CASE OFFICER'S REPORT

Application Reference:	PL/2023/07178
Application Type:	Full planning permission
Consultation ends:	5th October 2023
Target Date:	27th October 2023
Case officer:	James Repper

Site Address:	62 ST EDMUNDS CHURCH STREET, SALISBURY, SP1 1EQ
Proposal:	Replacement of timber framed windows, glazing and front door to front elevation with UPVC double glazed units (Retrospective). Replacement of existing UPVC signage with painted render and stencil sign writing (Retrospective).
Recommendation:	Refuse

SITE DESCRIPTION:

The application site is a prominent three-storey, mixed commercial and residential, building located on the edge of the historic Parsons Chequer, part of Salisbury's 13th-century layout and consequently located within the designated Salisbury Conservation Area. Being located within the Historic Chequer, several Listed buildings are located in relatively close proximity, the closest being 58 and 60 St Edmunds Church Street, immediately attached to the south, which is Grade II Listed, to the north some 30 metres away is the Grade II Listed 41 St Edmunds Church Street and on the far side of the car park directly opposite the application site is the Grade II* Listed Pheasant Inn & Crewe's Hall at a distance of 98m The site is surrounded by residential properties on three sides and the public Salt Lane car park to the front. Some of the nearby properties have been subject to alterations and/or extensions over time.

PROPOSAL:

This is a retrospective, full-planning application seeking permission to regularise the existence of Upvc double-glazed windows, doors and shopfront plus associated works.

RELEVANT PLANNING HISTORY:

ENQ/2022/01943 - Advice on the acceptability in principle of the upgrade of the existing windows, door and shop frontage to dark grey uPVC (windows will remain as sash windows) – Responded with mixed decision March 2023

POLICIES:

National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)
National Design Guidance (Planning practice guidance for beautiful, enduring and successful places) 2019

Planning (Listed Building and Conservation Areas) Act 1990

S66 (Special Considerations Affecting Planning Functions)
S72 (General Duties of Planning Authorities)

Wiltshire Core Strategy:

CP1 (Settlement Strategy)
CP2 (Delivery Strategy)
CP20 (Spatial Strategy for the Salisbury Community Area)
CP57 (Ensuring High Quality Design & Space Shaping)

CP58 (Ensuring the Conservation of the Historic Environment)

Supplementary Planning Documents:
Creating Places Design Guide SPG (April 2006)
Shopfront design in Salisbury (Adopted December 2004)

REPRESENTATIONS:

Conservation – Object

- The site lies within the chequers in the Salisbury City Conservation Area, and adjacent to a pair of grade II listed cottages, nos 58 & 60. 93&95 and Taylor's Almshouses to the north on the other side of the street are also listed.

  The replacement of windows above the shop front level, while an unfortunate loss of traditional windows, has utilised upvc sliding sashes of similar design. The majority of the unlisted properties on this side of the street have previously been replaced in upvc, so it would be difficult to argue that those in this application are out of character.

  The shopfront, however, is a slightly different matter. Upvc is generally only seen in domestic windows in the city, there is a very small number of upvc shopfronts (illustrated in the application) and none of these has had the benefit of consent. At least one deserves consideration for enforcement action. The quality and materials of shopfronts are perceived differently from the windows above, requiring particular attention to the adopted guidance on shopfronts and advertising. The guidance states that:

  Replacement shopfronts or shop signs for historic buildings should generally reflect the historic details of the building with a traditional style of shopfront and by utilising traditional materials. They should be designed to respect the period and style of the building and the form and proportions of the superior shopfronts or shop signs in the local area.

  The shopfront of this building was of timber construction, with the opening lights recessed between transom and mullions - while it was a C20 shopfront, it utilised traditional materials and details. The replacement has no recesses and the opening lights have a stormproof closure detail, and as it's immediately adjacent to the pavement the use of upvc is very obvious, and jars with the quality of the listed building adjacent, adversely affecting its setting.
  I consider that the replacement to preserve the character of the CA and the setting of the listed building (58 & 60), contrary to sections 72 and 66 of the PLBCA Act 1990, the aims of the NPPF and CP58.

