

APPLICATION FOR LISTED BUILDING CONSENT

OFFICER DELGATED REPORT

APPLICATION REFERENCE:	PL/2026/02169
APPLICATION TYPE:	Listed building consent (Alt/Ext)
SITE ADDRESS:	Waterside Mill, High Street, Downton, Salisbury, SP5 3PE
DESCRIPTION OF WORKS:	Replacement of 10 windows on the side and south-side elevations
RECOMMENDATION:	Approve with Conditions

SITE DESCRIPTION/CONTEXT

Waterside Mill is a grade II listed building. It is located at the heart of the Downton Conservation Area, near to the river.



The list entry, for means of identification purposes only, provides the following description:

‘Corn mill, later power station and now semi-detached house. C18, converted to power station by Southern Tannery Co. in 1929, closed 1973. English and Flemish bond brick, tiled roof with half-hip to right. 3-storey, 3-window. Ground floor has two 3-light segmental-headed casements, C20 door to first floor entrance up steps, to right is 4-light segmental-headed casement, second floor has two 3-light and one 2-light casement. Dentilled eaves cornice. Hipped dormer with 3-light casement to roof. Right return has blocked door and planked door to ground floor, 3-light casement to first floor, 2-light to second floor and attic. Rear has C20 door and 4-light casements to first floor, and four 2-light and one 3- light casement to second floor. Interior not inspected.’

It is attached to the Corn Mill (listed as East Mill) which is also listed at grade II.



PROPOSAL

The proposal is to replace 10 windows on the side and rear elevations. Annotated photographs have been supplied.



W4 and W5 – are on the side elevation
W1, W2, W3, W6, W7, W8, W9 and W10 are on the rear elevation.

In more detail, the Design, Access and Heritage statement says:

‘The windows would be replicated with replacement, like-for-like, hardwood frames and sashes, rebated to house slimline, heritage, double-glazed units – individually glazed with solid glazing bars and a putty finish’.

RELEVANT PLANNING HISTORY

Proposal / Summary
PL/2022/01701 - Householder planning permission Decision - Approve with Conditions Date: 5/5/2022 – Replacement of front entrance steps and rear conservatory and access steps
PL/2022/02153 - Listed building consent Decision - Approve with Conditions Date: 5/5/2022 – Replacement of front entrance steps and rear conservatory and access steps
S/1984/0252 - Full planning permission Decision - Approved Date: 28/3/1984 – L/B APPLICATION - ERECTION OF GLAZED CONSERVATORY
S/2011/1167 - Work to Trees in a Cons Area Decision - Approved Date: 19/9/2011 – Fell 4 x Sycamore (T1-T4) and line of Sycamores crown lift to 5m (S1)
S/2008/1461 - Work to Trees in a Cons Area Decision - Approved Date: 7/10/2008 – VARIOUS TREE WORKS
S/2007/0806 - Listed building consent Decision - Approve with Conditions Date: 5/6/2007 – INSTALLATION OF ELECTRICITY METER BOX FOR POWER SUPPLY TO WATER LEVEL INDICATOR ON BUCKETS HATCH SLUICE AND RE-ROUTE POWER CABLE UNDERGROUND
20/05468/TCA - Work to Trees in a Cons Area Decision - NOOBJECT Date: 26/8/2020 – Cherry Tree - Cut back to old cuts Sycamore Trees - Fell as too close to River
PL/2023/01207 - Notification of proposed works to trees in a conservation area Decision - No Objection Date: 16/3/2023 – T1 Group of Sycamore trees re coppice (starting to pull out of river bank) to regrow
PL/2024/07293 - Householder planning permission Decision - Approve with Conditions Date: 12/9/2024 – Removal of concrete deck to the front of the property and installation of new timber deck, replacement Rainwater goods.
PL/2024/07425 - Listed building consent (Alt/Ext) Decision - Approve with Conditions Date: 12/9/2024 – Removal of concrete deck to the front of the property and installation of new timber deck, replacement Rainwater goods.
PL/2024/10027 - Notification of proposed works to trees in a conservation area Decision - No Objection Date: 4/12/2024 – T1 Cherry tree - Fell. T2 Yew tree - Crown reduction by 1 metre and reshape.
PL/2024/10946 - Householder planning permission Decision - Approve with Conditions Date: 11/2/2025 – Construction of greenhouse attached to existing outbuilding
PL/2024/11298 - Listed building consent (Alt/Ext) Decision - Approve with Conditions Date: 11/2/2025 – Construction of greenhouse attached to existing outbuilding
PL/2025/05322 - Listed Building Discharge of Condition Decision - Approve Date: 2/7/2025 – Discharge of condition 3 of PL/2024/07425 (decking and handrail details)
ENQ/2023/00395 - Pre-Application enquiry Decision - Pre-App Response Date: 5/4/2023 – Replacement of windows using double glazed units.
PL/2024/05182 - Listed building consent (Alt/Ext) Decision - Approve with Conditions Date: 2/8/2024 – Proposed replacement of 10 of the property's 18 windows

