

REPORT TO THE SOUTHERN AREA PLANNING COMMITTEE

Date of Meeting:	14 February 2013		
Application Number:	S/2012/1282/Full		
Site Address:	Former Highbury and Fisherton Manor School Sites, Highbury Avenue, Salisbury, SP2 7EX		
Proposal:	Erection of 60 dwellings together with public open space provision and new vehicle and pedestrian access from Highbury Avenue.		
Applicant	Taylor Wimpey (Southern Counties) Ltd		
City/ Town/ Parish Council:	Salisbury City Council		
Electoral Division:	Fisherton and Bemerton Village	Unitary Member	Councillor Richard Clewer
Grid Reference:	Easting: 413271		Northing: 130682
Type of Application:	Major		
Conservation Area:	Cons Area: N/A		LB Grade: N/A
Case Officer:	Mr A Madge		Contact Number: 01722 434380

Reason for the application being considered by Committee

Cllr Clewer has requested that the item be considered by committee due to the scale of development, the car parking associated with the site, and a concern about the location of play areas in the scheme with disagreement between groups of local people and the school.

1. Purpose of Report

To consider the above application and the recommendation of the Area Development Manager that planning permission be **GRANTED subject to conditions and the signing of a S106 legal agreement**

2. Report Summary

The main issues in the consideration of this application are as follows

1. Principle of development
2. Scale and design
3. Impact upon street scene
4. Impact upon amenities of neighbours
5. Highways
6. Open space/play space/R2
7. Pedestrian entrance from Highfield Road
8. Archaeology

Objections 124 (including 108 similar letters regarding the school path)
Support 1 letter
Observations 2 letters

3. Site Description

The site is a large area of land measuring 1.5 hectares in size which was previously the site of the Highbury and Fisherton Manor School. The school was opened in 1924 and closed with the opening of the Manor Fields Primary School in June 2009. The site is now vacant all buildings having been demolished. The site has a long frontage to Highbury Avenue which runs north to south with a significant drop in levels down the hill to the South. On the Western side of Highbury Avenue are a mixture of semi detached and detached predominantly two storey dwellings and similarly on the eastern side of the road partly backing on to the site are houses of a similar design. There is an existing vehicular access to the site on this frontage as well as a large Monterey Cypress tree. There is also a pedestrian access to Busy Bees preschool and Manor Fields Primary School which are accessed across the South of the site.

To the South of the site is a block of flats which are three storeys in height and known as Westwood House. To the East of the site lies the conservation area, the new Manor Fields Primary School and the Law Courts. There are a number of trees on the Northern part of this boundary.

The Northern boundary lies adjacent a further residential area of Highfield Avenue which is a narrow road and there is a disused pedestrian access at this end of the site.

In general the site slopes significantly from North to South with a drop in levels midway down the site.

4. Relevant Planning History

Previous planning applications relate to the former school and its buildings. There have been no planning applications relating to housing on this site.

5. Proposal

The proposal is for the development of 60 dwellings on the site consisting of 8 x 1 bed dwellings, 20 x 2 bed dwellings, 17x three bed dwellings and 15x four bed dwellings. Of these 40% (24 dwellings) will be affordable homes. 95 off street Parking Spaces will be provided for the new homes plus, 29 carport/garage spaces and 12 Visitor spaces. Public open space is to be provided at 1744m² and will include a Locally equipped area of play (Leap) at the Southern end of the site which will include trim trail equipment and a local area of play (Lap) on the Western side underneath the Monterey Cypress to include children's play equipment.

6. Planning Policy

The National Planning Policy Framework

The following saved policies of the Salisbury District Local Plan are considered relevant to this proposal:-

- G1- General principles of sustainable development.
- G2 General criteria for development.
- G3 Water requirements
- G5 Water supplies, drainage and sewage requirements.
- G9 Planning obligations
- D1 Design for extensive development
- D8 Public Art.
- H8 Residential development within housing policy boundaries.

CN11 views from and into conservation areas.
CN21 Archaeology
CN22 Preserving archaeological remains in situ
CN23 Requirements for archaeological assessment.
C13 Ecological enhancement.
C12 Protected species.
TR11 Off street Car parking.
TR14 Secure bicycle parking
R2 Recreational Open Space

The following policies of the adopted South Wiltshire Core strategy are considered relevant to this proposal –

Core policy one Settlement and distribution of growth in South Wiltshire.
Core policy three Local needs for affordable housing.
Core policy six Salisbury's Housing Needs

7. Consultations

City Council

The City Council object to the application due to over development, inadequate parking for the number of proposed properties and an increase of traffic on Highbury Avenue which is narrow and already under pressure from through traffic.

