant positive relationship to the listed former school house. The proposal is now to retain the front three-storey gable and to convert this to apartments. The rear and side elements of the existing historic building will be demolished and a diminishing two-storey and single storey pitched roofed extensions (built on the footprint of the demolished extension) built to the rear, with a three storey flat-roofed element to the side. A courtyard garden will be created to the west (between the new single storey element) and the existing sheltered housing scheme.

The architect is proposing to salvage bricks from the demolished extensions to utilise in the new side and rear extensions. The rear elements (single storey and two storey) will have pitched natural slate roofs. The side extension will be stepped back from the original gable elevation with a flat zinc roof and large windows echoing, but not slavishly copying, the openings of the original school elevation.

The scheme also provides for basement car parking within the site and below the residential apartments. This will be accessed via the archway to the side of the community centre. The parking isn't needed in policy terms but the church is aware that pressure on car parking spaces is a local issue and that the provision of car parking will enhance the viability of the apartments.

It is proposed that the church will retain the freehold to the residential apartments but they will be managed day-to-day by a management company.

The forum felt the scheme was very well considered given the difficulties of the site and the client's requirements. In terms of neighbourliness, the panel welcomed the commitment to develop within the existing footprint, the stepping down in height of the new rear extension, the creation of a garden on the western side (improving the outlook of the residents of the sheltered housing) and the demolition of buildings hard up against the rear boundary walls of Egerton Place.

In terms of the handling of the elevations, the architectural consensus seemed to be that the street elevations needed refinement. Whilst not wanting to dissuade the architect from a contemporary approach, some reservations were expressed over the community centre, in the proposed location. Whilst not necessarily opposed to a contemporary design, the panel felt that the architect still needed to make the case, in particular the panel commented on the long horizontal rectilinearity of the elevation, which they felt would be at odds with the neighbouring properties. The panel suggested that a coloured up streetscene might be beneficial in terms of considering the impact of the scheme and the choice of materials. Comments were made about the smallness of the archway which some considered too small in scale for the elevation. The panel were also concerned that the archway would be too small for delivery vehicles serving the community centre. Questions were also raised about the choice of materials, in particular the larch element, which the panel felt would not necessarily fair well in this polluted urban environment. The panel felt that a clear rationale for the choice of materials needed to be submitted with an application.

In relation to the apartments, the panel welcomed the retention of the gable elevation of the historic school building as it felt this had an important historic relationship with the former adjacent school house. It had no objection to the demolition of the other elements but questioned whether it would be possible to re-use the bricks in a convincing and subtle manner – given the quality of the Victorian brickwork. It was suggested that a palette of materials more akin to the contemporary scheme might be an alternative approach. The panel felt that the introduction of car parking created lots of problems and wondered whether it was ultimately viable. The panel welcomed the creation of the garden, and also the suggestion that this could potentially be shared with the sheltered housing residents, although there were reservations about how this could be achieved whilst ensuring a secure private space."

Environmental Health

Site is inappropriate for the use of brick crushers and/or screeners on site which can have a very large impact in terms of noise and dust on people living and working nearby. Any significant processing of

demolition materials should take place in a more appropriate location.

The acoustic report submitted with the application confirms that the site is subjected to significant levels of noise, although these are not so significant that appropriate control measures cannot be incorporated into the development.

There is a conflict between adjacent room uses on the first and second floors with respect to flats 8, 9, 12 and 13 and internal layout should be reconsidered.

The community centre is in close proximity to and higher than a number of hot food takeaways/restaurants in the area and the meeting rooms may be affected by the discharge of fumes/vapours/odours from existing extraction systems serving the takeaways/restaurants. Suggest more odour sensitive meeting rooms are placed at the front rather than back of the centre.

Design and access statement mentions "function rooms" in the community centre adjacent to residential uses and if this use includes loud activities the centre will need to be acoustically insulated.

Recommend conditions (acoustic insulation and ventilation of flats facing onto the roundabout; acoustic insulation of the car park and associated ventilation equipment; acoustic insulation of the community centre; use of community centre permitted between 08:00 and 00:00; for the whole of the development no construction work to take place on Sundays or Public Holidays or outside the hours of 07:30 to 18:00 weekdays and 08:00 to 13:00 on Saturdays).

