

Date of Meeting	29/09/2011		
Application Number:	S/2011/1024		
Site Address:	Avon Approach, Salisbury, SP1 3SL		
Proposal:	Construction of new medical centre, pharmacy, complementary healthcare suite, B1 office accommodation and associated car parking		
Applicant/ Agent:	Primary Secondary Design Ltd		
Parish:	City		
Grid Reference:	Easting 414273.516 Northing 130288.348		
Type of Application:	FULL		
Conservation Area:	Salisbury	LB Grade:	NA
Case Officer:	Mr Matthew Legge	Contact Number:	01722 434398

Reason for the application being considered by Committee

Cllr Sample concerned that this matter needed to be determined by Committee due to the concern expressed from Salisbury residents:

1. *That the overall size of the building is too large;*
2. *That the access is poor, particularly for large vehicles i.e ambulances;*
3. *That it is premature to agree a development like this ahead of the vision project for the Maltings and the car park being finalised, and;*
4. *There is a perfectly good building already on the site, which could be modernised to house both the surgery and the walk in for a fraction of the cost of building a new surgery, and it seems short sighted of the PCT in these times of economic hardship to be securing funding for such a large amount of money.*

1. Purpose of report

To consider the above application and to recommend that planning permission be **APPROVED** subject to conditions

2. Report summary

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

- Principle of development
- Design, scale and siting
- Impact upon highway safety
- Impact upon visual amenity and landscape character
- Impact upon protected species
- Impact upon neighbour amenity
- Flooding
- Archaeology

The application has generated an objection from Salisbury City Council.

Neighbourhood Responses

0 letters received objecting to the proposal.

3 letters of support received.

1 letter of observation has been received.

1 petition containing 117 signatures from patients expressing their support has been received.

3. Site Description

The application site is located within the city central area on land between the River Avon and Mill Stream. The application site is located in between the Wiltshire Probation Service building and the Salisbury Walk in Health Centre. The site is currently used as a car park. The adjacent river system is a SSSI & SAC.

4. Relevant Planning History

Application Number	Proposal	Decision
S/1979/0993	Extension to existing child clinic	AC
S/1989/1910	Deemed application - retention of the extension	A
S/1995/0742	Retention of extension to child & family guidance clinic	AC
S/2003/1940	Installation of temporary portacabin structure adjacent to current office building	AC
S/2011/0640	Construction of new medical centre, pharmacy, B1 office and associated car parking	WD

5. Proposal

Construction of new medical centre, pharmacy, B1 office and associated car parking

6. Planning Policy

Local Plan: policies D2, D6, G1, G2, G4, G5, TR6, PS1, E16, CN21, C12

Central government planning policy:

PPS1: Delivering Sustainable Development

PPS4: Industrial Commercial Development and Small Firms

PPS5: Planning for the Historic Environment

PPS9: Biodiversity and Geological Conservation

PPS25: Development and Flood Risk

Salisbury Vision – Maltings and Central Car Park scheme

7. Consultations

Salisbury City Council – Object. *“Due to serious concerns over the restricted nature of the access road, a lack of onsite parking, visitor parking generally and that the project will be premature bearing in mind the imminent development associated with the redevelopment of the Malting/Central Car Park Salisbury Vision Project”*

Wiltshire Council (WC) Highways – Wiltshire Council Highways have reiterated their previous comments as submitted within previous application (S/2011/640). *“There is no highway objection in principle to the development, nor to the level of proposed parking and/or general arrangements for pedestrians and drivers.*

The site is, however, located in an area that is likely to be the subject of significant change, and where there is an existing and future doubt over the adequacy of the access road.”

WC Conservation – *“My view is that the amended scheme does not represent a significant improvement over the previous scheme and therefore I object to the proposals....”*

WC Archaeology – No objection. Watching Brief condition recommended.