SCC requests that consent for the four storey building is reconsidered as its height and position will impact on the surrounding properties. It is also requested that further deliberation is given that the footpath be developed to only serve the new school.

Environment Agency

No objection subject to conditions

Highways Agency

From the information supplied in your letter we are content that the proposals will not have any detrimental effect on the strategic road network. On this basis we offer no objection to the application.

Natural England

Salisbury Plain Special Area of Conservation (SAC) and Special Protection Area (SPA):

Natural England has no objection to the proposed development with respect to the Salisbury Plain Special Area of Conservation (SAC) and Special Protection Area (SPA). This is subject to the following measure detailed below being fully implemented.
A contribution sufficient for the purposes of the mitigation of development impacts around the Salisbury Plain Special Protection Area, as will be determined in the councils Habitats Regulations Assessment of this application.

River Avon Special Area of Conservation (SAC):

We advise that a Habitats Regulations Assessment is required for reasons set out in annex 1 of the habitats regs to determine whether there is a likely significant effect on this European Site due to phosphate impacts.

Biodiversity enhancements:

This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes. The authority should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application.

Additionally, we would draw your attention to Section 40 of the Natural Environment and Rural Communities Act (2006) which states that *'Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity'*. Section 40(3) of the same Act also states that *'conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat'*.

The advice given by Natural England in this letter is made for the purpose of the present consultation only. In accordance with Section 4 of the Natural Environment and Rural Communities Act 2006, Natural England expects to be included as a consultee in relation to any additional matters to be determined by the Council that may arise as a result of, or are related to, the present proposal. Natural England retains its statutory discretion to modify its present advice or opinion in view of any and all such additional matters or any additional information related to this consultation that may come to our attention. The absence of comments on other aspects of the proposal should not be taken as implying a lack of interest or indicating either support for, or objection to, the proposal.

Wiltshire Council Environmental Health Officer

Contamination:

The site has been subject to a previous potentially contaminative use (oil and chemical storage are usual suspects at old school sites) so recommend contamination investigation condition.

Noise:

Having looked at the application there is a potential for noise disturbance from road traffic using Highbury avenue which is on an inclination and the noise from vehicles accelerating up the hill is likely to disturb any potential occupant living in the houses directly facing the road. Also at peak times it is used as a short cut to Devizes road from Wilton road; recommend a condition requiring a scheme to ameliorate the effects of road traffic noise.

Other matters:

Conditions also recommended to safeguard amenity during the construction phase to include the hours of working, no burning of waste materials.

Wiltshire Council Land Adoptions Officer (Open Space)

The level of onsite Public Open Space provision is considered adequate for the development. The applicant will be required to make a financial contribution towards the cost of maintenance of all equipment and areas to be offered for adoption. A contribution to offsite youth and adult recreation is also required.

Wiltshire Council Archaeologist

As is detailed in the archaeological desk based assessment (DBA) accompanying the application, this site has been subject to two phases of archaeological evaluation. This has demonstrated that Iron Age/Romano-British remains are present in the northern part of the site and brickearth deposits, which may contain Palaeolithic remains, are present in the southern part. These pre-application works allow me to recommend specific advice and eliminate the need for further pre-determination fieldwork.

The DBA summarises the potential for this site well and proposes a mitigation strategy which involves a strip, map and record excavation in the northern part of the site and an area excavation and watching brief in the southern part. I consider these mitigation proposals to be proportionate and so recommend that this can be secured through a condition on the planning permission, should this application be approved. Therefore in line with the National Planning Policy Framework (NPPF) a condition is recommended.

Wiltshire Council Housing Officer

Core Policy 3 of the South Wiltshire Core Strategy sets a target of 40% affordable housing provision. I can confirm that this application meets that policy criteria by providing 24 affordable homes out of a total of 60 dwellings.

Wiltshire Council Conservation Officer

The site lies outside of but adjacent to the Salisbury Conservation Area boundary. The CA has been reviewed and proposals made for the boundary to be revised as shown on the attached plan, to be separated from the city CA and redefined as the Old Manor Hospital CA. There has been public consultation (in 2009-10) on this proposal and no objections were received. There has been substantial redevelopment of this area since the plan was drafted, including the new courts building, the school, demolition of the Manor Social Club and the surrounding landscaping schemes. In light of the distance between the revised CA boundary and the site, and the developments in between, it is unlikely that the proposed housing will have a significant or adverse impact on the character or views of the CA, and raise no objection. The applicant is encouraged to use external bricks which match the historic Fisherton Grey bricks originally quarried from the site and its surrounds.

