

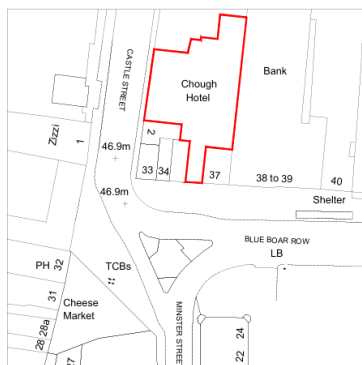
# APPLICATION FOR FULL-PLANNING PERMISSION AND LISTED BUILDING CONSENT CASE OFFICER REPORT

|                                 |                                                                                                                           |
|---------------------------------|---------------------------------------------------------------------------------------------------------------------------|
| <b>APPLICATION REFERENCE:</b>   | PL/2026/03369 & PL/2026/03749                                                                                             |
| <b>APPLICATION TYPE:</b>        | Full planning permission and listed building consent                                                                      |
| <b>SITE ADDRESS:</b>            | 36 Blue Boar Row, Salisbury, SP1 1DA                                                                                      |
| <b>DEVELOPMENT DESCRIPTION:</b> | Internal and external alterations to facilitate the restoration of the building as a pub restaurant with associated works |
| <b>RECOMMENDATION:</b>          | Approve, with conditions                                                                                                  |

## SITE DESCRIPTION/CONTEXT

The site relates to a Grade II listed pub/restaurant situated within the Salisbury Conservation Area. There are a number of listed buildings in the immediate and surrounding area. The area also contains some residential and other commercial properties.

The main frontage to Castle Street is timber framed with cream render. A secondary entrance off Blue Boar Row also provides pedestrian access to the site. The pub use ceased to trade and closed in 2020 due to the Covid-19 pandemic. The Listed Building has since been vacant.



## PROPOSAL

The proposal seeks permission for internal and external alterations to the building. No change of use is proposed.

The submitted supporting statement identifies the proposed works as per the following:

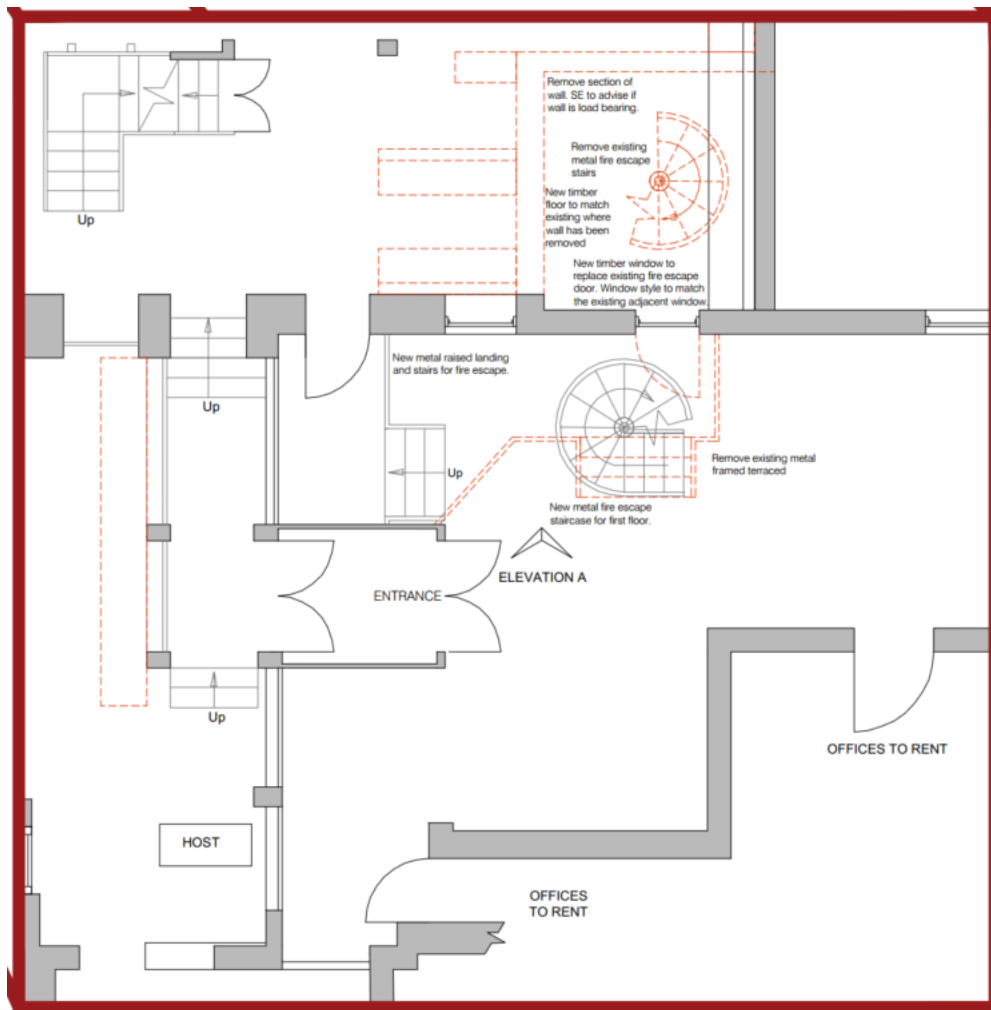
- **Adjustment of pub seating, tables and bar areas;**
- **Removal of fire escape stair on eastern range and replacement with external spiral stair to the yard;**
- **Adjustment to second floor bathroom with an inserted wall to provide a WC separate from the fire escape route;**

