CASE OFFICER'S REPORT

Application Reference:	PL/2023/08503
Application Type:	Full planning permission
Site Inspection:	23 October 2023
Consultation ends:	03 November 2023
Case officer:	Julie Mitchell

Site Address:	45 RUSSELL STREET, WILTON, SALISBURY, SP2 0BG
Proposal:	Change of use of former police station and residential accommodation to 2no. dwellinghouses
Recommendation:	Approve with Conditions

Proposal and Site Description

The application site comprises a vacant police station and associated residential accommodation location in Wilton. The building itself is unlisted but the site lies within the Wilton Conservation Area where there are a number of listed buildings, including immediately adjoining buildings at 47-49 Russell Street.

The police station was historically residential in use and the proposal is to convert the disused station back into residential use, comprising two self contained dwellings, with parking to the rear within the existing courtyard. There a minimal external alterations to the building relating to the existing fenestration, including the relocation of an entrance door and window on the front elevation and changes to windows/doors and one new door opening at the rear of the building.

Policies

National Context:

National Planning Policy Framework (NPPF)
Planning Practice Guidance (PPG)
Planning (Listed Buildings and Conservation Areas) Act 1990

Local Context:
Wiltshire Core Strategy (WCS) adopted 2015
CP1 Settlement strategy
CP2 Delivery strategy
CP33 Spatial Strategy for Wilton Community Area
CP57 Ensuring high quality design and place shaping
CP58 Ensuring the conservation of the historic environment
CP60 Sustainable transport
CP61 Transport and development
CP64 Demand management
CP67 Flood risk

CP69 Protection of the River Avon SAC

Wiltshire Local Transport Plan 2011-2026:
Car Parking Strategy

Supplementary Planning Guidance:
Councils Adopted Supplementary Planning Document 'Creating Places'

Relevant Planning History

S/1990/1281 - C/A CONSENT - DEMOLITION OF OUTBUILDINGS TO FACILITATE THE CONSTRUCTION OF DOUBLE GARAGE AND PROVIDE PARKING FOR PROPOSED POLICE STATION
S/1990/1282 - DEEMED APPLICATION - CONVERSION OF EXISTING BUILDING TO POLICE STATION AND RESIDENTIAL ACCOMMODATION

Consultation Responses

Wilton Town Council - support

Conservation Officer
The site lies within the Wilton Conservation Area and in the immediate setting of some listed buildings, notably 12, 47 and 49 Minster St. We are required to pay special regard or attention to the desirability of preserving the character and setting of these designated heritage assets by PLBCA Act 1990.

The proposal to revert the building to its original residential use involves very few external changes: It is clear from the position of the rubbed brick arches over the openings that the door and window were originally the other way around and restoration of the earlier arrangement, subject to details and well-executed matching brickwork, should raise no concerns with regard to the streetscene of the CA or setting of LBs.

Further comment on elevations:
Subject to the use of matching brickwork for the infill, matching profile for the new cill, and details of the proposed windows and front door, I have no objections. The replacement windows would ideally be timber sliding sash, although there are upvc sliding sashes of fine enough dimensions that they could also be acceptable. The use of white spacers in double-glazed units significantly reduces the visual impact of the separate panes and this should be confirmed with the sectional details.

Highways Officer
Thank you for sending me the revised parking plan.

I note that the garden area has been reduced in size to allow more manoeuvring space for vehicles. Although it will be tight and may involve multiple manoeuvres, it will be possible for vehicles to enter turn and exit the site in a forward gear, providing the garage is used for parking.

I therefore wish to raise no highway objection.

Representations

No third party representations have been received.

Planning Considerations and Assessment

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.

Principle of Development:
The application site is situated within the settlement boundary for Wilton, which is defined in WCS policy C33 (Wilton Community Area) as being a Local Service Centre. The settlement boundary has subsequently been redefined as part of the Wiltshire Housing Sites Allocations Plan in 2020 and the site remains within the settlement boundary where WCS policy CP1 (Settlement Strategy) confirms that such locations have the ability to support sustainable patterns of living in Wiltshire through their current levels of facilities, services and employment opportunities. It also confirms that such locations have the potential for development in order to help sustain and where necessary enhance their services and facilities and promote better levels of self-containment and viable sustainable communities. In this context, the proposed change of use of the former police station and associated accommodation to provide two additional dwellings is considered to be acceptable in principle. The acceptability of the proposal however is subject to consideration of the details of the proposal in terms of the parking, character of the area and residential amenities for future and existing occupiers, which are addressed in more detail below.

Heritage Impacts/Design:
The subject building lies within a Conservation Area and adjacent to listed buildings, both of which designations requiring special attention to preservation of character and significance by the PLBCA Act 1990, the NPPF and CP58.

The subject buildings appear as dwellings within the streetscene, the minor additions to signify the former use as a police station being the only difference. The proposal is to be achieved with minimal external alteration. The most significant alteration in respect of the impact on the Conservation Area is the change to the frontage of the building to swap a door to a window and a window to a door. The Conservation Officer notes that it is clear from the position of the rubbed brick arches over the openings that the door and window were originally the other way around and restoration of the earlier arrangement should raise no concerns with regard to the streetscene of the Conservation Area or setting of Listed Buildings, subject to well-executed matching brickwork for the infill, matching profile for the new cill and details of the proposed windows and front door. It is suggested that the replacement windows would ideally be timber sliding sash, although there

are upvc sliding sashes of fine enough dimensions that they could also be acceptable and the use of white spacers in double-glazed units significantly reduces the visual impact of the separate panes and this should be confirmed with the sectional details. There are a small number of other alterations to existing window and door openings at the rear of the building, including one new door opening, but none which would affect the character and appearance of the building or its setting within the Conservation Area or that of nearby listed buildings.