Wiltshire Council Art Officer

A contribution towards public art would be in line with Policy D8 of the Salisbury Local Plan: Creating Places Design Guide SPG. It would also be in line with the guidance note that is being prepared for a more cohesive countywide approach to art and design in the public realm (or public art). Arts and design in the public realm is also referenced in Core Policies 3 (Infrastructure Requirements) and 57 (Ensuring high quality design and place shaping) of the draft Wiltshire Core Strategy. A contribution of £300 per dwelling is required.

Wiltshire Council Highways Officer

The proposed development has been the subject of considerable pre-application advice and discussion with many issues being resolved at this stage.

The site is bounded on all three sides by existing residential properties and there are significant level differences across the site resulting in limitations in linking the site with the surrounding highway networks. The access off Highbury Avenue is acceptable as the sole vehicular access and the necessary sight lines have been identified on the submitted

drawing within the Transport Statement (ref:12-013-001 E). I am satisfied that a second emergency access is not required given the number of dwellings being served by the single access.

There are two existing pedestrian routes associated with the site, one from Highfield Road and the other via the footpath which links Highbury Avenue with the school. The existing link from Highfield Road into the former school is gated and includes steps. The designer has been unable to remove these steps from the scheme and as a result the Highway Authority is not prepared to adopt the link as it does not provide a readily accessible route for all users. I note the objections raised by several residents of Highfield Road in respect of the suitability of the road to accommodate any additional pedestrian activity. Although this link would allow pedestrians from Highfield Road and Devizes Road a short cut to the school, as it will not form part of the adopted highway and will be privately owned and controlled, I feel that its inclusion is not essential.

The link from Highbury Avenue to the school will also serve the Public Open Space and on that basis it should be adopted as public highway.

The swept paths which are included in the TS demonstrate adequate turning (including for refuse vehicles) in accordance with Manual for Streets.

I also wish to make the following minor comments:

1. There is a requirement for a core strategy transport contribution of £3300 per dwelling.
2. It is likely that the TRO will need to be amended to remove the school keep clear zigzag lines on Highbury Avenue.
3. 20mph plinths are required at the entrance to the site.
4. Bollards are necessary at the top of the steps leading to the footpath to protect all users.
5. The unallocated on-street visitor parking spaces should not be marked out.
6. I note that the internal visibility splays as shown green on drawing 12-013-001 E in the TS slightly cut across the adjacent property boundaries. It is important that there is nothing over 0.6m in height within these splays.

Recommend conditions.

Wiltshire Council Ecologist

In relation to the River Avon SAC I have completed a Judgement of Likely Significant Effects which confirms that, subject to conditions, the application can be permitted without causing a significant risk to this European protected site. In relation to Salisbury Plain, it will be necessary for the authority to collect a contribution towards the Wessex Stone Curlew Project in order for the application to be compliant with the Habitats Regulations 2010. The relevant contribution per dwelling (currently £109.82) must be taken from the current fee schedule compiled for the HRA of Salisbury Plain submitted for the Wiltshire Core Strategy (which clarifies the broad requirements of the HRA for the South Wiltshire Core Strategy).

Police Architectural Liason Officer

Comments in relation to the southern pathway:

The straightening of the footpath does mean that it now complies with the Secure by Design principles (New Homes 2010 p4.3) which are that it should be as straight as possible, wide, well lit, devoid of potential hiding places and overlooked by surrounding buildings and

activities. Ensuring that the footpath has railings on both sides, as it has at present, will also help keep defensible space in front of the properties that run alongside it.

I would reiterate the points raised regarding the footpath remaining in its current location, at the southern point of the public open space.

The vulnerability of footpath users would rise due to the increase of persons in the location, the lack of natural surveillance from any surrounding property or activity, the segregation of the footpath from the residences by the fencing and landscaping of the public open space and the lack of vision to persons entering the footpath as the path is twisted and does not give a clear view throughout.

8. Publicity

The application was advertised by site notice, and neighbour consultation.

Letters of objection were received raising the following comments

108 letters objecting to the development on grounds of:

The new pathway to Manor Fields Primary School/Busy Bees Nursery/Pre School as children currently have safe secure and discrete access to the school site. As the new path will become a public right of way. Therefore any member of the public wishing to loiter on the path or skateboard or cycle down a very inviting slope may do so to the detriment of children's safety.

There will be a potential exit onto the new development from half way down the path for those children who are dropped off by parents on Highbury Avenue.

With a grassy play area to the side of the path the potential for dog exercisers could mean fouling will become an issue

In icy weather the school is responsible for gritting the current path. If the new planned path which would be on a much steeper gradient is adopted then in theory the local council would take over this task. In practice the roads will always take priority.

It would be sensible and safer to leave the schools access path in its current position and with its present status.