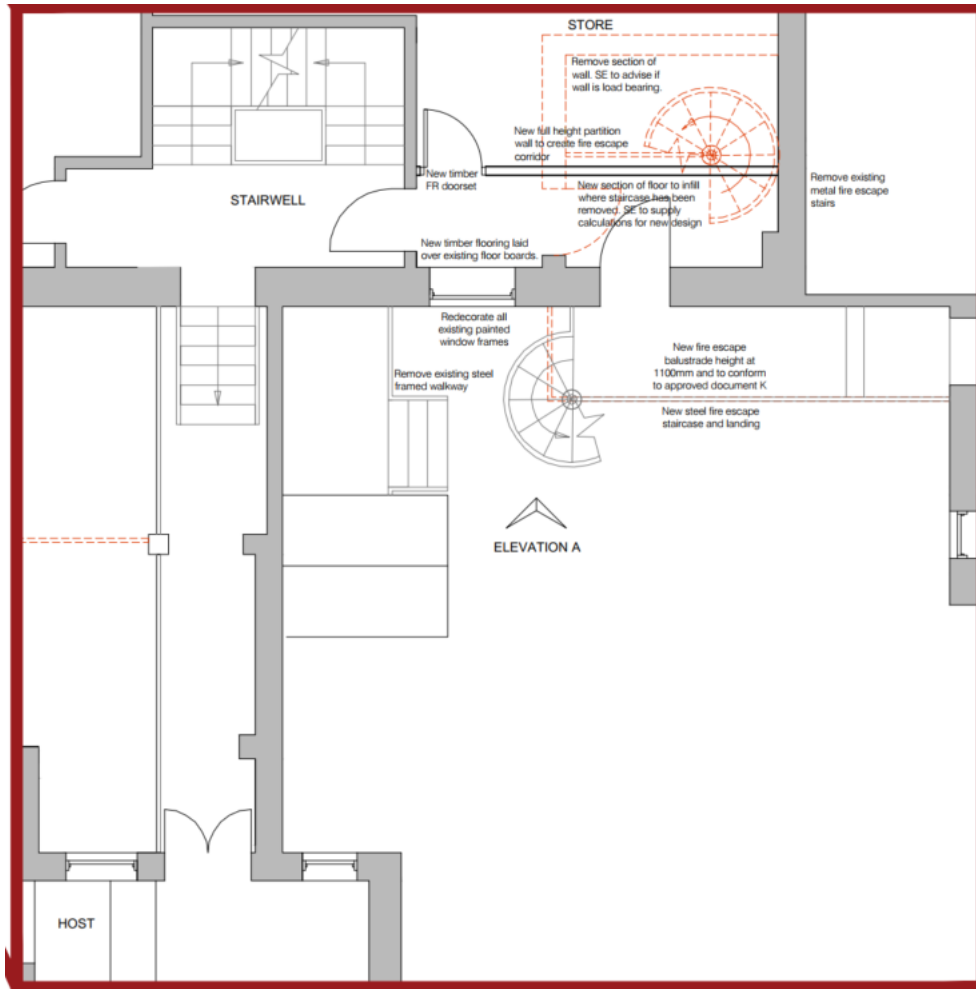
- Internal and external redecoration and repair including replacement of necessary modern WC and kitchen fixtures;
- New finishes to floors and walls while retaining and preserving all historic fabric;
- Re-wiring and ensuring that plaster walls are repaired and refinished in a like for like manner.