WC Urban Design – *“I confirm that I now have no objection to this application on the basis of the applicant’s amended proposals; applicant’s drawings dated 30th August 2011 including Elevation drawing numbers 48-P.06-Rev F, 48-P.07-Rev F & 48-P.013-Rev C which incorporate in principle my suggested amendments to the appearance of the proposed building.”*

“I understand that the external finishes & colours indicated, and key building elements shown on these drawings can be subject to appropriate planning conditions as the quality of the external facings, hard landscaping and secondary detailing is crucial to the overall aesthetic success of a development as recognised in the ‘Creating Places’ Supplementary Planning Document.”

WC Ecology – I note the changes made to this development since it was submitted under application number S/11/0640. My comments remain the same as those made for the previous application. *“The application should only be approved subject to further clarification in the construction method statement of the status of the river and the measures that will be taken to ensure that the conditions listed in Natural England’s response dated 27 May 2011 will be implemented. (S/11/640)”*

WC Environmental Health – No objection subject to a condition *“If, during development, any evidence of historic contamination or likely contamination is found, the developer shall cease work immediately and contact the Local Planning Authority to identify what additional site investigation may be necessary....”*

WC Spatial Planning – None received

Wessex Water – The development is located within a foul sewered area. The connection point can be agreed at the detailed design stage. There are no surface water sewers within the vicinity. The LPA should be satisfied with any arrangement for the satisfactory disposal of surface water from the proposal.

Natural England – No objection subject to the inclusion of conditions aimed at preventing pollution of the SSSI/SAC.

Environment Agency – 2 responses

1st response

Object. The FRA and plans should be revised to include the following:

- Predicted flood levels should be stated, with an acknowledgement to the applicant by the EA.
- Finished floor levels should be shown and raised to 300mm above the predicted flood level for the adjacent River Avon channel.
- The vulnerability Classification of the existing land use class and proposed land use class should be established.
- Attention should be given to a flood evacuation plan.
- A safe access / egress route should be identified.
- Surface point’s management should be addressed.

Amended response (following amended information being received)

- “We wish to **withdraw our objection** to the application subject to the inclusion of specific planning conditions...”

8. Publicity

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

1 letter of observation has been received:

- Concern over the continued use of the existing Salisbury Walk in Health Centre.
- *“The restricted site like the existing clinic has serious problems of access”*
- *“The proposed redevelopment of the Maltings would be a major problem for any development here when most of the plans visualise a suitable redevelopment of the Millstream Path...”*

3 Letters of support have been received:

- *“The existing Health Centre Building would have been a good option but I understand that it is no longer fit for purpose. So the close proximity of the new site to the old surgery is exactly what the patients want”*
- The proposed design will add the riverside landscape setting
- The Maltings redevelopment is not published in any detail and may be some years before funding is obtained. The PCT is to be abolished in the next 18 month and the promised medical centre should not be put on hold.
- The modern facilities proposed will be welcomed by the large number of patients.
- *“We can no longer afford to ‘gold plate’ our public buildings”*

A petition which contains:

- 117 signatures from patients expressing their support for the proposed new Medical Centre at Avon Approach has been received.

9. Planning Considerations

9.1 Principle of development

The current application site is an empty plot that is used for the parking of a large number of vehicles. The planning history to the site reveals that the site has over the past 30 years or so been used for the provision of medical services and several buildings were only removed in recent years. This proposed medical centre with B1 (office) use above would continue the historic use of the land which is considered to be acceptable. The Draft National Planning Policy Framework (DNPPF) together with PPS1 promotes the development of appropriately sited and sustainable development. This city centre application site is well serviced by public transport and numerous council parking. This development is considered to be well situated to meet the needs of its patient base in terms of its ease of access to community infrastructure. PPS4 also promotes the mixed use of city centre sites to ensure the promotion of vibrant places.

