

APPLICATION FOR FULL-PLANNING PERMISSION & LISTED BUILDING CONSENT CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2026/01951 & PL/2026/02128
APPLICATION TYPE:	Full planning permission & Listed Building Consent
SITE ADDRESS:	37 Silver Street, Salisbury, SP1 2NG
DEVELOPMENT DESCRIPTION:	Proposed formation of new first floor access, alterations to existing shopfront to accommodate new doorway.
RECOMMENDATION:	That Planning Permission and Listed Building Consent be GRANTED

This report covers both the full planning permission (PL/2026/01951) and listed building consent (PL/2026/02128) applications.

SITE DESCRIPTION/CONTEXT



The application relates to 37 Silver Street, a mid-terrace two storey building, located in a pedestrianised area, on the south side of Silver Street, at the junction with Butcher Row, opposite the Poultry Cross within the centre of the Principal Settlement of Salisbury as defined by Wiltshire Core Strategy (WCS) policies CP1 (Settlement Strategy), CP2 (Delivery Strategy) and CP20 (Salisbury Community Area).

The property is Grade II listed. The listing is as follows:

SILVER STREET 1. 1594 (South Side) No 37 SU 1429 NW 3/565 GV II 2. Late C18 altered front to Silver Street. 2 storeys painted brick. Modillion wood cornice, parapet with coping. First floor windows replaced late C19 by nearly full width tripartite display window the centre taller, in reeded pilaster frame, frieze and dentil cornice over each broad light. Modern shop front ground floor. The property also has a front at right angles to New Canal facing east. Late C17 origin altered late C18. 3 storeys painted brick, moulded brick cornice, parapet with coping. Moulded band over first floor. 3 symmetrical windows to upper floors, flush architrave framed sashes, later glazing with stucco keystones over. Early C20 shop front ground floor. Interior of this part has attic stair with closed string and splat moulded balusters.

Nos 37 to 41 (odd) form a group.

Listing NGR: SU1439429930

The application site is located within the Primary Frontages (as defined by Saved Salisbury District Local Plan (SDLP) policy S1) and Salisbury City Centre (SDLP policy S3). The site is surrounded by a mix of commercial/retail with some residential properties at upper levels.

The site is within the Salisbury Conservation Area, adjacent to Grade II Listed 39 Silver Street, opposite Grade I Listed 'The Poultry Cross' and close to Grade II Listed 41 Silver Street, 33 Butcher Row, 28 Butcher Row and Grade II* Listed International Stores, The Poultry Cross.

Location Plan



Listed buildings outlined in black



There is a retail unit on the ground floor (currently shoe shop 'Shoe Zone'), with a modern glazed façade, accessed from Silver Street, with a storeroom at first floor. To the rear (south) there is a shared lobby/fire exit that is connected at ground and first floor to 50, 52 and 54 New Canal that exits onto Public Rights of Way SALS69 that crosses between Butcher Row and New Canal Street.

The application site is within the catchment of the Hampshire River Avon Special Area for Conservation (SAC) and is within the 13.8km recreational zone of influence for the New Forest Special Protection Area (SPA) and SAC. The site is within Flood Zone 2.