8. Publicity

The application was advertised by site notice/press notice/neighbour notification – Expiry date for amended plans 12th April 2011

20 letters of Support have been received. Summary of key points raised:

- Additional conference facilities are extremely necessary bringing additional funds to the local economy
- Purpose built youth and community centre including coffee shop and internet facilities will support the local community and businesses offering facilities and more activities to residents (especially the more vulnerable residents) within the area and friendly/safe/neutral informal meeting place.
- Will improve/upgrade and enhance the area visually
- Potential to host local charity events and youth outreach initiatives and voluntary community services
- Accessibility of site.
- Fully in keeping with the Government's Big Society projects
- Will encourage further investment in area
- Current facilities are uninviting

3 letters of Observation have been received. Summary of key points raised:

- Concern that church car park will be used increasing levels of traffic on St Paul's Road
- Unclear over what times the youth centre will be operating
- Church should consult local residents in advance of planning applications.
- Pleased that street parking issues addressed by provision for underground car parking
- Suggest conversion of existing building rather than part demolition/new build.
- No 1 Wilton Road is Grade II listed and work practices will have to be taken into consideration also reference to legal right of way over school passage to rear of No 1 Wilton Road
- Proposals do not reflect the townscape into which they are sited with too many materials and architectural devices. Three storey blocks need to be stepped back further to limit the impact of scale. Different materials don't relate to context. Architectural elements (including balconies) makes it hard to determine which element is old and which is new and in danger of becoming a pastiche of existing. Suggest elevation treatment reviewed with limited material palette.

5 letters of Objection have been received. Summary of key points raised:

- Egerton Place is currently private, peaceful and naturally well lit with low level of obtrusive noise. Design of community centre will disturb quality of life causing loss of light due to height of building, visually conspicuous, rear elevation of community centre will dominate skyline.
- Engine noise and exhaust fumes from cars using car park/ramp
- New entrance onto Fisherton Street will funnel car/street noise and pollution to Egerton Place

- Number of car parking spaces required by potential residents (28) far exceeds that which Zone D can support and only 8 provided.
- Number of flats should be reduced to match the number of car parking spaces.
- No parking allocated for community centre in area where parking already saturated, exacerbating heavy traffic/lack of parking problem
- Loss of light entering living and kitchen areas to rear of No 7 Egerton Place from flat 1
- Community centre will block lighting of passageway to Egerton Place
- Height and contemporary design of community building will dominate area and not in keeping with area of buildings surrounding
- Concerns that adjacent foundations/party walls are not compromised.
- Concern about asbestos/commercial undertakers fridges/ground contamination from vehicle servicing area/embalming chemicals in 159-161
- Odour and noise from kitchens to rear of community centre
- Windows to rear of community centre should be non opening and opaque to ensure privacy of residents protected and assurance no further openings. Rear elevation should be brick to match adjacent dwellings.
- Where are solar panels and venting for kitchens?
- Overlooking from higher meeting room to Egerton Place.
- Roof to rear courtyard of 161 should be reinstated (removed in 2009 when funeral directors was sold) to avoid traffic noise impacting on Egerton Place.
- Lighting in rear courtyard to be kept below the partition garden wall
- Bin store to have roof to contain odour
- If approved, restrictive conditions should be added as included in previous approval in order to maintain quality of life

2 letters of objection to amended plans received at time of writing report. Summary of key points raised:-

- Amended plans have taken some of concerns into consideration but the community centre building is still too high with unbroken line of building and will reduce light to Egerton Place.
- Sketch plan of site from Windsor Road to back of community centre maybe inaccurate.
- Frontage of community centre should match the buildings either side
- Flat 1 on one plan is within current footprint, in another extends to kitchen wall of 9 Egerton Place
- Loss of natural light to rear yard and kitchen from flat 1 to the rear to No 9 and 7 Egerton Place If permitted, partition wall from community centre to No 9 Egerton Place should be rebuilt in Fisherton buff bricks to bring area together and all boundary walls should be built first to minimise impact to neighbours from construction.
- Overdevelopment of the site

9. Planning Considerations

9.1 Principle

The proposed development lies within the Housing Policy Boundary of Salisbury, as defined on the Adopted Salisbury District Local Plan proposals map, and therefore residential development is acceptable in principle as set out in policy H8, provided that it is in accordance with other plan policies. It is also covered by policy E16, given the commercial use of the former undertakers. Policy E16 states that on existing employment land, the redevelopment of premises for other purposes will only be permitted where, "The proposed development is an acceptable alternative use that provides a similar number and range of job opportunities." The only exceptions are where the land or premises are no longer viable for an employment generating use and/or where a non-employment use would bring improvements to the local environment.