9.2 Design and Impact on Adjacent Conservation Area

This application has been submitted following the withdrawal of a previous application (S/2011/640: *Construction of new medical centre, pharmacy, B1 office and associated car parking*). The design of the previous application received objections from the consultees and the design was considered by this Officer to be more appropriate within the setting of a science or business park. As a result the design of this application is starkly different from the previous proposal. Nevertheless this application’s design has received a strong objection from Conservation and also the Salisbury Civic Society. A common argument

presented within both objections is that the site is prominent and that there is potential to raise the design standard within the area with the creation of an architectural rich/iconic building.

This proposed medical centre/pharmacy with upper floor office space has aimed to borrow design detailing and massing from buildings within the surrounding area. The design is considered to have some resemblance of residential development along Castle Street. The maximum height of the building is at 12.180m which is below the 12.2m height limit for development within the Salisbury Central Area. The height of the building therefore accords with Local Plan policy D6. The proposed two storey rendered pharmacy extension is considered to be appropriate. The pharmacy extension is designed in contrast to the main brick faced building. Such a contrast does help to break up the massing of the building and in the opinion of this Officer helps to add some interest and variety within the front elevation.

This application proposes to use Michelmersh brickwork for the facing brick and machine made clay plain tiles for the roofing tiles and for the hanging tiles. The windows and doors will be constructed in Polyester Powder Coated Aluminium that is finished in a heritage green colour. Also proposed are reconstituted stone headers and cills. It is considered that the palette of materials proposed for the application building is acceptable within the setting and such a range of materials could additionally be controlled via condition.

Wiltshire Council Urban Design (WCUD) has had involvement with this application. As a result of WCUDs concern there have been a number of amendments to the detailing of the building. Following these amendments it is considered that the scheme is of a good quality albeit not to the approval of Conservation. The site is sited along a primary pedestrian route into and out of Salisbury. In terms of visual impact to the area as a result of the proposed development, it is considered that the scheme would have traditional features and would not altogether detract from the character of the area. It is considered that the buildings either side of the application site are not of any rich architectural character and indeed it is the opinion of this Officer that the design of the proposed building would help to lift the character of the area. Whilst there is some divided opinion expressed over the design of the building it is considered that the proposed design would not significantly detract from the character of the area.

There has been a concern raised by the City Council that development on this site is premature ahead of the Salisbury Vision project for the Maltings and the car park being finalised. Whilst the development of the Maltings has not been finalised, this proposed development is on a separate plot outside of the Maltings site (albeit adjacent) and as such the Maltings scheme could not reasonably be considered to be a material planning consideration that should be used to formalise a refusal, particularly since the design details of the Malting redevelopment have not been finalised and could therefore be subject to numerous changes.

9.3 Impact upon highway safety

Wiltshire Council Highways have reiterated their previous comments as submitted within previous application (S/2011/640):

“There is no highway objection in principle to the development, nor to the level of proposed parking and/or general arrangements for pedestrians and drivers.

The site is, however, located in an area that is likely to be the subject of significant change, and where there is an existing and future doubt over the adequacy of the access road.”

The footprint and creation of car parking spaces is demonstrable similar to the previous application. WC Highways have reiterated concerns about the existing and future demands on the road. As a result of negotiations between WC Highways and the Applicant, this application has maintained a strip of land to the front of the site which could in the future be used to incorporate a widening of Avon Approach. Nevertheless and notwithstanding the provision of this strip of land, it is noted that WC Highways have raised no objection to the application and have not objected to the levels of parking provision.

It is recognised that Salisbury City Council have objected to the application and within their objection have raised the issue of the restricted access road and lack of onsite parking/visitor parking. The current open site regularly contains an average of 40 parked cars. This application would reduce the number of parked cars using the site to 12 which would actually reduce the current vehicular activity on site and along Avon Approach. WC Highways have not raised an objection to the application and it is noted that this application site has historically been used for medical services which has include the Wiltshire Ambulance Service Training School. The widening of the access road is not the subject of this application and will receive consideration if a future application is submitted. It is judged that the limited on-site parking spaces for both staff and visitors is appropriate given the city centre location of the application site which is also immediately opposite the largest public car park in the city of Salisbury. It is also noted that the Local Plan policy TR6 does aim to restrict non-residential car parks within the Salisbury Central Area. Therefore the limited number of parking spaces is considered to be conducive in terms of the schemes compliance with the aims of Local Plan policies.