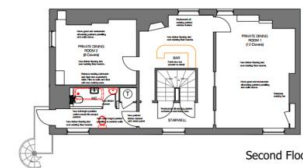
Existing Eastern Elevation



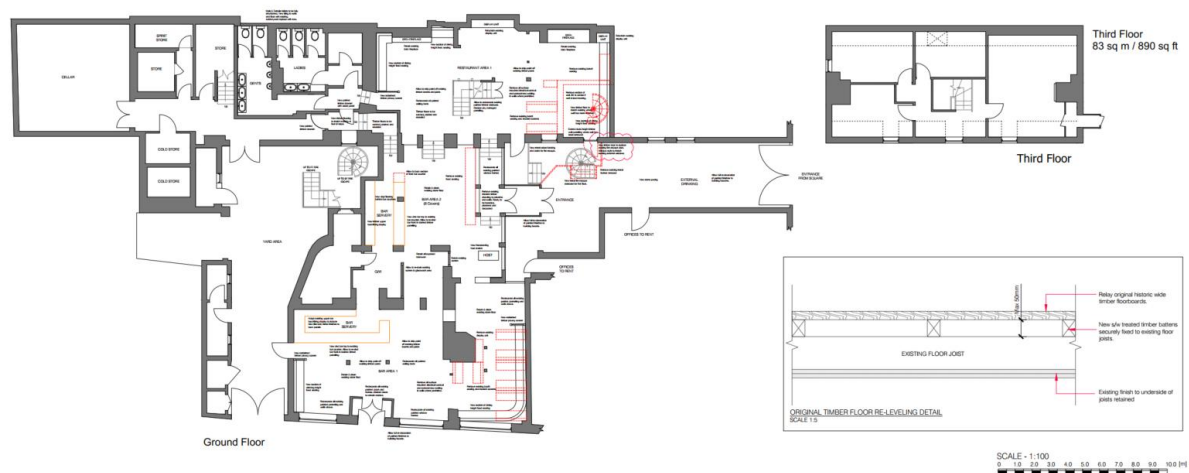




First / Second Floor Flat  
51 sq m / 554 sq ft



Second Floor  
84 sq m / 905 sq ft



## PLANNING HISTORY

Various applications for works to the building

## RELEVANT LEGISLATION, POLICIES AND GUIDANCE

### Statutory Legislation:

#### National Planning Policy:

- National Planning Policy Framework (NPPF 2026)
- 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 51 Landscape
- Core Policy 52 Green Infrastructure
- Core Policy 57 Ensuring High Quality Design and Place Shaping;

- Core Policy 58 Ensuring the Conservation of the Historic Environment;
- Core Policy 61 Transport and Development
- Core Policy 67 Flood Risk;

The Salisbury Neighbourhood Development Plan (2020-2038) adopted February 2025

Supplementary Planning Documents and other Guidance:

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 and heritage assets (CP 58)
- Whether the site can be adequately drained without increasing flood risk elsewhere (CP 67)
- Whether there would be any harmful impacts upon protected species or priority habitats (CP 50)

## **CONSULTATION RESPONSES**

The views of consultees are material considerations in the determination of the application. However, the decision-maker must exercise their own planning judgement. Where consultees raise concerns or recommend conditions, these have been considered and are addressed within the assessment section of this report.

WC Conservation: No objection, subject to some details and works being clarified

City Council : Support

The consultee responses have been carefully considered. Whilst significant weight is afforded to specialist technical advice, the decision remains a matter for the Local Planning Authority and the officer assessment below reaches an independent planning judgement on the issues raised.