PROPOSAL

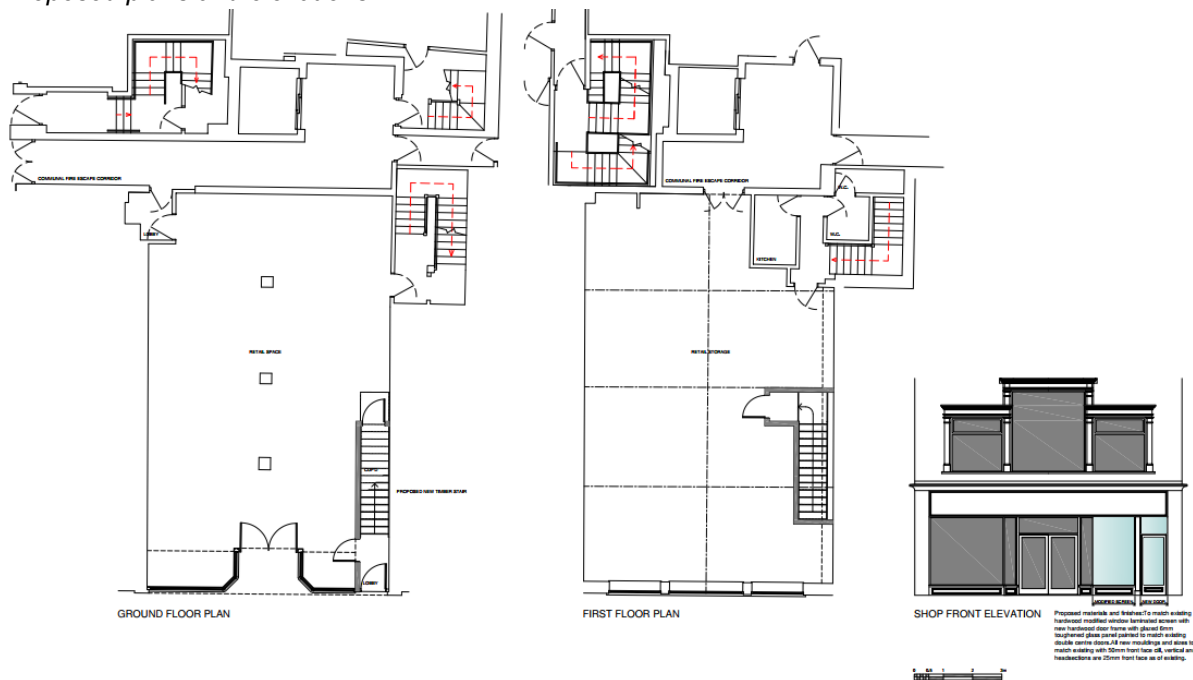
The proposals are to change the existing shopfront to create a new, pedestrian doorway in the side of the frontage, from Silver Street, leading to a new staircase that would give access to the first floor. The new staircase would provide a protected fire escape route from the first floor storage area, omitting the need to use the shared escape route through the connected buildings (50, 52 and 54 New Canal) to the south.

A revised plan of the proposed plans and elevations was received 20/05/2026 to include labels of the room functions and clarification of the materials for the works to the elevation.

Existing plans and elevations



Proposed plans and elevations



Drawing showing existing escape routes



PLANNING HISTORY

Proposal / Summary

S/2002/1974 - Listed building consent Decision - Refused Date: 28/11/2002 – DECORATE EXISTING SHOPFRONT (RETROSPECTIVE) INSTALLATION OF NEW NON ILLUMINATED FASCIA SIGN

S/2002/1975 - Consent to display an advertisement Decision - Refused Date: 28/11/2002 – NON ILLUMINATED FASCIA SIGN

S/2001/1756 - Consent to display an advertisement Decision - Refused Date: 31/10/2001 – STATIC INTERNALLY ILLUMINATED SHOP FASCIA AND PROJECTING SIGNS

S/2001/1757 - Listed building consent Decision - Refused Date: 31/10/2001 – STATIC INTERNALLY ILLUMINATED SHOP FASCIA AND PROJECTING SIGNS

S/2007/0369 - Listed building consent Decision - Refused Date: 17/4/2007 – ALTERATIONS TO SHOP FRONT

S/2007/0370 - Consent to display an advertisement Decision - Refused Date: 17/4/2007 – FASCIA SIGN

S/2007/0371 - Full planning permission Decision - Refused Date: 17/4/2007 – ALTERATIONS TO SHOP FRONT