PL/2026/02169 - Listed building consent (Alt/Ext) – Replacement of 10 windows on the side and south-side elevations
S/1981/1219 - Historic apps 1974 to 1983 Decision - Approve with Conditions Date: 30/12/1981 – Conversion to dwelling at western part of former power station
S/1990/0875 - Listed building consent Decision - Refused Date: 1/8/1990 – L/B APPLICATION - ERECTION OF LEAN-TO CONSERVATORY AT REAR
S/1992/1013 - Full planning permission Decision - Refused Date: 26/8/1992 – CONVERTING MILL INTO TWO DWELLINGS
S/1992/1014 - Listed building consent Decision - Refused Date: 26/8/1992 – L/B APPLICATION - EXTEND BALCONY AND PLACE DOOR INTO KITCHEN WINDOW AND BLOCK OFF DOOR INTO KITCHEN
S/78/0147 - Historic apps 1974 to 1983 Decision - Approve with Conditions Date: 15/5/1978 – Partial demolition & conversion to dwelling house
S/78/0854 - Historic apps 1974 to 1983 Decision - Approve with Conditions Date: 1/12/1978 – Alteration to provide garage, sitting room, bedroom, bathroom & store
S/79/0568 - Historic apps 1974 to 1983 Decision - Approve Date: 31/10/1979 – Conversion of mill into dwelling house
2000/2398 - DEMOLITION OF CONSERVATORY IN LAND OF LISTED BUILDING - WATERSIDE MILL, HIGH STREET, DOWNTON, SALISBURY, SP5 3PE – Conversion of mill into dwelling house

RELEVANT LEGISLATION, POLICIES AND GUIDANCE

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 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.

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.

National Policy and Guidance

The National Planning Policy Framework (NPPF) sets out government policy, including 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 213-215 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 to 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.

Section 14 of the NPPF addresses the challenge of climate change, flooding and coastal change.

Paragraph 167 advises that “Local planning authorities should also give significant weight to the need to support energy efficiency and low carbon heating improvements to existing buildings, both domestic and non-domestic (including through installation of heat pumps and solar panels where these do not already benefit from permitted development rights).

National Planning Practice Guidance provides guidance on interpreting the NPPF.

Historic England Advice Note 2: Making changes to Heritage Assets, illustrates the application of policies set out in the NPPF in determining applications for LBC (and planning permission).

Historic England’s publication ‘Traditional Windows – Their Care, Repair and Upgrading (2017)’ encourages the retention of windows that contribute to the significance of listed buildings but sets also out their approach to the alteration/replacement of windows where this is acceptable in principle:

1. Where historic windows, whether original or later insertions, make a positive contribution to the significance of a listed building they should be retained and repaired where possible. If beyond repair they should be replaced with accurate copies.
2. Where historic windows have already been replaced with windows whose design follows historic patterns, these usually make a positive contribution to the significance of listed buildings. When they do, they should therefore be retained and repaired where possible. If beyond repair they should be replaced with accurate copies.
3. Where historic windows or replacement windows of historic pattern survive without historic glass it may be possible to introduce slim-profile double-glazing without harming the significance of the listed building. There are compatibility issues to consider as the introduction of double-glazing can require the renewal of the window frame to accommodate thicker glazing, thereby harming significance. These issues are covered in Section 4 of this guidance.
4. Where historic windows have been replaced with ones whose design does not follow historic patterns, these are unlikely to contribute to the significance of listed buildings. Replacing such windows with new windows of a sympathetic historic pattern, whether single-glazed or incorporating slim-profile double-glazing, may cause no additional harm. It also provides an opportunity to enhance the significance of the building, which is the desired outcome under national policy.
5. Where a new window or re-glazing is agreed, the reflective properties of secondary and double-glazing as compared to modern, polished single-glazing, do not usually harm the significance of the building. But when new multi-paned windows are proposed, the desirability of reproducing broken reflections by individually glazing each pane should be considered. Where the aesthetic value of the building is high, then the impact on the whole of the relevant elevation should be considered, including the desirability of accurately matching other windows.

