

APPLICATION FOR FULL-PLANNING PERMISSION CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2025/09374 and PL/2025/09517
APPLICATION TYPE:	Full planning permission and Listed Building Consent
SITE ADDRESS:	The Chapter House, 9-13 St Johns Street, Salisbury, SP1 2SB
DEVELOPMENT DESCRIPTION:	Carry out repairs and Replacement roof coverings, Replacement tiles to be an exact match to existing. Replacement coverings to (a) existing double lap clay plain tile, (b) existing natural slate, (c) existing felt flat roof. Repairs to (i) Existing Rear Roof 12 with double lap clay plain tile (ii) rear parapet wall. (iii) Reclad small section of horizontal timber cladding.
RECOMMENDATION:	Approve with Conditions

SITE DESCRIPTION/CONTEXT

The Chapter House, located at 9–13 St John’s Street, Salisbury, Wiltshire, SP1 2SB. The works relate to three adjoining historic properties of exceptional heritage significance:

- 9 St John’s Street – Grade I (List Entry 1273159)
- 11 St John’s Street – Grade II* (List Entry 1259028)
- 13 St John’s Street – Grade II (List Entry 1259034)

The buildings together form The Chapter House public house and hotel complex, situated within the historic core of Salisbury. The site also falls within the Salisbury Conservation Area.



PROPOSAL

Scope of works (summarised):

- *Renewal of existing clay plain tile and natural slate roof coverings on a like-for-like basis.*
- *Replacement of defective felt flat roofing with new high-performance felt systems.*

- *Renewal of lead ridges, hips, flashings, valleys, and parapet gutters to Lead Development Association standards.*
- *Repair and localised replacement of defective timber rafters, battens, and wall plates as necessary.*
- *Repainting and redecoration of existing timber fascia's and rainwater goods.*
- *Repair of existing parapet copings and replacement of lead cappings where required.*
- *No alteration to existing roof forms, ridgelines, or external walls.*

All new materials will match the existing in form, appearance, and quality – including natural clay tiles, reclaimed slates, and traditional leadwork. Reclaimed materials will be reused wherever possible to retain the building's patina and authenticity.

PLANNING HISTORY

RELEVANT LEGISLATION, POLICIES AND GUIDANCE

Statutory Legislation:

National Planning Policy:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- National Design Guide

Development Plan:

The development plan for Wiltshire comprises the *Wiltshire Core Strategy (WCS)* (adopted January 2015) and any made neighbourhood plans, which remains the principal statutory planning document guiding development across the county. In line with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning decisions must be made in accordance with the development plan unless material considerations indicate otherwise.

Though the development plan is considered as a whole, those parts deemed to be particularly relevant to this application are listed below:

The adopted *Wiltshire Core Strategy (WCS)*, with particular regard to:

- Core Policy 1 Settlement Strategy;
- Core Policy 2 Delivery Strategy;
- Core Policy 3 Infrastructure Requirements;
- Core Policy 20 Spatial Strategy Salisbury Community Area
- Core Policy 50 Biodiversity and Geodiversity;
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 58 Ensuring the Conservation of the Historic Environment;

Supplementary Planning Documents and other Guidance:

- Wiltshire Design Guide (adopted April 2024)
- Salisbury Conservation Area Appraisal (adopted 2014)
- Salisbury Neighbourhood Plan 2020-2038

ISSUES

The main issues that need to be addressed in this case include:

- Whether the development is acceptable in principle (CP 1 and 2)
- Whether the scheme constitutes high quality design (CP 57)
- Whether the scheme would have an acceptable impact upon the reasonable living conditions of the adjoining occupants (CP 57)
- Whether the scheme would preserve or enhance the historic environment (CP 58)

CONSULTATION RESPONSES

WC Conservation: No objection subject to conditions

Parish/Town Council: No comment

REPRESENTATIONS

In accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), the application was publicised.

Third party comments: Salisbury and Wiltons Swifts - *The RSPB's Swift Mapper is showing 3 swift nest sites on this building – please type postcode SP1 2SB into link: <https://www.swiftmapper.org.uk/records/8510746>.*

These records are from 2018 and 2020, but the nest sites are not surveyed every year and it is possible that they are still in use as swifts are nest faithful and return each year to the same nest site. Please be aware that the positions of the nest sites shown on Swift Mapper will not be entirely accurate but the detail in both records describes them as being on a 'commercial building'.