## **REPRESENTATIONS**

*None 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 2026) as a material consideration in the assessment. Policy DM 3 e) and (f) has been considered.

The assessment below considers each of the main issues identified above. Each topic is assessed in turn with reference to the relevant policy context, the evidence submitted, consultee responses, and all other material considerations, before a conclusion is reached. matters are discussed in detail within the relevant sections of this report and inform the recommendation set out below.

## **Principle of Development**

The building lies within the defined settlement boundary of Salisbury and Salisbury Central Area. The site has an established use as a public house and restaurant, and the existing building occupies a prominent position along Castle Street and Blue Boar Row.

The listed building has been vacant for a number of years and needs maintenance and repair. The proposal provides the opportunity to revitalise a significant listed building within the city centre conservation area and secure its optimum viable use.

Therefore, the proposal is considered acceptable in principle providing an asset to the city centre which will enhance the commercial aspect of the city centre.

## **Impact on heritage assets and conservation 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.

NPPF 2026 Chapter 14 emphasises design that is:

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



*Figure 11: The northern yard, arch to Castle Street on left, former stable range on right.*



*Figure 12: The southern yard, Blue Boar arch on the right.*

The proposed external works are modest. The proposed alteration to the fire escape and its replacement with a spiral external staircase into the yard area is not considered to pose any visual harm upon the listed building or Conservation Area.

The addition would provide suitable fire escape means in a location well screened from the street scene. The addition would be subservient and modest in scale and design. The internal works would ensure the longevity of the building and a use which is seen as an enhancement to this area of the city. (see heritage section below for more detail)

## *Conclusion*

Having regard to the above, it is considered that the proposed works would not result in any adverse effects upon the overall character and appearance of the listed building or the Conservation Area. Any proposed alterations to external signage would be subject to an independent planning application.

## **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 2026 outlines government policy for planning. Chapter 20 of the NPPF 'Conserving and enhancing the historic environment' sets out the Government's high-level policies concerning heritage and sustainable development.

In particular, Policy HE 6 (2) indicates that proposals which would have a positive effect on a designated heritage asset should be supported.

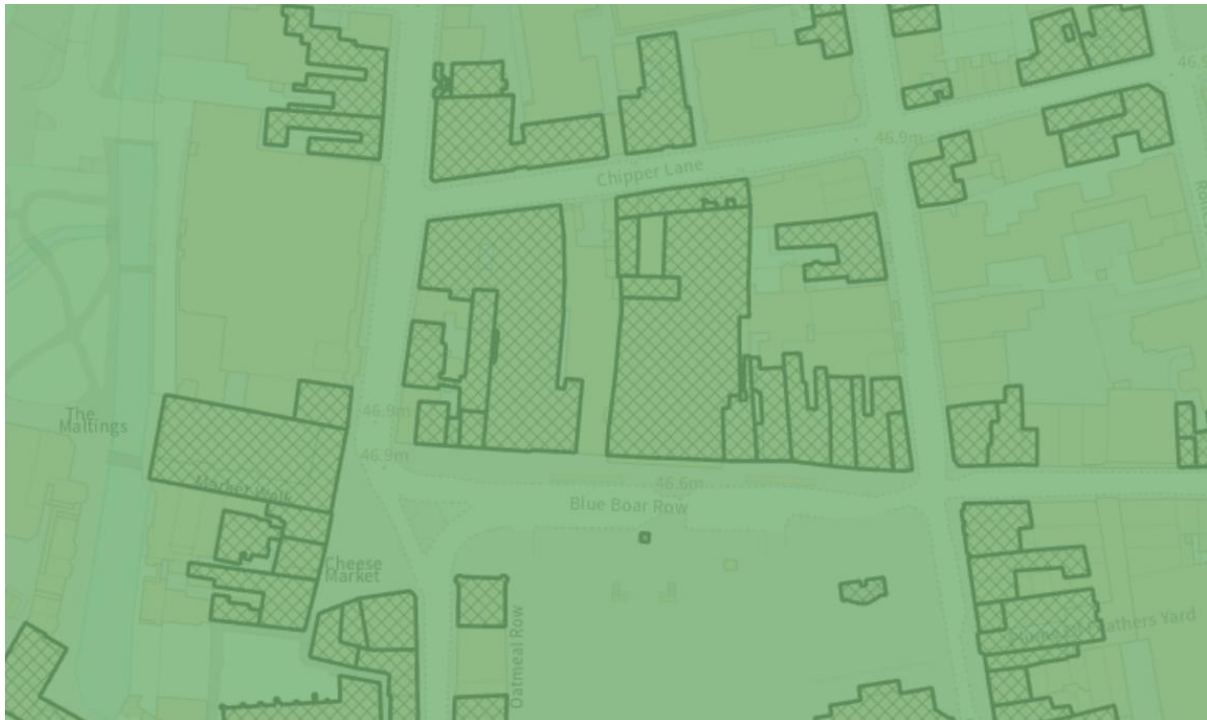
Policy HE6 (4) require a balanced approach with any harm which would be caused being weighed against the potential public benefits which might be achieved.