S/2003/0552 - Consent to display an advertisement Decision - Approve with Conditions Date: 6/5/2003 – NON ILLUMINATED FASCIA SIGN
S/2003/0553 - Consent to display an advertisement Decision - Approve with Conditions Date: 6/5/2003 – DECORATE EXISTING SHOPFRONT AND INSTALLATION OF NEW NON ILLUMINATED FASCIA SIGN
S/2002/0378 - Consent to display an advertisement Decision - Refused Date: 25/3/2002 – NON ILLUMINATED FASCIA AND PROJECTING SIGN
S/2002/0379 - Listed building consent Decision - Refused Date: 25/3/2002 – CHANGE OF FASCIA AND PROJECTING SIGN
S/2007/0232 - Consent to display an advertisement Decision - Approve with Conditions Date: 21/3/2007 – SIGNAGE AT ENTRANCE OF MALL & WITHIN MALL
- Consent to display an advertisement Decision - Approve with Conditions Date: 12/11/2018 – Installation of new externally illuminated fascia sign and non illuminated projecting signs
18/05841/LBC - Listed building consent Decision - Approve with Conditions Date: 12/11/2018 – Installation of new fascia sign and projecting sign. Redecoration of shop front, window frames, high level cornice and brickwork to upper floor. Repairs to restore damaged and missing timbers

RELEVANT LEGISLATION, POLICIES AND GUIDANCE

Statutory Legislation:

Planning (Listed Building and Conservation Areas) Act 1990

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 20 Spatial Strategy for the Salisbury Community Area
- Core Policy 35 Existing Employment Land
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 58 Ensuring the Conservation of the Historic Environment;

Salisbury District Local Plan policies (Saved by Wiltshire Core Strategy):

- S1 – Primary Shopping Areas

Neighbourhood Plan:

- Salisbury Neighbourhood Development Plan 2020 to 2038, made 3 March 2025

Supplementary Planning Documents and other Guidance:

- City of Salisbury Conservation Area Appraisal and Management Plan, December 2014
- Wiltshire Design Guide (adopted April 2024)

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)
- Whether there would be any harmful impacts upon protected species or priority habitats (CP 50)
- Are there any other planning issues raised by the development?

CONSULTATION RESPONSES

WC Conservation: No objection subject to conditions. Comments received as follows:

The site is a grade II listed building in the Salisbury Conservation Area, and in the immediate setting of the grade I (and scheduled) Poultry Cross. The LPA is required to pay special regard to the desirability of preserving the character and setting of listed buildings, and special attention to preserving or enhancing CAs by sections 16/66 and 72 of the PLBCA Act 1990.

The proposal is for the insertion of a pedestrian door to the side of the shopfront, and to provide a new enclosed staircase behind to serve as a secondary fire escape. The shopfront is of modern construction (later C20) so the doorway does not cause the loss of historic fabric. The proposal retains the central shop entrance and the full width fascia above. I am satisfied that a timber door (I can't see that specified) would be acceptable as shown. The staircase involves the loss of floor structure, however the photos provided by the agent appear to show that it is of modern construction with steel beams and modern softwood joists. I would like to know for sure that the fabric of the proposed opening is not of any historic significance, if we can agree a condition requiring an inspection of the area once the coverings have been removed prior to cutting of timbers that would be a sensible way forward. In the event that there is historic fabric, it is still likely that a stair could be fitted, it would need to avoid principal beams but the trimming of a few joists would likely be acceptable.

Salisbury City Council: Supports this application

REPRESENTATIONS

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

- Neighbour notification letters sent to adjoining and nearby properties;
- A site notice displayed near the site;
- An advertisement placed in the local press.

These methods were used to inform interested parties and provide a period of 21 days for comments to be submitted.

No representations were received.

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

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 application site is within the Principal Settlement of Salisbury; it is also within the settlement boundary. The site is designated as a 'Primary Frontages' through saved Policy S1 of the Salisbury District Local Plan.

The principal role of the 'Primary Frontage' is to maintain the area as the retail centre. The proposals are to modify the existing shopfront to create a new, pedestrian doorway in the side of the frontage, from Silver Street, leading to a new staircase that would give access to the first floor. There are no changes proposed to the established use of the application site. As such, the principle of development is considered acceptable, subject to the detailed assessment of design, amenity, and other material considerations set out below.