We ask that any work is undertaken outside of the breeding season, May to the end of August. If the nest sites are still being used and the work is undertaken during the breeding season, and the nests are occupied then the entrance to the nest sites must remain clear at all times. Swift nests are not 'traditional', they are made from bits and pieces the birds have collected on the wing. The swift is a red-listed Wiltshire Priority species so it is very important to protect known nesting sites, so we ask that if any nests are found, the entrances holes remain open and accessible on completion of the work.

We also ask for consideration of swift bricks retro-fitted into the building or external boxes to mitigate for any blocked nest entrances and help increase Salisbury's swift population. We would be happy to work with the applicant.

An informative can be placed upon any approval relating to the above.

ASSESSMENT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

"If regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise."

In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the Wiltshire Core Strategy (2015) and, where applicable, any made

Neighbourhood Plans. Consideration has also been given to the policies of the National Planning Policy Framework (NPPF) as a material consideration in the assessment.

Principle of Development

Policy Context

Core Policy 1: Settlement Strategy of the WCS establishes a hierarchy of settlements to guide where development should be focused. The policy prioritises growth in:

- Principal Settlements (e.g., Salisbury, Chippenham, Trowbridge) – main focus for strategic growth.
- Market Towns – support local services and employment; suitable for sustainable development.
- Local Service Centres – smaller towns and villages with a range of services; limited development supported.
- Large and Small Villages – development should be limited and respond to local needs.
- Outside the defined settlements – development is strictly controlled and generally not supported unless exceptional circumstances apply.

Core Policy 2: Delivery Strategy of the WCS sets out how development will be distributed and delivered across Wiltshire. The policy emphasises:

- Sustainable patterns of growth, reducing the need to travel and supporting local services.
- Development should be plan-led, aligning with the settlement strategy and supported by infrastructure.
- Windfall development (not allocated in plans) must still comply with the principles of sustainable development.
- Development outside settlement boundaries is generally not permitted, unless it meets specific policy exceptions (as set out in paragraph 4.25 of the WCS).

Together, CP1 and CP2 ensure that new development is strategically located, sustainable, and supports the character and function of Wiltshire's communities.

The proposal relates to existing historic buildings within the Principle settlement of Salisbury. The works are proposed to ensure the longevity of such Heritage Assets and therefore the principle of such a proposal is acceptable, subject to final details.

Design and Impact on the Character and Appearance of the Area

Policy Context

Core Policy 57 of the WCS requires high-quality design that:

- Enhances local character.
- Responds to the natural, historic, and built environment.
- Retains important features (e.g., trees, hedges).
- Supports sustainable construction and compatibility with surrounding uses.
- Creates safe, legible, and accessible spaces.

Section 12 of the NPPF emphasises design that is:

- Visually attractive.
- Functionally effective.
- Contributes to the quality of the built environment.

The Wiltshire Design Guide encourages sensitivity to local character, materials, and architectural styles and supports modern living standards while maintaining aesthetic and functional quality.

The proposed works relate to repairs to the existing roofs/coverings and are considered minor alterations albeit essential for the longevity and preservation of the Heritage assets ensuring they remain watertight.

The proposed materials are considered appropriate and are sympathetic to the Heritage asset itself and the wider character and appearance of the Conservation Area.

Impact on Heritage Assets

Policy Context

From the point of view of the historic environment the main statutory tests are set out within the Planning (Listed Building and Conservation Areas) Act 1990.

Section 16 (Listed Building Consent)/Section 66 (Planning Permission) requires that special regard be given to the desirability of preserving listed buildings, their settings or any features of special architectural or historic interest which they possess.

Paragraph 58B of the Planning Act 1990 requires that in considering whether to grant planning permission or permission in principle for the development of land in England which affects a registered park and garden, the LPA must have special regard to the desirability of preserving or enhancing the asset or its setting.

Section 72(1) of the Act requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas.

The NPPF outlines government policy for planning. Chapter 16 of the NPPF 'Conserving and enhancing the historic environment' sets out the Government's high-level policies concerning heritage and sustainable development. In particular:

Paragraph 208 requires LPAs should “avoid or minimise any conflict” between the heritage asset’s conservation (which includes achieving its optimum viable use) and any aspect of a proposal.