Historic England Advice Note 18: Adapting Historic Buildings for Energy and Carbon Efficiency, provides advice in support of consistent decision making on approaches to improve the energy efficiency and support carbon reduction of historic buildings, whilst conserving their significance.

Wiltshire Core Strategy:

Whilst not directly relevant to listed building consent applications, the below policies give an indication of the Council's approach to development affecting heritage assets:

- Core Policy 57 'Ensuring high quality design and place shaping': A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality.
- Core Policy 58 '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."

ISSUES

The impact of the proposals on the significance of the listed building.

CONSULTATION RESPONSES

Downton Parish Council: support

REPRESENTATIONS

In accordance with the requirements of Section 5(1) of the Planning (Listed Buildings and Conservation Areas) Regulations 1990 (as amended) the application for listed building consent was publicised by way of:

- A site notice displayed near the site;
- An advertisement placed in the local press.

These methods were used to inform interested parties and to allow a statutory consultation period of **21 days** for representations to be submitted.

No representations were received.

ASSESSMENT

In accordance with Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, special regard has been given to the significance of the listed building, including its architectural and historic interest, and the desirability of preserving both the building and its setting. Relevant policies within the National Planning Policy Framework (NPPF), particularly Section 16: Conserving and Enhancing the Historic Environment, have also been taken into account. These policies require that any harm to the significance of a designated heritage asset must be clearly justified and weighed against the public benefits of the proposal.

Information considered/submitted

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.

The application was supported by photos and the applicant's own assessment of the interest of the windows based on a visual inspection. The Design, Access and Heritage statement notes:

'The existing windows comprise storm-proof casement joinery....' As such, they are not historic and there is no evidence of historic glass'.

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.

Assessment of significance:

According to the National Planning Policy Framework (NPPF), significance is defined 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 further categorises significance into four key values:

- *Evidential* – the potential of the asset to yield evidence about past human activity.
- *Historic* – the ways in which the asset illustrates aspects of history.
- *Aesthetic* – the sensory and design qualities of the asset.
- *Communal* – the meanings and associations attached to the asset by people.

In this case, in so far as it relates to the current application, the significance of the windows relates to their size, that they are timber and small pane and their disposition on the elevations. It is agreed that the existing windows are modern windows not of interest in their own right and with non-authentic detailing (a storm-proof arrangement).

Assessment

Historic England guidance: 'Modifying Historic Windows as Part of Retrofitting Energy Saving Measures' advises:

'We strongly encourage owners to conserve significant historic windows wherever possible and not to replace them without good justification.'

And under the heading '**Making changes to windows in listed buildings**':

*‘Where historic windows, whether original or later insertions, make a positive contribution to the significance of a listed building they should be retained and repaired where possible. If beyond repair, they should be replaced with **accurate copies**’.*

In respect of modern windows not of significance

‘Where historic windows have been replaced with ones whose design does not follow historic patterns, these are unlikely to contribute to the significance of listed buildings. Replacing such windows with new windows of a sympathetic historic pattern, whether single glazed or incorporating slim-profile double glazing, may cause no additional harm. It also provides an opportunity to enhance the significance of the building, which is the desired outcome under national policy’.

Window details for each of the windows (including sections) have been provided. The details evidence flush-framed timber windows with proper run-through glazing bars, slim double-glazed units and an implied putty finish.

Impact on Ecology

While Sections 16 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 do not explicitly reference protected species, Local Planning Authorities have a statutory duty to consider potential impacts on protected species when determining applications. This responsibility arises from broader environmental legislation and national planning policy, and must be taken into account where relevant.

		Y / N / NA
(a)	Does the site or proposed development possess/impact on any of the features where protected species are likely to be present (assessed against Natural England’s standing advice) and where species are likely to be found?	N
(b)	If yes, has a protected species survey been submitted?	
(c)	If yes, does the survey show a detailed consideration of ecological impacts, wildlife mitigation and the creation, restoration and enhancement of wildlife corridors to preserve and enhance biodiversity in accordance with the standing advice?	

CONCLUSION

The existing windows are 20th century replacements. In terms of their detailing, they have a storm-proof arrangement which is not traditional and detracts from the appearance of the listed former mill.

The proposed new windows would be timber slim double-glazed units with flush frames.

The NPPF confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). It makes clear that any harm to a designated heritage asset requires clear and convincing justification.

In this case, the impact of the proposals on heritage assets will be largely positive and the requirements of current conservation legislation, policy or guidance are considered to be met.

RECOMMENDATION:

That Listed Building Consent be GRANTED, subject to the following conditions:

Standard 3 years

Plans