Other objections

Do not object to the proposal as it will provide much needed housing. Nor objecting to the two green spaces incorporated in the plans However object to the proposed new pathway to the school/nursery. The Governing body has consistently raised objections to the routing of this pathway during meetings held with the applicants.

Do not consider that the applicant's offer of someone to monitor the pathway for a limited period was realistic.

Don't consider a third entrance to the site from the public footpath to be necessary. Governing body is responsible for the integrity of the school site and the safeguarding of pupils and it is considered changing the current pedestrian entrance would impact on this.

To leave the current pathway as it is would not affect the creation of the proposed play park, nor the layout of the housing. The play park would still be available to all the residents without the need of a gated entrance, thus it would be a more integrated part of the development. It would also be financially beneficial to not dig up the existing landscaping.

Petition signed by 27 people raising Concerns about opening the entrance onto Highfield road. The school gates onto Highfield road have remained locked since the school has closed. Highfield road is a quiet cul de sac. Concern is that Highfield Road will be used as a short cut to and from the city. This would cause noise and disturbance in the cul de sac particularly late at night and would change the nature and ambience of the road for ever whilst increasing security concerns. Also concerned because the pavements are inadequate pedestrians will be forced to walk in the road causing a potential conflict between them and vehicles using the road. Consider therefore this element is undesirable and unnecessary.

Petition signed by 66 people with covering letter

Development is an excellent opportunity to provide excellent outdoor play facilities for children. The residential area between Devizes and Wilton road has hardly any provision for outdoor play; there is only a small play area in Montgomery Gardens suitable for younger children. Macklin road is in dire need of refurbishment. Parents generally have to take their children to Queen Elizabeth Gardens or the meadows. These are situated a long way down busy roads.

Consider the playground proposed in the current application is inadequate. Require a playground equipped for children of all ages i.e. 0-12. Manor School does not object to this.

Would be fantastic if a larger playground were donated and or the playground at Macklin road upgraded.

Other objections

Consider development has been designed as a quasi gated estate with limited permeability and little permeability for pedestrians /cyclists/prams/wheelchair users and is geared predominantly towards the private car.

Application does not include an air quality assessment as required by the concept statement of 2007 and the application should therefore be rejected. Considers that in granting permission for this development without adopting an interim AQ action plan there is scope for exacerbating the air quality situation but also for missing an opportunity to secure funding from the developer for Wilton road.

Considers good practice guidelines suggest a transport assessment should be produced. Paragraph 4.2 of the same document suggests a travel plan is needed if conflicts between motorised and non motorised users are likely. Consider such a conflict will arise and travel plan shall be produced.

Considers the development does not provide a sustainable solution as it provides 142 parking spaces. Also not considered to meet core policy 60 and 63 of the Wiltshire Core strategy. The proposal fails to follow the NPPF's Core Planning Principles by not making full use of the potential to maximise walking and cycling.

Considers the Highfield Avenue access should be used for cyclist's not just pedestrians as it lies on a desire line. Considers the concerns of Highfield road residents must be balanced against the need for a sustainable solution.

Consider the developer should fund a new bus shelter at the top of Devizes road which does not have one.

Considers that there should be sufficient space to store bicycles in line with guidance produced by Cambridge City Council

Consider the development would benefit from having a car club from the outset and support from the developer from the outset.

Welcome the fact that the developer intends to provide an enhanced building fabric as well as enhanced lighting, heating and ventilation systems resulting in improvements which will save approximately 10 tonnes of carbon dioxide a year it is important to consider that if one car from each of the dwellings on the development is driven to a convenience shop once a week this will produce approximately 1 tonne of carbon dioxide a year.

Hour's cars club

Recommend that a car club is set up as part of the development. Department for transport good practice guidance gives clear support for a car club to be included in residential travel plans. Car clubs add value to housing developments as residents perceive the vehicles as an extra service. Membership of car clubs will be maximised if the scheme is available from when residents move in, this ensures residents do not buy a car in the meantime. If a car club is not included at the outset then it would be sensible to include reserved parking bays so it can be set up later. A s106 agreement can be used to set up a car club.

Consider development including plots 11-15 would be sited too close to the boundary with 15 Russell road and would adversely affect the privacy of that property and reduce light levels. Don't understand why properties closest will be three storeys in height as the corner of the site closest to the property is one of the highest parts of the site. Plots 16-19 are also considered to adversely affect sunlight and daylight to rear of the house. Consider this to be contrary to policy G2 of the adopted Salisbury District local plan.

Concern expressed about how the existing concrete slab will be broken up without damage to surrounding houses.

Want to know that dust suppression will take place as when original school was demolished dust levels were high.

Consider the clumping of social housing could have a detrimental impact on adjacent properties.