Policy D2 of the Local Plan states that the design of the proposal should respect the character of the area, with particular regard to building lines, scale and height and plot widths and Policy D1 of the local plan which covers more extensive development requires development to be compatible in terms of its layout, and form with the historic pattern of development within the area.

PPS1 states that good design should contribute positively to making places better for people and that design, which is inappropriate to its context or fails to take the opportunities available for improving the character and quality of an area should not be accepted:

‘Although it is national policy to encourage the more efficient use of land and achieve higher densities on previously developed land, it should not be at the expense of an area’s character and fail to reflect the objectives of PPS1’

PPS3 seeks to direct new housing development towards sustainable locations and to provide quality housing that positively contributes to the local environment and needs of communities.

There is no policy requirement for a community centre in this city location. However, St Paul’s Church has included a Statement of Need which advises that research undertaken by St Paul’s Church has revealed key characteristics of the parish: old age, loneliness, single parenting and mental health issues and that it is very much part of the St Paul’s Church vision and purpose to offer care for the vulnerable people in the community. The statement also advises that there is insufficient space within the existing church centre to accommodate the 280 children and young people registered at the church and St Paul’s has regular requests from local community groups and charities for rooms which can be hired for activities.

Policy G1 of the local plan also supports the principles of sustainable development through seeking to achieve a sustainable pattern of development, which reduces the need to travel by private car, and encourages increased use of public transport, cycling and walking, promote the vitality and viability of local communities and to also make effective use of land in urban areas, particularly on previously developed sites.

This application includes a ground floor office unit, which will provide employment opportunities in accordance with policy E16.

The reuse of brown-field previously developed land in sustainable location for residential and mixed use development is also the primary thrust of government guidance with PPS3. A mixed residential/community and office scheme on this site is therefore acceptable in principle.

Planning consent was also granted under S/2009/1817 to refurbish the school buildings and part of the undertakers into a community centre, although this has been abandoned due to project costs with limited accommodation provided which would also be costly to run and maintain.

9.2 Impact on character of area

The main concerns that have been raised to the application relate to the effect of the proposed frontages on the character and setting of the former school building, street scene and living conditions of adjacent properties.

School building

Whilst the former school building is not listed, it is a prominent historic building within the street scene and is considered to be a heritage asset (a valued component of the historic environment) under PPS5 (Planning for the Historic Environment) and the set back entrance court from Fisherton Street to the former school building is considered to contribute significantly to the value of the former school building as a heritage asset. The cultural importance of the former school building to the community is reflected by its relative prominence within the street frontage which is expressed by its form, set back entrance court and external detailing making it a particularly distinguished and attractive building in this setting.

The adjacent No 1 Wilton Road is a grade II listed property and as such the impact to the significance of the adjacent listed building from the re-development on this site will also need to be considered.

The proposal retains the front three storey gable of the former school building and approximately ½ of this building back into the site. The rest will be rebuilt following the construction of the underground car park. Alternatives to retain the former school building in its entirety have been considered but would require even more extensive excavation works to create the basement car park and support the structure

above which would affect the viability of the scheme. In any event; the valued part of the building as a heritage asset is considered to be the main three storey gable fronting St Pauls roundabout.

In order to retain a setback relationship and maintain the dominance of the main school building, the amended plans have set back the side wing extension and retained the entrance gates and railings; the scale of the extension has also been reduced to a two storey building with accommodation within the roofspace. The number of materials/finishes has also been reduced to avoid competing with the original school building.

The fenestration has also been revised retaining the tall windows to the main school building and thereby the scale and stature of the building by masking the floor division between the ground and first floor with an opaque panel as suggested by the councils urban designer and conservation officer.

The original gateway between No 1 Wilton Road and the main school building is to be retained, and since the amended plans are now considered to retain the dominance of the main school building, it is not considered that the development will have an adverse impact to the setting of the adjacent listed building.