Policy HE9 (a) and 3) indicates that development proposals within or affecting conservation areas should retain and conserve buildings and other features which make a positive contribution to the character or appearance of the CA where possible, and proposals that do that should be supported.

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.



(listed buildings around the site hatched black)

A detailed heritage assessment has been submitted with the application, including detailed plans of any external and internal works. These have been discussed in detail with the Council's Conservation Officer.

The Council's Conservation Officer provided the following comments:

*The building, formerly The Chough, is grade II listed and in the Salisbury City CA, surrounded by other listed buildings. Sections 16/66 and 72 of the PLBCA Act 1990 therefore apply, along with the NPPF and CP58. The application provides a thorough and helpful heritage assessment, and this has clearly informed the works, in line with the guidance in the NPPF and good practice. I have had a thorough site visit to review the works, which are relatively limited in extent.*

*The reuse of the building is very much welcomed, after an extended period of vacancy. This vacancy has led to water damage in a few locations, mostly not apparently too extensive. The main alteration is the removal of the internal fire escape and provision of an external spiral replacement. The existing arrangement is a modern insertion involving a high-level walkway to serve the flat at the front, and an internal partitioned space: the proposal retains some of the walkway but enables removal of all the modern studwork internally. A new corridor partition is required to serve its function, but this is less intrusive than the current arrangement. All the fire escape-related work offers both a visual and spatial improvement and raises no concerns.*

*A fireplace is apparently undesirable in room F2. As discussed on site, this appears to be an early C20 insert in an older opening. This could be boxed in, subject to clear details, preferably confirmed now to reduce delays later. The shelf can be detached and refitted within the boxing in a manner to allow for its future reinstatement.*

*Repairs are necessary in some places and little information has been provided. There is an area with extensive dry rot damage which will necessitate a degree of destruction of surrounding fabric. The fabric affected should be clearly identified as part of this application to ensure that historic fabric is not lost unnecessarily.*

*Replumbing and rewiring raise no concerns when reusing existing routes, however much of the existing is surface mounted and there is a desire to hide more of it by chasing in. This raises some issues regarding historic fabric - there are areas of modern fabric where this is straightforward, however structural timbers and lath and plaster walls should not be disturbed. The use of metal conduit is generally encouraged where chasing would cause damage, hence its popularity in similar buildings. Proposals for 1st floor coverings are a little unclear - on site we discussed lifting and relaying the upper floor of F1 on enlarged battens to form a deeper void (circa 50mm max), but the plans refer to a new floor on top of the existing - I would like to see a section showing the floor construction, and details of flooring proposed.*

*I should like to remind the applicant that permission will be required for new signage, and refer to the adopted Shopfronts & Advertising design guide (which is also part of the Salisbury NP). If removal of paint from beams is proposed then this needs careful control and a trial area to be inspected by condition, or sooner if desired. If there are any other works not explicitly stated in the application then these items should be flagged up now.*

*In conclusion, subject to some minor further details, I am satisfied that the works would preserve and in parts enhance the character of the listed building, in line with the aims of the Act, NPPF 2026 and CP58.*

In response to the above, the applicant has stated:

- The fireplace in room F2 will be retained in its current form.
- The only visible areas of dry rot which will need repairing are in the first-floor restaurant and the repair works have been identified on the proposed plans. We've also indicated that the relaying of existing timber floorboards in the first-floor restaurant will not exceed 50mm as agreed on site.
- The soda blasting method (on a low PSI) will be used for paint removal on the beams. Signage will be dealt with separately by the Applicant's signage contractor.