9.4 Impact upon protected species & the river system (SSSI & SAC)

Natural England has not objected to this application subject to the imposing of a number of conditions. Natural England (NE) comments "*this proposal would not be likely to have a significant effect on the above site and the permission may be granted under the terms of the Conservation of Habitats and Species Regulations*". Following Natural England's general approval of the scheme it is considered that the suggested conditions could be imposed upon any approval. It is not considered that this application would lead to the harm to any protected species and therefore this application is considered to be compliant with Local Plan policy C12 and PPS9.

9.5 Impact upon neighbour amenity

The application site is primarily surrounded by non residential buildings, although immediately opposite the application site across the Mill Stream is a number of dwellings along Ivy Place. These terraced dwellings are all three storey. Number 11 Ivy Place is considered to be the only dwelling which would have a direct view of the application site through the three western gable end windows. The distance between this dwelling and the application site is about 10m across the river. The application site is to the west of the residential dwelling which is judged to significantly limit the creation of shadows resulting from the proposed development. It is considered that this proposed development would not lead to the significant detriment of neighbouring amenity.

9.6 Flooding

The application site is located between the River Avon and Mill Stream. The site is capable of flooding and as such the issue of flooding has been a significant issue in the determination of this application. The Environment Agency (EA) did strongly object to the application. As a result of amendments to the application the EA have withdrawn their

original objection although a number of conditions aimed at control and reassurance have been recommended to be imposed upon any approval.

9.7 Archaeology

WC Archaeology has raised no objection to this application subject to the imposing of a condition upon any approval which would require a watching brief.

10. Conclusion

The proposed medical centre with attached pharmacy and upper floor (B1) office use would maintain the historic medical use of the site. The proposed mixed use medical and office building is judged to have no significant detrimental impact to highway safety, archaeology, protected species or neighbouring amenity. The design and siting of the building aims to limit adverse harm to its occupancy as a result of known flood risk levels. The design of the proposal is considered to be acceptable with limited harm to the character of the adjacent Conservation Area and of a visual appearance that will not detract from the existing character of the immediate area. This application is considered to be compliant with adopted and saved Salisbury District Local Plan policies: D2, D6, G1, G2, G4, G5, TR6, PS1, E16, CN21, and C12 together with PPS1, PPS4, PPS5, PPS9 & PPS25.

11. Recommendation

Planning Permission be GRANTED for the following reason:

The proposed medical centre with attached pharmacy and upper floor (B1) office use would maintain the historic medical use of the site. The proposed mixed use medical and office building is judged to have no significant detrimental impact to highway safety, archaeology, protected species or neighbouring amenity. The design and siting of the building aims to limit adverse harm to its occupancy as a result of known flood risk levels. The design of the proposal is considered to be acceptable with limited harm to the character of the adjacent Conservation Area and of a visual appearance that will not detract from the existing character of the immediate area. This application is considered to be compliant with adopted and saved Salisbury District Local Plan policies: D2, D6, G1, G2, G4, G5, TR6, PS1, E16, CN21, and C12 together with PPS1, PPS4, PPS5, PPS9 & PPS25.