Community centre

The proposal is for a contemporary design. The surrounding area offers an eclectic mix of architectural styles and built form, ranging from modern two storey buildings, to older, more traditionally styled three storey town houses. St Paul's Church itself has been extended with a modern fan shaped single storey extension.

Following objections to the proposed community centre by reason of its height and impact to the area and adjoining properties; the applicant was invited to amend the scheme and amended plans have been received. Whilst the proposed use is considered to justify a prominent building frontage, the amended plans have reduced the scale of the building so that it is now comparable to adjacent buildings within the street scene and it is now considered that the scale of the community building is in proportion within the context of the neighbouring street frontages.

The plans have also revised the rear elevation with a reduction in the eaves lines to the current eaves line of the existing two storey element of the original building, the bulk of the flanking walls and the pitch and ridge height have been reduced with a simpler roofscape more akin to the existing roofslopes in the area.

A previous scheme that was presented to the Design Forum in October 2010 received the following comment (in relation to the Fisherton Street elevation):

'In particular the panel commented on the long horizontal rectilinearity of the elevation, which they felt would be at odds with the neighbouring properties'.

The design has subsequently been revised so that the central brick piers have been extended down to the ground to create a physical connection and give vertical emphasis to the building in keeping with the surrounding buildings.

The materials used for the community centre have also been simplified omitting the timber cladding and stone and flint panels.

The scheme whilst a contemporary designed building, is considered sympathetic to the character of the surrounding area in terms of its architectural details and overall bulk, massing and height, and would, if handled and constructed properly, represent an imposing and attractive building. Subject to conditions on details and materials, it is considered that the resultant scheme is acceptable.

With the exception of queries over the fenestration design to both the community centre and the wing extension to the school, the council's urban designer has advised that the amended drawings respond to the previous concerns raised.

9.3 Impact on amenities

There are two parts to the assessment of this scheme. Firstly, the likely impacts on occupiers of the new flats, and secondly, the likely impacts on adjacent amenities surrounding the site.

a) Amenities of future occupiers of the proposed flats

The site is located adjacent to a very busy and noisy road system. The Environmental Health Officer has considered the submitted noise pollution assessment submitted by the applicant and has raised no objections to the scheme subject to conditions, including the need to agree the details concerning the acoustic insulation and ventilation of the flats facing onto the roundabout and acoustic insulation of the car park and associated ventilation equipment.

The creation of an area of shared and private open space within the site is considered a bonus in terms of residential amenities, given the city location.

The environmental health department have advised that there are conflicts in adjacent rooms uses on the first and second floors with respect to flats 8,9,12 and 13 (bedrooms above/below kitchens/living rooms) and recommend that the layout is revised, which is not feasible for the applicants to achieve but can be overcome by requiring an additional condition for acoustic insulation between flats where there is a conflict in adjacent room uses on the first and second floors.

The environmental health department haven't raised any issues with regards the size of the actual residential units, or any impacts regards the proximity of residential units to other existing commercial units surrounding the site.

Subject to conditions, it is considered that a refusal of permission based on the possible adverse impacts of the development, in terms of either its noisy/polluted location or in terms of overdevelopment of the site due to too many residential units, would be difficult to substantiate without the backing of the Environmental Health Officer.

b) Amenities of adjacent neighbours

Policy G2 of the local plan expects development to avoid unduly disturbing, interfering, conflicting with or overlooking adjoining dwellings or uses to the detriment of existing occupiers.

Objections have been raised with regards to overlooking from the rear elevation of the community centre building. The existing building to be demolished includes a first floor and 2nd floor dormer window visible from the gardens of Egerton Place properties. The proposed building does include rear windows, although these can be conditioned to be obscured glazed and non-openable (with details to be agreed). The environmental health department advised that the meeting rooms in the Community Centre may be affected by the discharge of fumes/vapours/odours from the nearby extraction systems from existing hot food takeaways/restaurants to which the applicant has confirmed that 'with regard to the potential for the top floor meeting room being affected by the smells from the neighbouring takeaways we can resolve this issue by ensuring that the windows are non openable for means of ventilation and that a mechanical background vent system serves this space with air intakes situated away from the neighbouring takeaways'.

The amended plans reduce the bulk of the community centre building (especially the rear elevation reducing the overbearing impact to the properties in Egerton Place).