Objection to weekend working on the site

Consider that the provision of a playground is inadequate and that developers could provide a better area for the local community with facilities for children up to the age of 11.

The number of properties proposed for this site is far too large.

Inadequate contributions to the promotion of local amenities including transport infrastructure, recreation, education etc have been offered by the developers.

Houses closest to Highfield Road will be overlooked.

The transport statement does not include adequate survey data of normal traffic flows experienced in Highbury Avenue. Consider additional access routes to Devizes and Wilton road are essential for a development of this size.

Highbury Avenue already has problems with the severity of through traffic the highway being used for commercial vehicles to go to Churchfields. The road is increasingly used for parking for the courts, school and commuter parking.

The traffic statement does not refer to additional construction traffic that will cause hazardous risk to Highbury Avenue, Large vehicles will turn into the site and contractor's vehicles will park in the road

The traffic statement does not address the inevitable use of the developments new roadways as part of the local daily parking for the school, courts etc. The mix of parking must include space for commercial vehicles/vans

Could we have some traffic lights at the bottom of Highbury Avenue on Wilton road for turning right?

Concerned to see that double yellow lines are to be painted on the east side of Highbury Avenue which currently has a restriction. Current restriction already adds to the problem of lack of residents parking.

Residents finding parking in Highbury Avenue is currently an issue and the report suggesting on the day of the survey that 25 spaces were available is unusual. Consider a study of more than one day is required. There is a fine line between discouraging casual shoppers from parking and the needs of residents. If anything reduced restriction is required enabling kerbside parking. Double yellow lines will cause chaos.

Occupier of 34 Highfield Road raises concerns with regards to overlooking from units number 6, 7, 8, 9 and 10. These being three storey and 15m from their bank, concerns that this will led to overlooking and invasion of privacy will degrade our light and outlook.

9. Planning Considerations

9.1 Principle of development

The principle of the redevelopment of this site with a form of housing development is considered acceptable. The surrounding area with the exception of the school to the rear is all in residential use. A new residential use of this site is therefore entirely compatible with this. Saved policy H8 of the Salisbury District local plan confirms that within the housing policy boundary new residential development will be acceptable where it has no other adverse effects. The new development is likely to have some advantages over the previous school use of the site in that it is likely to be less noisy during term times than the previous school uses and generate less concentrated levels of peak time traffic as such it is considered that the principle of development is acceptable and complies with the governments key objectives outlined in the NPPF of delivering further housing (including an element of affordable housing) on Brownfield sites. It would also help meet Wiltshire councils own housing development targets as outlined in the South Wiltshire Core Strategy.

9.2 Scale and design

The scale and design of this development are both considered appropriate to the site in which they are to be built. The scale of development in terms of numbers of housing units is 60 and this equates at 1.5 hectares for the overall site to a development of 40 dwellings per hectare. An initial concept plan produced in 2007 prepared for the former Salisbury District Council envisaged this number of units on the site having analysed the housing densities and layout of the surrounding area. The layout in terms of housing numbers complies with this initial concept plan and is considered appropriate to the area.

Houses are proposed at a maximum height of three storeys in a small part of the site with the majority of the development being two storeys or two storeys with rooms in the roof. There is a block of flats at the far southern end of the development which is four storey in part but this is included where the land changes significantly in its contours/levels and is opposite a three storey block situated on the other side of the pathway. The heights of the buildings proposed are therefore considered to reasonably reflect the heights of other buildings in the area.

The design of the properties is semi vernacular and proposed to reflect some of the types of housing found in the local area. All housing is proposed as a brick and tile or render and tile finish which is in keeping with surrounding properties and the wider area generally. The applicants have submitted a design and access statement which explains in detail how the end design was arrived at and it was after considerable pre application discussions with officers that the final design was completed.

It is considered that the scale of the development both in terms of the number and heights of units provided across the site is acceptable and that the design of both the flats and houses is also appropriate to the site complying as it does with saved policies G2 and D8 of the former Salisbury District local plan.

9.3 Impact on Street Scene

The most publicly viewable part of this site is that which faces Highbury Avenue and the applicants have provided street elevations to show how this will look. Most of the properties will face Highbury Avenue in keeping with the rest of the street although a few will be set back where the public open space is proposed by the protected Oak tree which faces Highbury Avenue. All the dwellings on the frontage will be two storey in height in keeping with other properties in the street and will be staggered as they go down the street. All the dwellings will be of brick and tile construction. It is considered that this type of development will meet the councils saved policies D1 for extensive sites such as this which requires the scale and character of the existing townscape in terms of building heights, building line, plot size, density, elevational design and materials to be compatible with the surrounding development.