Regards the latter point above, the Conservation Officer has some concerns regards the soda blasting method for paint removal. An appropriate condition has therefore been added to the consent to secure a trial area of this technique to be checked by the Conservation officer prior to its further usage.

## Summary

The refurbishment and re-use of the site can be deemed as a public benefit providing the works are carried out sympathetically upon the Heritage asset and its setting.

Further details have since been submitted related to the matters mentioned by the Conservation Officer. It is considered that those details now address the matters raised and the proposal is acceptable. The works therefore would conserve and enhance the character of the listed building, and bring the heritage asset back into use. Likewise, enhance the overall conservation area. Adjacent listed buildings would remain unaffected.

As a result the proposal is considered to meet the heritage aims of the NPPF and CP58 of the WCS.

## 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) reinforces the need for development to provide a high standard of amenity for both existing and future users in its P3 policy. The applicants planning statement indicates that:

- 5.27 With regard to the impact on neighbouring amenities, the nearest residential properties are located at No.35 Blue Boar Row, and these flats have a historic relationship with the pub use.
- 5.28 Since the proposals do not involve any new window or door openings other than the new fire escape stair, and the site has previously been occupied as pub and restaurant uses, the works would not give rise to any harm in terms of noise impact or loss of privacy.
- 5.29 In terms of the ancillary accommodation, the Chough has historically been served by two self-contained flats, and the proposals do not seek any alterations to their layout which already provide good quality living areas.

The application site itself boasts two self-contained flats at second floor level as ancillary accommodation. Considering the established use of the site and no alterations which would impact upon these, the proposal is not considered to pose any harm upon these areas.

It is noted that there also appears to be flats above number 35 and 37 Blue Boar Row. Given the city centre location and the commercial uses along the length of Blue Boar Row the proposal is not considered to give rise to any detrimental effects upon any residential amenities.

No change of use is proposed and the external alterations to the fire escape staircase is not considered to pose any harm. Such a feature is used sporadically and is a safety requirement

to such a premises. The NPPF 2026 is clear at policy DM 7 that such regularity requirements should be approved, unless there is any demonstrable harm caused as a result.

However, in this case, given the minimal external alterations, the overall impact of the building and its use as a public house would cause no additional impacts on any adjacent residential dwellings than would otherwise be caused by the use (if it were not subject to any works and simply reopened as a public house and restaurant. Consequently, the proposal accords with Core Policy 57 and would not result in any significant change to residential amenities from the current situation which could warrant a refusal.

## **Highways Impacts and Parking**

Relevant policies include Core Policies 60–64 of the Wiltshire Core Strategy, supported by the Wiltshire Local Transport Plan, Car Parking Strategy, and Cycling Strategy. The Local Cycling and Walking Infrastructure Plan (LCWIP) and LTN 1/20 (DfT) provide further design guidance for active travel infrastructure. The NPPF covers similar matters in chapter 15.

Given this proposal simply relates to bringing an historic building back into use after being vacant for few years, the proposal will have no more impact on highway related matters than its previous extant usage.

The proposal therefore accords with the relevant NPPF and WCS policies.

## **Ecology and Biodiversity**

### *Policy Context*

Core Policy 50 of the WCS Development proposals must demonstrate how they protect features of nature conservation and geological value as part of the design rationale.

The NPPF 2026 requires that the planning authority ensures protection of important habitats and species in relation to development and seeks enhancement for the benefit of biodiversity through the planning system. In particular Chapter 19, policies N2 and N6.

Proposals must assess and address potential effects on:

- Protected species
- Priority habitats
- Ecological networks
- Green and blue infrastructure

No works are proposed to the roof of the building with most of the works proposed being internal modest alterations/refurbishments. The proposed fire escape staircase is to be located within an existing area of hardstanding which serves as the yard.

Given the nature of the proposed works and the city centre location the proposal is not considered to result in any harm upon any ecological factors.

Since early 2024 there has been a national requirement for developments to provide a 10% biodiversity net gain (BNG). However, in accordance with the guidance set by central

government, there are exemptions in place which means that certain permissions are not subject to biodiversity net gain.