The environmental health department have also raised concern from potential noise nuisance from the function rooms to the first floor rooms in the adjoining buildings and that the party walls will need to be acoustically insulated (they have recommended this could be a condition) and that the hours of use should be controlled to take place only between the hours of 08:00 and 00:00 (midnight). Whilst the proposal seeks to provide a hireable facility for local community groups, the statement of need advises that 'while there is no intention that the building will simply be made available for members of the public to hire as a party venue, it is planned that some charities will have a space that they can hire to run life skills courses and activities'...and the 'rooms will also be available for community groups to meet for therapy sessions, art and crafts etc.'

In light of the adjoining residential uses to the community centre; it is considered reasonable to add the conditions recommended by the environmental health officer.

The proposed residential scheme involves demolition and rebuilding of the rear sections although the overall bulk and footprint of the development is comparable to the existing buildings. The rear section of the school buildings are overlooked by three storey flats in Spring Court and the outlook will change from these properties to a ground and first floor flat (units 2 and 3) and courtyard gardens. The existing hall building has large full height windows on the west elevation which the flats currently look down into. The proposed flats include 2 bedroom and 1 bathroom window on each floor on the west elevation. On balance, whilst these windows are relatively close to the flats in Spring Court; it is considered that as these are bedroom/bathroom windows rather than living areas (these have windows on the east elevation overlooking the internal courtyard/car park entrance); residential amenity will not be significantly affected to warrant refusal.

No 7 Egerton Place in particular has raised concern that the rear flat (1) will be rebuilt in a different footprint and cause overshadowing to the kitchen. Whilst this section of the building will be rebuilt and will be in use as a residential dwelling with private garden, it will be on the same footprint according to the proposed plans and whilst rooflights are proposed in the roofslope, these are at a high level above head height and overall it is not considered that this will have a significant impact on No 7 Egerton Place.

Overall, whilst it is accepted that the amenities of adjacent residents may well be affected by the redevelopment of this open site, in terms of its likely impacts on adjacent amenities, it is considered that the proposal reaches the right balance between built form and protection of amenities, given the modest nature of the site.

9.4 Impact on highway safety/parking issues

In terms of highway impact and traffic generation, the residential element of the scheme contains 8 on-site parking spaces.

The Statement of Need advises that it is intended that the St Pauls Community Centre would use the existing parking in St Pauls Church (60 spaces) with pedestrian access via the underpasses on St Pauls roundabout. For larger functions and conferences, the statement advises they 'have successfully directed delegates to use the Salisbury Park and Ride buses some of which stop in Fisherton Street between the church and the proposed youth and community centre.'

It is noted that objections have been received from third parties regards the lack of parking, and the likely impact on existing congestion problems in this area.

The City Council has recommended that the lay-by be made a no exit onto Fisherton Street and a no-entry onto the roundabout'. The layby is only accessible from Fisherton Street, and there are existing 'no entry' signs from the roundabout into the layby. The highways department have raised no objections to the parking arrangements.

An office use is proposed on part of the ground floor of the development. It is considered by officers that given the rather mixed nature of this area, where there are a number of other commercial properties, and its close proximity to the city centre, the introduction of an office use of a relatively small scale would be unlikely to have any significant effect on current levels of traffic using the area around the site, particularly if the use of the office unit is restricted so that more traffic generating uses such as retail shops are not permitted.

Secondly, whilst 14 flats are proposed and only 8 spaces are provided on site; this site is located in a highly accessible and sustainable location close to services and facilities. Given the severe restriction on on-street parking around the site and the general area, it is therefore hoped that this development would be likely to attract occupiers without vehicles and also encourage others to use more sustainable means of transport other than the private car.

Given the close proximity of the site to the city centre, in officer's opinion, this is a site where the level of available parking should be significantly reduced to encourage sustainable transport uses, and is not contrary to Local Plan parking provision policy TR11, which simply states maximum parking standards. It is generally accepted that sites close to the centre of the city where a range of sustainable transport options can be found, where residents can choose not to own/possess a car, can provide a reduced level

of parking provision. The Highways Department has raised no objections to the scheme or the level of parking, subject to conditions.