Salisbury City Council – Object

- Salisbury City Council objects in support of the conservation officer’s comments

Letters – None Received

ISSUES:
The main considerations which are material to the determination of this application are listed below:

- Principle
- Character & Design

PLANNING ASSESSMENT:

Principle:
The site is already in use for mixed commercial & residential purposes and the principle of extensions, additions or alterations to be used in association with the existing uses of the site is accepted. These

principle acceptabilities are however subject to the detail, such as their implications for the character of the area and neighbouring amenities. These will, therefore, be addressed in more detail below

Character & Design:
Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires 'special regard' to be given to the desirability of preserving a listed building or its setting. In addition, Section 72 of the Act states that in the exercise of any functions, with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. In having 'special regard' (in relation to listed buildings) and/or in paying 'special attention' (in relation to conservation areas) the NPPF states that regard must be had as to whether the proposal will cause 'substantial harm', 'less than substantial harm' or no harm to the asset.

Core Policy 57 states that new development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality. Residential extensions/alterations such as this are acceptable in principle subject to there being no adverse impacts. Core Policy 58 aims to ensure that Wiltshire's heritage assets such as the conservation area are protected and enhanced in order that they continue to make an important contribution to Wiltshire's environment and quality of life. It also, however, confirms that the designation of a Conservation Area or listed building does not necessarily preclude the possibility of new development and the Council is committed to working pragmatically with owners to find positive solutions which will allow the adaptation of such buildings to reflect modern living aspirations.
Good design helps to provide a sense of place, creates or reinforces local distinctiveness, and promotes community cohesiveness and social wellbeing; The layout and design of new developments must also be based on a thorough understanding of the site itself and its wider context, and seek to maximise the benefits of the site's characteristics. This will require careful consideration of the site layout. No two sites share the same landscapes, contours, relationship with surrounding buildings, street pattern and features. The proximity of poor quality or indistinct development is not a justification for standard or poor design solutions. New development should integrate into its surroundings whilst seeking to enhance the overall character of the locality; A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings.

As mentioned by the conservation officer, whilst the loss of the original windows is considered to be a disappointment, the use of sash windows and the existence of multiple unlisted properties with double glazing and the presumed acceptability of this section of development opined within the previous pre-application submission makes the replacement acceptable. However, as stated in the previous pre-application submission, the use of Upvc for the shop front would not be acceptable. Traditional shopfront design relies on a set of principles based on proportion, balance and the right relationship of the parts to the whole. These principles are still valid today but it is the creative interpretation of traditional features that makes for good new design. Each building and site is unique, and a good design should add to the vitality of the street scene without resorting to pastiche.

As detailed by the conservation officer, the replacement shop front does not heed the traditional details of the previous timber frontage and is very clearly of modern Upvc construction which is considered to be jarring to the historic character of Parsons Chequer and at odds with the setting of the attached listed building. It is, therefore, considered that the proposals having given special regard to the setting of the listed building have caused harm, similarly, having paid special attention to preserving or enhancing the character of the encompassing conservation area it is considered that the proposals have failed to preserve or enhance said character. Consequently, it is established that harm has been caused. Any harm relating to designated heritage assets is split into two groups, Substantial Harm (the total loss of significance) or Less than Substantial Harm (any harm short of a total loss of significance), in this instance the harm falls within the Less than Substantial Harm bracket, where this is the case the harm must be weighed against the public benefits of the proposal and whilst great weight is given to the preservation of assets they can be outweighed. In this case, however, no public benefit has been established or provided. Therefore, it is

considered that the proposals cannot be granted approval as they fail to comply with sections 72 and 66 of the PLBCA Act 1990, the aims of the NPPF and CP58 of the WCS.

Other Matters
Running concurrently to this application using conflated paperwork is application PL/2023/07335. This is also a retrospective application but for Advertisement Consent. The decisions in these applications are not related and the use of conflated paperwork does mean that one approves or refuses another.

CONCLUSION:
The replacement Upvc shopfront is considered to be contrary to both local and national policies by failing to preserve or enhance the character of the conservation area, causing harm to the setting of the neighbouring listed buildings and offering no tangible forms of public benefit to outweigh the harms caused.

RECOMMENDATION:
Refusal of planning permission for the following reasons

Refusal Reason(s): (1)

1 The application site is located within the Historic Parson's Chequer, part of the designated Salisbury Conservation Area and is immediately next to Grade II Listed Buildings. The introduction of a Upvc double-glazed shopfront causes less than substantial harm to designated heritage assets without any evidence of suitable public benefits, fails to preserve the character of the Conservation Area and the setting of the listed buildings (58 & 60), contrary to sections 72 and 66 of the Planning Listed Buildings & Conservation Areas Act 1990, the aims of the National Planning Policy Framework and CP58 of the Wiltshire Core Strategy.