9.4 Impact Upon Amenities of Neighbours

As stated in the principle of development section above, the site is surrounded on three sides by housing and it is therefore important to ensure that the new dwellings do not overlook neighbouring residents. Those houses fronting the street will have the separation distance of Highbury Avenue between them and properties on the opposite side of the road. Plots 39 -50 back on to houses fronting Highbury Avenue which themselves have reasonably sized rear gardens leaving at least 25M between the backs of each property and in most cases significantly more than this. This is considered acceptable in distance terms. Concern has been raised by residents living in Russell Road that plot no 15 and 16 will overlook neighbouring properties. Any views from these properties will be oblique and will not be direct in terms of overlooking. Plot no 15 will be sunk into the ground and

therefore it is not considered that there would be significant overlooking that would warrant refusal of this application. The oblique distances between plot 15 and the nearest house in Russell road would be 14M and this is considered sufficient at an oblique angle to avoid overlooking.

9.5 Highways

The proposal is for 60 dwellings and proposes a parking ratio of

1 bedroom – 1 space per dwelling
2-3 bedrooms – 2 spaces per dwelling
4+ bedroom – 3 spaces per dwelling
Visitor parking 0.2 spaces per dwelling (unallocated)

Therefore, there will be a total of 95 Parking Spaces, 29 garage spaces and 18 visitor spaces - a total of 142 spaces for the 60 dwellings on site.

The Council's policy with regard to car parking is contained within the car parking strategy adopted by Wiltshire Council in March 2011. The council's minimum standard is 124 spaces for this development - the proposal, therefore, more than adequately meets the standard.

Given that the proposal is close both to regular bus services which run up and down both Wilton and Devizes road and within a short walk of the main rail station that can be used by residents, it is considered there is unlikely to be any issue with parking on the site. As the Committee will be aware there is also a relatively new cycle lane on Wilton road which is also available. Given the number of parking spaces and the availability of other forms of transport it is not considered that on street parking is likely to increase as a result of this development.

Clearly parking is an issue at times when parents are dropping off children at school as it is with any school. However, this development will not significantly change the current on street parking provision in Highbury Avenue.

The applicant has submitted a transport strategy which has assessed the traffic and transport implications of the proposal. It has concluded that the site situated as it is with easy access to the railway station and bus routes is well placed and that the required visibility splays can be achieved for the egress and ingress of vehicles into the site.

The Highways Officer's comments are included above where it is concluded that the access proposed is adequate and a secondary access for emergency vehicles is not required.

There has been some concern about the traffic implications of the proposal from local residents and the city council but it is considered given that there were previously schools on the site which generated their own traffic at peak times and that both the applicants own highways assessment and the councils highways engineers consider there is unlikely to be a significant impact on traffic that would warrant refusal of the application that the application is acceptable in highway terms.

9.6 Open Space/Play Space/"R2"

Open space is proposed on the site plan at two separate locations:

- 1) On Highbury Avenue itself, around and underneath an existing mature Oak tree and this will provide for a children's play space in the form of a Local area of play (LAP).

- 2) An open space is proposed at the far southern end of the development which will be the main open space for the development and will realign the existing footpath to the school to create an area of open space for the development which will include a trim trail (a series of pieces of equipment that can be used for exercise purposes).

The area of children's play is considered adequate as the play area for the development. It will be overlooked on all sides both by those dwellings directly surrounding it which have been designed with windows overlooking it and those existing dwellings on Highbury Avenue. A number of pieces of play equipment are proposed around the area and a low fence will surround it.

There is a play area further to the North of Highbury Avenue at Macklin road this is in need of refurbishment and residents in that area have asked if this development can contribute to the refurbishment of that play area. However the priority is always to get play space on site with a development of this size and only if that cannot be achieved would it then be appropriate to seek an offsite contribution (R2) towards facilities elsewhere such as those at Macklin Road. It would be unreasonable to request this development to provide a contribution towards further facilities at Macklin road when adequate facilities are already being provided at this site.

Concerns have been raised by Manor Field Primary School and the adjacent nursery, not to the development as a whole, but to the diversion of the existing footpath to the school at the Southern end of this site. At present the footpath takes a route around the existing development down to the school and nursery and as the school and nursery are the only places accessed from this footpath the school and nursery have exclusive access to this.

The proposal is to straighten this footpath across the bottom of the site and use the land to the south of this as public open space open to those who wish to use it and the trim trail provided within it. There will be an entrance to this public open space down some steps from the new development and an access controlled gate onto the footpath.