The possible obstruction of the public highway is a matter for the highways authority/police to enforce. Although as of March 2008, Part 6 of the Traffic Management Act 2004 became effective in Wiltshire and the new traffic regulations enable traffic officers of the Council to enforce any unauthorised parking of vehicles across dropped access points (under the Civil Enforcement of Parking Contraventions [Guidelines on Levels of Charges] [England] Order 2007).

The site is located within Zone D resident only parking zone. Resident only zones require that a permit be displayed at all times when parking on street within the zone. Normally if you live in a resident parking zone, you will be eligible to apply for permits for the corresponding residents parking zone.

Salisbury District Council agreed at the City Area Committee Planning Meeting on the 21st February 2008 that within Zones B, D and E, the issuing of such permits would exacerbate the existing on street parking problems in the area, and an informative is to be added to any planning consent as follows:

Residents Parking Zones and Permits

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

Given that the Highways Officer raises no objection and a level of car parking is provided on site, it is not considered that the Local Planning Authority could reasonably refuse the application on highway related grounds.

9.5 Contamination/party walls

Building 159-161 was previously used as an undertakers including space to house the funeral directors vehicles and workshops. The environmental health officer has not raised contamination as an issue to the application.

The rear former school buildings abut the boundaries with properties in Egerton Place and concern has been raised that the rebuilding of these sections and the excavations to create the underground car park will cause impact to the walls/foundations. This is covered by the Party Wall Act and Building Regulations.

9.6 Protected species

A bat and bird survey report has been submitted which confirms that no evidence of bats was recorded throughout the buildings during internal and external building inspections. Whilst remains of bird nesting material were found in the loft space no signs of recent occupation were found and no other protected species were found.

The report suggests prior checks of the building immediately before construction work begins and that all work should proceed with care which can be added as an informative.

9.7 Open space, Education

Two areas of communal open space are provided on site for use by residents and a private garden to unit 1. This is considered to be sufficient given the central location of the site.

The R2 contribution for the development using current R2 figures is £17,161.20.

Wiltshire Council Education is seeking a contribution towards education for 3 primary school places at £12,257 each, totalling £36,771.

The applicant contacted the education team at pre-application stage and was originally advised that the development would generate a need for an additional 3 primary and 2 secondary school places, totalling £73,709. However, the team are aware that various S106 requests can affect the affordability of a scheme and that compromises have to be negotiated and in this case as the development was to help

fund the new community centre with resultant community benefit they were willing to reduce the requirement by the value of the secondary places contribution.

10. Conclusion

1. The site is in a highly sustainable location within easy reach of a shops and services and alternative modes of transport to the private car. In principle, the redevelopment of this site for residential, community and office use is considered acceptable.
2. The amended plans are considered to retain the dominance of the main school building and reduce the bulk of the community centre building (especially the rear elevation reducing the overbearing impact to the properties in Egerton Place) and the overall development scheme avoids any significant loss of privacy or overshadowing of adjacent neighbours.

Recommendation

SUBJECT TO A S106 LEGAL AGREEMENT/UNILATERAL UNDERTAKING BEING ENTERED INTO WHICH PROVIDES CONTRIBUTIONS TOWARDS OFF SITE OPEN SPACE AND EDUCATIONAL FACILITIES, it is recommended that planning permission is GRANTED for the following reasons:

The proposed development would not cause any significant demonstrable harm to interests of acknowledged importance, in this case, the impact on the character of the area, amenities, highway safety/parking, contamination, protected species and open space/education requirements. The proposal is considered to be in accordance with the aims and objectives of the following saved policies in the Salisbury Local Plan namely:

G1 - Sustainable development
G2 – General
G9 – Planning obligations
C12 – Protected species
H8 - Housing Policy Boundary
D1 - Design
D2 – Design
CN5 – Development affecting the setting of a listed building
TR11 - Off street car parking
TR14 -Provision of cycle parking
R2 - Recreational open space
E16 –Employment

And subject to the following conditions:

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

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

(2) No development shall commence until details of the entry gate and traffic light signal system, including the locations of the installations, have been submitted to and approved in writing by the Local Planning Authority. The development shall not be first brought into use until the gates and traffic light signal system has been installed in accordance with the approved details and shall be serviced and maintained at all times thereafter.

Reason: To ensure that vehicles do not meet on the access ramp and prevent the need for vehicles to reverse onto the highway.