In this case, the de-minimis exemption is considered to apply given the works predominately relate to internal alterations and the new fire escape staircase would be sited on existing hard surfacing where there is no on-site habitat.

The proposed development is therefore exempt from BNG

The proposal therefore accords with the relevant NPPF and WCS policies.

## **Flood Risk and Drainage**

### *Policy Context*

Core Policy 67 of the WCS outlines that all new development will include measures to reduce the rate of rainwater run-off and improve rainwater infiltration to soil and ground (sustainable urban drainage) unless site or environmental conditions make these measures unsuitable.

The NPPF makes clear that applications for minor development and changes of use should not be subject to the sequential or exception tests but should still meet the requirements for site-specific flood risk assessments.

The access to the site appears to be in Flood Zones 2 and 3 with the site also being in an area susceptible to groundwater flooding.

However, the works predominantly relate to minor internal and external alterations to the existing Listed Building with no increase in impermeable areas. The use remains unaltered and the proposal does not incorporate any extensions.

Considering the above, the proposal is not considered to vastly alter the existing situation on site and therefore the proposal is acceptable and in accordance with Core Policy 67 and the NPPF 2026.

## **Conclusion and planning balance**

The property is a listed building located within the wider conservation area of the city centre of Salisbury. The application does not involve a change of use of the premises, which has operated as a pub and restaurant for many years.

As outlined in NPPF policies HE4 and HE9, heritage assets should be conserved in a manner appropriate to their significance and their use consistent with their conservation. In accordance with policy HE6, significant weight has been given to the heritage asset's conservation and reuse as a public house and restaurant use.

The proposal would allow for a currently vacant listed premises in the City Centre to be brought back to its former use as a pub/restaurant. The proposed works are respectful of the Heritage

asset, its setting and the wider character and appearance of the area. The works can be seen an overall benefit to the City Centre economically and by restoring a key historical building to ensure its continued use and maintenance.

The proposal is therefore in accordance with the aims of the NPPF in terms of conserving and enhancing, and bringing heritage assets back into their most appropriate usage, which is also the aim of CP58 of the WCS.

It is noted that the property has historically been located within close proximity to other residential uses. However, the proposed enhancements to the listed property would not materially alter the manner in which the property or use interacts with those residential properties, and thus there is unlikely to be any change to the relationship or any general disturbances which may or may not have been caused by the operation of the premises historically. Similarly, there are no other harms identified, in relation to highways, ecology or flooding.

No other demonstrable harms have been identified which would outweigh the significant benefits of enhancing the listed building, and helping the use back into operation. The proposal therefore accords with the relevant NPPF and WCS policies.

**RECOMMENDATION: That Planning Permission and listed building consent be GRANTED, subject to conditions**

#### **Planning permission conditions**

01 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.

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

Location Plan ref 362P-112

Existing block plan ref 362P-113

Existing first floor plan ref 362P-109

Existing floor plans ref 371-100

Existing ground floor plan ref 362P-108

Proposed block plan ref 362P-113

Proposed ground floor plan ref 362P-110

Proposed first floor plan and elevation of external staircase ref 362P-111

Revised Proposed floor plans ref 371-PL-01D

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

#### **Listed building consent conditions**

01 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.

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

Location Plan ref 362P-112

Existing block plan ref 362P-113

Existing first floor plan ref 362P-109

Existing floor plans ref 371-100

Existing ground floor plan ref 362P-108

Proposed block plan ref 362P-113

Proposed ground floor plan ref 362P-110

Proposed first floor plan and elevation of external staircase ref 362P-111

Revised Proposed floor plans ref 371-PL-01D

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

03 Notwithstanding the details shown on the approved plans, no paint shall be removed from the principal beams of the ground floor. Where removal of paint from timbers is otherwise proposed, the standing posts and ceiling joists, the work shall be carried out using the soda blasting method at pressure levels no greater than used for the trial area undertaken, photos of which have been provided showing an acceptable finish. The method should be used with great caution to avoid damage to the surface of the timbers. The trial area of the principal beam should be repainted.

REASON: In the interests of the protection and enhancement of the listed building