The concerns of the school and the Nursery are primarily that changing the footpath layout and creating an open space at this end of the development would make the footpath less safe, as at present parents can drop off children at one end of the footpath and know that it goes straight to the school without anywhere else for children to go, similarly as it only goes to the school it is unlikely that any members of the public not visiting the school would be on this path. If the path was changed and the area opened up, the concerns are that members of the public unconnected with the school would then potentially be using the path, public open space and trim trail which would effectively make it a less safe route for children to take to school. This in turn would mean that parents would need to park up on Highbury Avenue and escort children along the path to ensure their continued safety. This could create further parking issues on Highbury Avenue.

Officers, however, consider that the arrangement proposed is satisfactory. At present at the end of the school /nursery day parents have to park in Highbury Avenue anyway to await or pick up the children from the school and nursery and the situation therefore in terms of parking is unlikely to change significantly from that at present. The only change is likely to be that parents will need to escort their children along this path which is not considered unreasonable given the very short distance involved. The new path will be overlooked not only by the existing block of flats at Westwood House to the South but also by new blocks of flats proposed on the development site to the North. Observation and surveillance of this path from surrounding properties will therefore increase. It is also likely that most (if not all) the members of the public using the open space will be there to walk the dog or use the trim trail and will themselves provide further observation of the area.

The police architectural liaison officer has also commented on this aspect of the proposal (see comments above) and considers that the proposed path is in a better position from that which it currently is.

Given this, whilst the school and nursery's concerns are understood, it is not considered that the new arrangement would give rise to such problems as to warrant a change from the proposed layout.

9.7 Pedestrian Entrance From Highfield Road

There has been some concern raised by residents of Highfield Avenue that the use of the existing pedestrian entrance (which is currently locked) will lead to vehicular/pedestrian conflict along Highfield Road the existence at most times of the day of parked cars along one side of the road. Parking is very restricted in this area. Residents are concerned that because it is so narrow allowing or encouraging further pedestrian traffic to use this restricted road will lead to pedestrian vehicle conflict to the detriment of both vehicles and pedestrians.

The Council's Highways Officer has considered this entrance and read the letters from those who have raised concerns. Whilst she has no objections to the proposal neither does she see it as essential to serve the development.

It is officers opinion that given that Highfield Road has pavements on either side and that because of the narrowness of the road traffic is inevitably forced to slow along the road anyway it is highly unlikely that the reuse of this entrance (which could occur in any case even without planning permission for this development) would lead to any vehicular/pedestrian conflict that would warrant refusal of the application. Moreover it would provide more permeability for residents living at the new site as well as those living in Highfield Road who wish to travel on foot to the south.

9.8 Archaeology

A desk based assessment has been carried out of the site and the site is considered to have a high potential for potentially significant Palaeolithic remains and the site is also known to contain Iron/Age Romano British deposits. As a result of this the Council's archaeologist has recommended that a strip map archaeological investigation take place on the Northern part of the site and an excavation of a 10 x 10M area in the south part of the site to investigate Palaeolithic deposits. This can be controlled by condition and a suitable condition has been included with those at the end of this report.

9.9 Affordable Housing

The development is proposed to provide 40% affordable housing pepper potted across the site. This complies with the Councils core strategy policy six which requires this level of housing provision to be provided across the site. The applicants have provided a plan showing the proposed provision of affordable housing across the site which the housing officer has viewed and considers acceptable. The mix will include 16 rented properties and eight shared ownership.

9.10 Other Issues

Objectors have brought up the relative sustainability of this development and comment is already made in the officer's report on this and the availability of other forms of transport to the site. Mention is made of Core Policy 60 and 63 of the Wiltshire Core Strategy. Members should note that this refers to the pre-submission Wiltshire wide Strategy which has not yet been adopted by the Council and has yet to go through an examination in public, and therefore can be given limited weight accordingly.

Objection has also been raised that there is no Air Quality Assessment with the proposal. The relevant Environmental Health officer has been consulted and has stated that the supplementary planning guidance relating to this is still going through consultation at present. Given the relatively small size of the site and its previous car generating use, it is not considered appropriate in this case to request an air quality assessment be carried out.

10 Conclusions

It is considered that the proposal providing as it does 60 new dwellings on this 'brownfield' site is an acceptable form of development providing a range of housing types including 40% affordable housing across the site in accordance with core policy 6 of the South Wiltshire Core Strategy. It is considered that the design and scale of the development meet the requirements of policies G2 and D1 of the Salisbury District local plan which are themselves saved policies of the South Wiltshire Core Strategy.

It is not considered that the proposal will have an adverse or un-neighbourly impact on the amenities of nearby properties by reason of overlooking and that adequate off-street parking facilities have been provided in order to prevent further on street parking. As such it is considered that the development is an appropriate form of housing in an established residential area which will meet the needs of future residents and contribute to the housing targets of South Wiltshire.