Policy: G2 (General)

(3) No development shall commence until details of the reinstatement of the footway to remove existing vehicle crossings, in accordance with Wiltshire Council footway specification, have been submitted to and approved in writing by the Local Planning Authority. The development shall not be first brought into use until the footway has been reinstated in accordance with the approved details.

Reason: In the interests of amenity and public safety.

Policy: G2 (general)

(4) No development shall commence until full large scale drawings and details (1:10 scale) of all architectural features including door and window surrounds, window heads/sills, windows, doors and rainwater goods have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To secure a harmonious form of development.

Policy: G2 (General), D2 (Design)

(5) No development shall commence until a schedule of external facing materials of the roof and walls (including, bricks and mortar colour) has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To secure a harmonious form of development.

Policy: G2 (General), D2 (Design)

(6) No development shall commence on site until a sample wall panel for the side extension to the former school building, not less than 1 metre square, has been constructed on site, inspected and approved in writing by the Local Planning Authority. The panel shall then be left in position for comparison whilst the development is carried out. Development shall be carried out in accordance with the approved sample.

Reason: In the interests of visual amenity and the character and appearance of the area.

Policy: G2 (General), D2 (Design)

(7) No development shall commence until a noise pollution attenuation scheme for flats 6, 9, 10, 13 and 14 has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the glazing specification to the flats, full details of the acoustic insulation and air ventilation systems. The flats shall not be occupied until the approved scheme has been completed in accordance with the approved details.

Reason: In the interests of the amenities of the occupiers of the proposed flats facing onto St Pauls roundabout.

Policy: G2 (General)

(8) No development shall commence until full details of the acoustic insulation between flats 8, 9, 12 and 13 have been submitted to and approved in writing by the local planning authority. The flats shall not be occupied until the development has been completed in accordance with the approved details.

Reason: In the interests of the amenities of the occupiers of the proposed flats due to the arrangement of living accommodation within flats 8, 9, 12 and 13 where there is a conflict in adjacent room uses on the first and second floors.

Policy: G2 (General)

(9) No development shall commence until full details of the acoustic insulation between the community centre and adjoining Nos 157 and 163 Fisherton Street have been submitted to and approved in writing by the local planning authority. The community centre shall not be used until the development has been completed in accordance with the approved details.

Reason: In the interests of the amenities of the occupiers of adjacent residential units.

Policy: G2 (General)

(10) No development shall commence until a scheme for protecting the proposed residential units against noise from the underground car park and any associated extraction or ventilation equipment has been submitted to and approved by the Local Planning Authority.

The flats shall not be occupied until the approved scheme has been completed in accordance with the approved details.

Reason: In the interests of the amenities of the occupiers of the proposed flats.

Policy: G2 (General)

(11) No development shall be commenced until details of the obscure glazing and means of restrictive opening/non-opening windows to the 2nd floor meeting room, stairwell and first floor kitchen in the community centre building have been submitted to and approved in writing by the local planning authority. The community centre shall not be used until the development has been completed in

accordance with the approved details and shall be maintained as such for perpetuity. Reason: In the interest of neighbouring amenity.

Policy: G2 (General)

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

Reason: In the interests of the amenities of the occupiers of adjacent residential units.

Policy: G2 (General)

(13) The use of the commercial premises on the ground floor of the development shall be solely limited to uses within Classes B1a) Offices or A2 of the (Town and Country Planning) Use Classes Order 1995 as amended in 2005 (or any Order revoking or altering that Order).

Reason: In the interests of the amenity of the area and highway safety, to allow the Local Planning Authority to consider any future proposals for a change of use having regard to the circumstances of the case.

Policy: G2 (General)

(14) The community centre hereby permitted shall only be in use between the hours of 08:00am and 00:00 midnight.

Reason: In the interests of the amenities of the occupants of the nearby residential properties.