In conclusion, it is considered that the proposal would cause no demonstrable harm to the setting of adjacent listed buildings or Wilton Conservation Area, subject to conditions to ensure matching brickwork and that the window and door details are acceptable having due regard to the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, the guidance of the NPPF and CP58.

Neighbour Amenity:

The subject building is attached to No. 47 Russell Street, an existing residential property. To the other side is a gap where parking space is provided to No. 43a/43b. There are no extensions to the property and no new or altered window or door openings that would have any potential to introduce any overlooking which is not currently present. The activity associated with residential use would not cause any additional impacts on neighbour amenity than the former uses as a police station with accommodation. The outdoor space associated with the existing buildings is sufficient to provide for parking and turning but would afford limited additional space to serve as outdoor amenity space for the occupiers of the proposed dwellings, however there would be sufficient space for bin storage and a small area for sitting out or clothes drying which is considered acceptable in the context of their being a requirement for car parking and the proposal being a change of use.

Highways Safety:

The site has an existing parking area at the rear of the buildings, which is accessed through a central opening underneath the first floor of one of the units. The use of the existing access for residential use would be considered acceptable in the context of the established use. The highways officer notes that the manoeuvring space for vehicles would be tight and may involve multiple manoeuvres but that it will be possible for vehicles to enter turn and exit the site in a forward gear, providing the garage is used for parking. No highways objection in raised on the basis that there would be sufficient space to provide parking for the proposed units to meet the required parking standard.

Ecology:

This development falls within the catchment of the River Avon SAC. The proposal would result in a total of 2 self-contained residential units which is a net increase of 2 units on the site although the police station also included accommodation. The nature of the proposal has potential to increase adverse effects alone or in combination with other developments through discharge of phosphorus in wastewater. The Council has agreed through a Memorandum of Understanding with Natural England and others that measures will be put in place to ensure all developments permitted between March 2018 and March 2026 are phosphorus neutral in perpetuity. To this end it is currently implementing a phosphorous mitigation strategy to offset all planned residential development permitted during this period.

Following the cabinets resolution on 5th January 2021, which secured a funding mechanism and strategic approach to mitigation, the Council has favourably concluded a generic appropriate assessment under the Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019. This was endorsed by Natural England on 7 January 2021 and continues to be applicable to planned residential development which is connected to mains sewerage. As this application is located within the defined settlement boundary it falls within the scope of the mitigation strategy and generic appropriate assessment. The LPA can therefore conclude that it would not lead to adverse impacts alone and in-combination with other plans and projects on the River Avon SAC subject to the standard condition to ensure water efficiency which is applicable to the SAC catchment area.

Drainage and Flood Risk:
The site is located within Flood Zones 2 and 3 and a risk of surface water flooding is also identified. However, the proposal is a change of use of an existing building and therefore there is no requirement for the sequential test to be applied. As there are no extensions or alterations other than window and door openings, the change of use would not result in any increased flood risk elsewhere.

Section 106/CIL Requirements
The number of residential units proposed would be below the threshold for S106 contributions.

CIL is a levy that local authorities can choose to charge on development in their area, and which Wiltshire Council has taken the decision to implement. CIL will contribute towards the “funding gap” between the total cost of infrastructure necessary to deliver new development and the amount of funding available from other sources. CIL is charged on commencement of development and is separate from the planning decision process, being administered by a separate department.

Conclusion:
The change of use from the police station and accommodation to revert to 2 separate residential dwellings is considered acceptable having regard to the location of the site within a larger settlement. The parking and amenity space arrangement is considered acceptable in the context of the proposal being a change of use and the visual impacts of the proposal would be acceptable having regard to the impacts on designated heritage assets subject to conditions to ensure the use of matching brickwork and that the details of doors and windows are appropriate.

Conditions: (5)

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 The development hereby permitted shall be carried out in accordance with the following approved plans and documents:

Location Plan, Existing Site Layout and Proposed Site Layout APD-03-23-100 dated July 2023
Proposed Floor Plans APD-06-23-04 dated October 2023
Proposed Elevations APD-06-23-03 dated October 2023
Swept path analysis Vehicle tracking plan APD-06-23-05 dated October 2023

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

3 The external infill brickwork for the development hereby permitted shall match that of the existing building in terms of its colour, texture, face bond, size, jointing and pointing.

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

4 No works to the existing windows and doors shall commence on site until details of all new external window and door joinery have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall include material, finish and elevations at a scale of not less than 1:10 and horizontal/vertical frame sections (including sections through glazing bars) at not less than 1:2. The works shall be carried out in accordance with the approved details.

REASON: In the interests of preserving the character and appearance of the building and its setting within the Conservation Area.

5 The dwellings shall not be occupied until the Building Regulations Optional requirement of a maximum water use of 110 litres per person per day has been complied with.

REASON: To avoid any adverse effects upon the integrity of the River Avon Special Area of Conservation

Informatives: (1)

In submitting details in respect of Condition 4, please note the following:
Cills details should be shown to match the existing. Windows would ideally be timber sliding sash, although there are upvc sliding sashes of fine enough dimensions that they could also be acceptable. The use of white spacers in double-glazed units significantly reduces the visual impact of the separate panes - this should be confirmed with the sectional details.