Paragraph 210 requires local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable new uses and of new development making a positive contribution to local character and distinctiveness.

Paragraphs 212 requires “great weight” to be given to an asset’s conservation “irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”

Paragraph 213 advises that harm to the significance of a designated heritage asset should require “clear and convincing justification”.

Paragraphs 213-215(214-216) require a balanced approach with any harm which would be caused being weighed against the potential public benefits which might be achieved.

Paragraph 220 advises that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm or less than substantial harm as appropriate.

The Planning Practice Guidance provides guidance on interpreting the NPPF.

The Council’s Core Strategy Policy CP58 ‘Ensuring the conservation of the historic environment’ requires that designated and non-designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance and encourages proposals which improve the condition of heritage assets at risk.

The Council’s Core Strategy CP 57: Ensuring high quality design requires a high quality of design in all new developments. The policy requires applicants to “demonstrate how the proposal will make a positive

contribution to the character of Wiltshire through (amongst other things) responding to the value of the natural and historic environment and being sympathetic to and conserving historic buildings and landscapes. Development is required to respond positively to the existing in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials, streetscape and rooflines to effectively integrate the building into its setting.

The Councils Conservation Officer was consulted on the proposals. A site visit was undertaken and the following comments provided:

Policy:

From the point of view of the historic environment the main statutory tests are set out within the Planning (Listed Building and Conservation Areas) Act 1990. Sections 16 (LBC) and 66 (PP) require that **special regard** be given to the desirability of preserving or enhancing listed buildings, their settings or any features of special architectural or historic interest which they possess.

Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 also requires the Council to pay **special attention** to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas.

The NPPF outlines government policy, including its policy in respect of the historic environment. Section 16 of the NPPF 'Conserving and enhancing the historic environment' sets out the Government's high-level policies concerning heritage and sustainable development. Paragraphs 214-16 of the NPPF require a balanced approach with any harm which would be caused being weighed against the potential public benefits which might be achieved. Paragraph 210 requires local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and of new development making a positive contribution to local character and distinctiveness.

National Planning Practice Guidance provides guidance on interpreting the NPPF.

The Council's Core Strategy Policy CP58 'Ensuring the conservation of the historic environment' requires that "designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance."

Historic England Advice Note 2 – Making changes to Heritage Assets illustrates the application of policies set out in the NPPF in determining applications for PP and LBC.

Site and assets considered:

The Chapter House (9 St Johns Street) is a grade I listed building. The list description reads as follows:

'C15-15. Four storey. A tall single gabled front of timber frame with wattle and daub infilling, oversailing at first and second floor levels, with moulded trimmers under each oversail and curved brackets under second floor. Moulded bargeboards to gable. Old tile roof. One four-light mullioned casement on third floor. Two three-light flanking central six-light mullioned and transomed casements on second floor. The outer windows now blocked. Similar arrangement on first floor with narrow lights flanking central window. All casements modern leaded, but frames original except to central windows, which have been restored. Modern casement and plain door on ground floor. Gabled three-storey extension right hand timber frame plastered. One C18 sash window on first floor and two modern casements on ground floor.'

Abutting the RHS is, as listed, 'Part of The Chapter House' (formerly listed as number 11 and part of the King's Arms) – a grade II* listed building:

'Now part of The Chapter House. C15/C16 altered. Three storeys plastered timber frame, gabled front. Old tile roof. One flush framed window, glazing bars, to 1st floor. Two modern leaded casements and door on ground floor.'

And to the RHS of the above, on the corner of St John's Street and St Ann's Street is number 13, a grade II listed building.

'Early C19. 2 storeys ashlar. Bath stone. Plinth. Plain frieze, moulded cornice and blocking course. Low pitch hipped slate roof. Central tripartite sash window 1st floor, glazing bars intact, pilasters flanking and dividing, breaking through sill, in slight, rectangular, recess. Ground floor has central portico of 2 fluted Greek Doric columns and pilasters to wall carrying entablature with triglyph frieze, the entablature with plain frieze continued across front with flanking pilasters all framing pair of large marginal glazed windows on moulded sills with panels under and double doors to centre also marginal glazed with flush bottom panels. The building was the former workshop and office of Osmond, the mason whom Augustus Welby Northmore Pugin used to employ.'