Policy: G1 & G2 (General Development Criteria)

(15) This development shall be in accordance with the following drawings:

733-20-11A Location Plan

733-20-14 Section F-F & Bin Store Elevations

733-20-01A Ground floor and basement plans

733-20-02A First Floor Plan

733-20-03A Second Floor Plan and Third Floor Plan

733-20-04A Roof Plans

733-20-05A North East and South West Street Elevation

733-20-06A West, East & South Elevations of flats

733-20-08A Sections B-B, C-C, D-D and E-E flats

733-20-10A Site plan

733-20-12A Block plan

733-20-17 Section G-G

733-20-07A North West, South East, south West elevations, & Section A-A Youth and Community Centre

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

INFORMATIVE:- Traffic Regulation Order

A traffic regulation order will be required prior to the construction of the new vehicular access and existing road markings and repositioned to ensure that the on-street parking spaces are correctly indicated. It will be necessary for the applicant to request that the necessary changes to the traffic regulations order are undertaken by Wiltshire Council, including the necessary changes to road markings. The total cost of the order and works will be in the order of £4,000 and the applicant shall deposit the sum with the Council at the appropriate time in order to ensure the order and works are implemented to meet the programme of works. It will not be permitted that the new access is constructed until the order is made and the full cost of the order and works have been paid in advance.

INFORMATIVE: Wiltshire Fire & Rescue

The applicant should be made aware of the letter received from Wiltshire Fire and Rescue Service regarding advice on fire safety measures. This letter can be found on the file, which can be viewed on the council's website against the relevant application record.

INFORMATIVE: Condition 7

In order to comply with condition 7, the ventilation system should be sufficient to allow a proper degree of ventilation, including during the warmer months of the year, and should allow the occupants to control the degree of ventilation to their needs and comfort. The applicant should also demonstrate that the

equipment itself will not generate an excessive level of internal noise.

INFORMATIVE: - Party Wall Act

It is noted that the development hereby approved involves construction on or near a boundary with an adjoining property. The applicant is advised that this planning permission does not authorise any other consent which may be required from the adjoining landowner or any other person, or which may be required under any other enactment or obligation.

INFORMATIVE:- Wildlife and Countryside Act

The applicant should note that under the terms of the Wildlife and Countryside Act 1981 and Countryside and Rights of Way Act 2000, it is an offence to disturb nesting birds or roosting bats. You should note that the work hereby granted consent does not override the statutory protection afforded to these species and you are advised to seek expert advice if you suspect that the demolition would disturb any protected species. For further advice, please contact the district ecologist at Wiltshire Council.

Immediately prior to construction checks should be made for the presence of nesting birds and roosting bats.

Construction should proceed with care and removal of roof tiles should be by hand.

Bats are a Wiltshire BAP priority and consideration should be given to incorporating the provision of roosting opportunities in the form of bat boxes or bat bricks into the development scheme.

INFORMATIVE: Environmental Health

The site is inappropriate for the use of brick crushers and/or screeners on site which can have a very large impact in terms of noise and dust on people living and working nearby. Any significant processing of demolition materials should take place in a more appropriate location.

INFORMATIVE:- Residents Parking Zones and Permits

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

Appendices:	None
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Background Documents Used in the Preparation of this Report:	<p>733-20-11A Location Plan 733-20-09 Plan and Elevations as Existing 733-20-14 Section F-F & Bin Store Elevations 733-20-01A Ground floor and basement plans 733-20-02A First Floor Plan 733-20-03A Second Floor Plan and Third Floor Plan 733-20-04A Roof Plans 733-20-05A North East and South West Street Elevation 733-20-06A West, East & South Elevations of flats 733-20-08A Sections B-B, C-C, D-D and E-E flats 733-20-10A Site plan 733-20-12A Block plan 733-20-17 Section G-G 733-20-07A North West, South East, south West elevations, & Section A-A Youth and Community Centre Fisherton Street Sketch – Favonius & Co Egerton Place Sketch – Favonius & Co Bat and bird survey of 159-161 and 169 Fisherton Street, March 2011 Waste Audit for Proposed development at 159-161 & 169 Fisherton Street Design, Access & Heritage Statement (including St Paul's Statement of need for the new Youth and Community Centre, Environmental Noise Assessment, Construction Method Statement) Sustainability statement</p>
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	<p>Superseded plans: 733-20-01 Ground floor and basement plans 733-20-02 First floor plan 733-20-03 Second floor plan and third floor plan 733-20-04 Roof plans 733-20-05 North East & South West Street Elevation 733-20-06 West, East & South elevations of flats 733-20-07 North West, South East, South West elevations & Section A-A Youth & Community Centre 733-20-08 Sections B-B, C-C, D-D and E-E flats 733-20-10 Site plan 733-20-12 Block plan Photomontages</p>
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