Design and Impact on the Character and Appearance of the Area

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 development is to modify part of the existing glazed screen forming the shop front to install a new glazed pedestrian door. The application form states that the door is proposed to be painted hardwood door and frame with mouldings to match the existing double doors, with a glazed fanlight above.

The design of the doors, with traditional features and materials are considered to preserve the character and appearance of the area. The internal works (staircase) will have no impact on the character and appearance of the area. Having regard to the above, the proposal complies with the design principles set out in Core Policy 57 of the Wiltshire Core Strategy and Appendix D of the Wiltshire Design Guide.

Impact on Heritage Assets

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 66 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 Act requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas.

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 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.

The application site is a Grade II Listed Building within the Salisbury Conservation area and close to other listed buildings and scheduled monument. The proposals include for a new pedestrian doors within the existing glazed frontage and an internal stair from ground to first floor. The staircase would have a door into the ground floor retail unit and out onto Silver Street. The existing staircase at the back of the shop is retained. The internal works to install a new staircase would result in the loss of part of the floor structure. Following a site visit with the Case Officer and Conservation Officer, additional site photos were submitted in support of the application, showing the underside of the floor joists, viewed from below. There is no visible evidence of historic fabric internally, at ground or first floor level where the staircase is proposed.

The application is supported by a 'Design and Access and Heritage Statement' comments that the works affect a modern shopfront and the impact is assessed as 'negligible or very low less-than-substantial harm'.

No objections have been raised by the Conservation Office, with comments:

The proposal is for the insertion of a pedestrian door to the side of the shopfront, and to provide a new enclosed staircase behind to serve as a secondary fire escape. The shopfront is of modern construction (later C20) so the doorway does not cause the loss of historic fabric. The proposal retains the central shop entrance and the full width fascia above. I am satisfied that a timber door (I can't see that specified) would be acceptable as shown.

The staircase involves the loss of floor structure, however the photos provided by the agent appear to show that it is of modern construction with steel beams and modern softwood joists. I would like to know for sure that the fabric of the proposed opening is not of any historic significance, if we can agree a condition requiring an inspection of the area once the coverings have been removed prior to cutting of timbers that would be a sensible way forward. In the event that there is historic fabric, it is still likely that a stair could be fitted, it would need to avoid principal beams but the trimming of a few joists would likely be acceptable.

The proposed staircase is not considered to harm the heritage asset. The insertion of a door within the modern shop frontage, constructed from traditional materials and detailing to match the existing is considered acceptable and sympathetic to the setting of the listed building and the conservation area. The revised proposed plans include sufficient detail of the proposed materials and mouldings for the new door. Subject to condition confirming that no historic fabric will be lost in the installation of the staircase, as suggested by the Conservation Officer, the proposals, by virtue of its scale, design, and use of materials, is considered to preserve the character and appearance of the conservation area and setting of the listed building.

The development is therefore considered to comply with Core Policy 58 of the Wiltshire Core Strategy and Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as the relevant provisions of the NPPF.

Amenity

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.

Due to the nature of the proposals being limited to the street facing elevation it is not considered that the proposals will impact upon the amenity of the neighbours.

Flood Risk and Drainage

Core Policy 67 of the Wiltshire Core Strategy and NPPF paragraphs 170–182 require:

- Avoidance of increased flood risk.
- Use of appropriate mitigation measures.
- Application of the sequential and exception tests for developments in Flood Zones 2 or 3.

Sustainable Drainage Systems (SuDS) are required for all major developments and must:

- Manage runoff near its source.
- Improve water quality.
- Support biodiversity and amenity.
- Be integrated into the site layout and green infrastructure.

The application site lies within Flood Zone 2 but outside of any surface water flood risk area. The application relates to a new door within the existing shop front and an internal staircase, it is therefore considered that the proposal is a “minor development” in relation to flood risk.