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 on site until details of the design, external appearance and decorative finish of all railings, fences, gates, walls, bollards and other means of enclosure have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details prior to the development being occupied / brought into use

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

POLICY- D2 (Design) G2 (General)

(3) No development shall commence on site until details of the:

- Brickwork
- Polyester Powder Coated Aluminium window and gutter section (finished in a heritage green colour)
- Machine made clay plain tiles

Have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

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

POLICY- D2 (Design)

(4) No development shall commence on site until a sample panel of the render to be used on the external walls of the pharmacy not less than 1 metre square, has been made available 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- D2 (Design)

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

(a) all species, planting sizes and planting densities, spread of all trees and hedgerows within or overhanging the site, in relation to the proposed buildings, roads, and other works;

REASON: To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

POLICY- D2 (Design) G2 (General)

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

REASON: To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

POLICY- G2 (General)

(7) No part of the development hereby permitted shall be first brought into use until the access, turning area and parking spaces have been completed in accordance with the

details shown on the approved plans. The areas shall be maintained for those purposes at all times thereafter.

REASON: In the interests of highway safety.

POLICY- G2 (General)

(8) No development shall commence on site until details of recycling facilities (including location and range of facilities) have been submitted to and approved in writing by the Local Planning Authority. The development shall not be first brought into use until the approved recycling facilities have been completed and made available for use in accordance with the approved details and they shall be subsequently maintained in accordance with the approved details thereafter.

REASON: In the interests of public health and safety.

(9) The development permitted by this planning permission shall only be carried out in accordance with the details and drawings provided and the following mitigation measure:

- Finished floor levels shall be set no lower than 47.64m above Ordnance Datum

REASON: To reduce the risk of flooding to the proposed development and future occupiers.

POLICY: G2 (General)

(10) Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles, has been submitted to and approved in writing by the Local Planning Authority. The proposed scheme shall offer a betterment over the existing arrangement and shall include details of maintenance and management after completion. The scheme shall be fully implemented in accordance with the approved details.

REASON: To prevent increase risk of flooding, to improve and protect water quality, and ensure future maintenance of the surface water drainage system.

POLICY: G4 (Flooding)

(11) No development approved by this permission shall commence until a scheme for water efficiency has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the agreed details.

REASON: In the interests of sustainable development and prudent use of natural resources.

POLICY: PPS25 (Flooding)

(12) No development shall commence within the area indicated (proposed development site) until:

A written programme of archaeological investigation, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority; and

The approved programme of archaeological work has been carried out in accordance with the approved details.

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

POLICY: CN21 (Archaeology)

(13) Before any works commence, a revised construction method statement will be submitted to the Local Planning Authority for its approval. The revised statement will be updated to reflect the European status of the River Avon and demonstrate additional measures to ensure it is protected during the construction period. The works will be carried out in complete accordance with the revised statement as approved in writing by the Local Planning Authority.

REASON: To protect the adjacent SSSI / SAC river system from pollution during the construction phase.

POLICY- PPS9 (Biodiversity and Geological Conservation)

(14) The development shall be carried out in complete accordance with the following drawings:

DRG No. 48-P.02 REV E	30/08/2011
DRG No. 48-P.05 REV D (1st floor)	30/08/2011
DRG No. 48-P.05 REV D (Ground)	30/08/2011
DRG No. 48-P.06 REV F (Proposed Elevations: River Avon)	30/08/2011
DRG No. 48-P.07 REV F (Proposed Elevations: Mill Stream)	30/08/2011
DRG No. 48-P.10 REV A (2nd floor)	30/08/2011
DRG No. 48-P.13 REV C (Side Elevations)	30/08/2011

REASON: For the avoidance of doubt

INFORMATIVE

1. All works in, under, over or within 8 metres of a Main River channel, such as the River Avon and Mill Stream, will require prior Flood Defence Consent from the Environment Agency in addition to planning permission. Such consent is required in accordance with the Water Resources Act 1991 & Byelaws legislation. Further guidance is available from the Environment Agency's Development & Flood Risk Officer - on 01258 483351.
2. Flood proofing measures should be incorporated into the design and construction of this development. These include removable barriers on building apertures (e.g. doors and air bricks), elevated electrics, using waterproofing materials and techniques (e.g. no plasterboard, solid tiled floors). Additional guidance, including information on kite marked flood protection products, can be found at: www.environment-agency.gov.uk