The list descriptions note: ***'Nos 1 to 13 (odd) form a very important group'***.

The buildings are opposite the scheduled Close cathedral walls and St Ann's Gate, an entry point into The Close.

The buildings are all within the City of Salisbury conservation area appraisal for which there is an adopted appraisal.

Proposal:

The design, access and heritage statement says the application is for *'essential roof repairs and re-covering works to The Chapter House..... The works relate to three adjoining historic properties of exceptional heritage significance'* namely numbers 9, 11 and 13.

Under section 3, the agent says:

'The proposals comprise repairs and re-covering of existing roofs and associated features across the three listed buildings. The works are conservation-led and involve no change to the existing roof profiles, ridge heights, or overall appearance'.

And

'All new materials will match the existing in form, appearance, and quality – including natural clay tiles, reclaimed slates, and traditional leadwork. Reclaimed materials will be reused wherever possible to retain the building's patina and authenticity.'

In more detail:

- *Renewal of existing clay plain tile and natural slate roof coverings on a like-for-like basis.*
- *Replacement of defective felt flat roofing with new high-performance felt systems. Renewal of lead ridges, hips, flashings, valleys, and parapet gutters to Lead*
- *Development Association standards.*
- *Repair and localised replacement of defective timber rafters, battens, and wall plates*
- *as necessary.*
- *Repainting and redecoration of existing timber fascia's and rainwater goods.*
- *Repair of existing parapet copings and replacement of lead cappings where required.*
No alteration to existing roof forms, ridgelines, or external walls

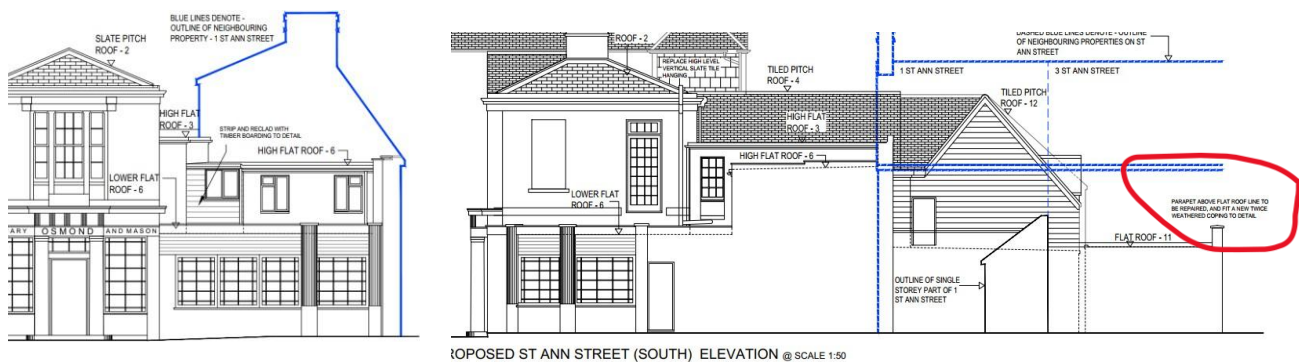
Supporting documentation:

A proposed annotated roof plan, identifying the different roofing materials has been provided. (Note to self: there is a note on the plan in respect of the single-storey flat roofed building at the corner of St Ann's Street and St John's which reads *'allow to remove all coping stones, provide horizontal DPC and lead flashing, reset cleaned copings'*).



Proposed east (rear) and north (courtyard facing) elevations have been provided as the proposals extend to replacing some of the vertical slate and tile hanging. There is a note also on this drawing which says: *'parapet above flat roof line to be repaired, and fit a new twice weathered coping to detail'*.

Proposed west (street facing) and south elevations have been provided. In respect of the south elevation, the notable annotation refers to the structure on the corner of St John's St and St Ann's Street and says *'strip and reclad with timber boarding to detail'*. The west elevation shows the location for the new twice weathered coping.