No Flood Risk Assessment has been submitted but, it is considered that the proposals would not increase the risk of flooding to the site or surrounding land and the development is considered to comply with Core Policy 67 and Section 14 of the NPPF.

Ecology and Biodiversity

Core Policy 50 of the Wiltshire Core Strategy seeks to protect and enhance biodiversity and geodiversity, including through ensuring that development avoids harm to protected species and habitats.

The National Planning Policy Framework (NPPF), in Paragraphs 193, requires that development minimises impacts on and provides net gains for biodiversity, including ensuring mitigation is secured where harm cannot be avoided.

The proposal relates to a new door within the shop frontage and an internal staircase. The application site is within the New Forest Protection Sites 13.8km Recreation zone of influence and Hampshire River Avon Catchment but due to the nature of the development, ecological impact is not an issue for this application. There is no reasonable likelihood of protected species being present or affected. The development complies with Core Policy 50 and the relevant provisions of the NPPF.

Biodiversity Net Gain

As of 2 April 2024, the requirement for Biodiversity Net Gain (BNG) on all new sites came into force. Any small scale (non-major)/major scheme will need to demonstrate no net loss and a minimum of 10% net gain in biodiversity on the site, in line with the requirements of the NPPF, WCS policy CP50 (Biodiversity and Geodiversity) and the Environment Act.

However based on the information available the biodiversity gain planning condition is not considered to apply to this application as the development meets the following exemption criteria and is therefore below the de minimis threshold, meaning the development: – does not impact an onsite priority habitat (a habitat specified in a list published under section 41 of the Natural Environment and Rural Communities Act 2006); and – impacts less than 25 square metres of onsite habitat that has biodiversity value greater than zero and less than 5 metres in length of onsite linear habitat (as defined in the statutory metric).

CONCLUSION

The proposed development is considered to be acceptable in terms of its design, scale, and relationship with the surrounding area. It would not result in any unacceptable harm to the character of the locality, the amenities of neighbouring occupiers, or the interests of heritage, or ecology.

The proposal is therefore considered to comply with the relevant policies of the Wiltshire Core Strategy, the Wiltshire Local Plan, and the National Planning Policy Framework. As such, the application is recommended for approval, subject to the conditions set out below.

RECOMMENDATION:

That Planning Permission be GRANTED, subject to conditions

For Planning Permission ref: PL/2026/01951

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 PP-14790898v1, received 23.03.2026
 - 1621/02 Rev A Proposed Plans & Elevations, received 20.05.2026
 - Application form, received 23.03.2026

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

3. The materials to be used in the construction of the external surfaces of the development hereby permitted shall match in material, colour and texture those used in the existing building and detailed on the application form and approved plans.

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

For listed building consent ref: PL/2026/02128

1. The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) 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 PP-14790898v1, received 23.03.2026
 - 1621/02 Rev A Proposed Plans & Elevations, received 20.05.2026
 - Application form, received 23.03.2026

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

3. The materials to be used in the construction of the external surfaces of the development hereby permitted shall match in material, colour and texture those used in the existing building and detailed on the application form and approved plans.

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

4. Notwithstanding the details of the approved staircase shown on drawing 1621-02A, the first floor opening shall not be formed until full details of the fabric affected, and a detailed plan showing its final position have been submitted to and approved in writing by the local planning authority. The works shall be carried out in accordance with the approved details.

REASON: It considered possible that historic joists and beams may survive within the altered floor structure and it was impossible to inspect these during the application process.

INFORMATIVES

1) The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for development of land in England is deemed to have been granted subject to the condition (biodiversity gain condition) that development may not begin unless:

- (a) a Biodiversity Gain Plan has been submitted to the planning authority, and
- (b) the planning authority has approved the plan.

The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan, if one is required in respect of this permission would be Wiltshire Council.

There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. For further information on exempt developments please refer to: <https://www.gov.uk/guidance/biodiversity-net-gain-exempt-developments>

Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because one or more of the statutory exemptions or transitional arrangements is considered to apply.