Detailed drawings have also been supplied for:

- Velux rooflights.
- Proposed clay roof tile detail;
- Horizontal boarding detail (refers to tanalised featheredge treated boarding so timber);
- Proposed flat roof details
- Proposed lightwell details
- Vertical slate cladding details; condition reusing existing or supplementary to match
- Proposed slate roof details

- Chimney flashing details
- Vertical clay tile details

Issues: impact on the listed building, impact on the setting of neighbouring listed buildings, impact on the conservation area.

Information considered/provided:

Paragraph 207 requires that applicants describe the significance of any heritage assets affected, including any contribution made by their setting. This should include sufficient information to provide a clear understanding of the significance of the heritage asset and its setting and the potential impact of any proposals on that significance.

In this case, whilst the applications are accompanied by a “Design, Access and Heritage Statement” the document provides sufficient information to understand the impact of the proposals and is proportionate to their scope. The requirements of the NPPF are therefore met in this respect.

However, paragraph 208 also provides for the local planning authority to make its own assessment of impact and the following heritage recommendations are offered on this basis.

Significance of assets and contribution of setting:

The NPPF defines significance as the “value of a heritage asset to this and future generations because of its heritage interest. The interest may be **archaeological, architectural, artistic or historic**. Significance derives not only from a heritage asset’s physical presence, but also from its setting.” Historic England assesses significance in a similar manner, referring to evidential, historic, aesthetic and communal values of a place.

In this case the significance of the building lies largely with its historic fabric and architecture - its form, layout and architectural expression/detailing and use of high-quality design materials which have significant aesthetic and architectural interest and which contribute to the character of the conservation area.

In respect of this particular application, the variety of different roof coverings also contribute to an understanding of the evolution of the site. As such, they have particular evidential value.

The flat roofed elements are not historic and of lesser interest, although the flat-roofed element on the corner of St John’s Street and St Ann’s Street makes a significant contribution to the conservation area.

Assessment:

The proposals are largely for like-for-like repairs with repairs to the various roof coverings, tile/slate hanging and associated flashing details. The proposals would ensure that the building remained weathertight and as such, the proposals would ensure the preservation of historic fabric in the building (including the historic roof structure).

As such, the proposals are in accordance with Historic England guidance, set out in Conservation Principles 2008 .

Summary & conclusion:

In this case the proposals will also result in considerable heritage benefits by virtue of the proposed investment in repair and upgrading/structural repair which will help to secure the future/stability of the building /via facilitating the optimum viable use.

The impact of the proposals on heritage assets will be and the requirements of current conservation legislation, policy or guidance are considered to be met and there is therefore no objection to the approval of the applications.

Suggested conditions:

Where roof or wall tiles/slates need supplementing or replacing, matching tiles/slates will be used; New copings to be natural stone.

Amenity

Policy Context

Core Policy 57 (Point vii) of the Wiltshire Core Strategy requires development to respect the amenity of existing occupants and ensure appropriate amenity levels for future residents.

The National Planning Policy Framework (NPPF), particularly Paragraph 135, reinforces the need for development to provide a high standard of amenity for both existing and future users.

These policies guide the assessment of amenity impacts, which will be considered in detail under the below headings.

Due to the location and nature of the proposed works the proposal would not result in any adverse effects upon and residential amenities.

CONCLUSION:

The proposed works are considered to be acceptable and would provided vital heritage benefits to the property in ensuring the building remains water tight and repaired/maintained in such a manner which ensures the longevity of the Heritage asset.

RECOMMENDATION:

That Planning Permission be GRANTED, subject to conditions:

Full Planning

1. 3 years
2. Plans as listed

INFORMATIVE: If the presence of Swifts is identified during any works it is recommended that work is undertaken outside of the breeding season, May to the end of August. If the nest sites are still being used and the work is undertaken during the breeding season, and the nests are occupied then the entrance to the nest sites must remain clear at all times. Swift nests are not 'traditional', they are made from bits and pieces the birds have collected on the

wing. The swift is a red-listed Wiltshire Priority species so it is very important to protect known nesting sites, so we ask that if any nests are found, the entrances holes remain open and accessible on completion of the work.

Listed Building Consent:

1. 3 years
2. Plans as listed
3. Where any roof or wall tiles/slates need supplementing or replacing, matching tiles/slates shall be used; New copings to be natural stone.

REASON: In the interest of preserving the Historical Significance of the Heritage asset and in the interest of visual amenity of the Conservation Area.