11 Recommendation:

Planning Permission be GRANTED subject to the applicant entering into a legal agreement in respect of the following matters:

- 1) Education: a contribution towards additional primary school places that will be required as a result of the development;
- 2) Affordable Housing: provision of 40% on-site affordable housing through a registered provider (amounting to 24 units);
- 3) Open space/play space:
Youth and adult off site open space contribution;
Public open space maintenance sum;
LAP and Trim Trail Maintenance Sum;
- 4) Bins/Waste Storage: contribution;
- 5) Wessex Stone Curlew Project: contribution;
- 6) Publicart: contribution;
- 7) Highways: core strategy contribution:

For the following reasons:

The redevelopment of this 'brownfield', former school site which has been unused for a number of years will result in 60 residential units including 24 affordable units which will contribute to both the private and affordable housing stock in Salisbury and help to meet the

Council's key housing targets as set out in core policies 3 and 6 of the South Wiltshire Core strategy.

The development provides for both on and off site open space, play areas, public art and highways contributions in line with policies R2, D8 and G9 of the Salisbury District Local Plan which are saved policies of the South Wiltshire Core Strategy. The development is not considered to have a significant adverse effect on the amenities of surrounding residents and as such is considered to be a complimentary development to the existing housing stock in the area.

In accordance with paragraph 187 of the National Planning Policy Framework, Wiltshire Council has worked proactively to secure this development to improve the economic, social and environmental conditions of the area.

Subject to the following Conditions:

- 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) No development shall commence on site until an investigation of the history and current condition of the site to determine the likelihood of the existence of contamination arising from previous uses has been carried out and all of the following steps have been complied with to the satisfaction of the Local Planning Authority:

- | | |
|------------|--|
| Step (i) | A written report has been submitted to and approved by the Local Planning Authority which shall include details of the previous uses of the site for at least the last 100 years and a description of the current condition of the site with regard to any activities that may have caused contamination. The report shall confirm whether or not it is likely that contamination may be present on the site. |
| Step (ii) | If the above report indicates that contamination may be present on or under the site, or if evidence of contamination is found, a more detailed site investigation and risk assessment should be carried out in accordance with DEFRA and Environment Agency's "Model Procedures for the Management of Land Contamination CLR11" and other authoritative guidance and a report detailing the site investigation and risk assessment shall be submitted to and approved in writing by the Local Planning Authority. |
| Step (iii) | If the report submitted pursuant to step (i) or (ii) indicates that remedial works are required, full details have been submitted to the Local Planning Authority and approved in writing and thereafter implemented prior to the commencement of the development or in accordance with a timetable that has been agreed in writing by the Local Planning Authority as part of the approved remediation scheme. On completion of any required remedial works the applicant shall provide written confirmation to the Local Planning Authority that the works have been completed in accordance with the agreed remediation strategy. |

REASON: To ensure that land contamination can be dealt with adequately prior to the use of the site hereby approved by the Local Planning Authority.

Policy G2 (vii)

- 3) The construction of the development hereby permitted (including deliveries to and from the site) shall only take place between the hours of 7.30 in the morning and 18.00 hours in the evening from Mondays to Fridays and between 8.00 in the morning and 13.00 hours in the afternoon on Saturdays. Construction shall not take place at any time on Sundays and Bank or Public Holidays.

REASON: To ensure the retention of an environment free from intrusive levels of noise and activity in the interests of the amenity of the area.

- 4) No development shall commence on site until a scheme for the amelioration of the effects of road traffic noise on the future occupants of the proposed development has been submitted to and approved in writing by the local planning authority. Such scheme as approved shall be implemented prior to the habitation of any part of the development.

REASON: In order to ensure that houses facing Highbury Avenue are properly insulated against noise.

Policy G2 (vi)

- 5) No development shall commence within the area indicated (proposed development site) until:

A written programme of phased archaeological investigation and mitigation as outlined in paragraphs 6.4 and 6.5 of the desk based assessment produced by CGMS and dated November 2011, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority;

The approved programme of archaeological work has been carried out in accordance with the approved details.

REASON: To enable the recording of any matters of archaeological interest.

Policy CN21

- 6) No development shall commence until a surface water management scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development as set out in the FRA prepared by Hydrock Final Report dated May 2012, has been submitted to and approved in writing by the local planning authority. The scheme shall include pollution prevention measures. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The details shall also include specification of how the scheme shall be maintained and managed after completion.

REASON: To prevent the increased risk of flooding, ensure future maintenance of the surface water drainage system, and prevent pollution of controlled waters.

Policy: NPPF and the NPPF Technical guidance

- 7) Infiltration systems shall only be used where it can be demonstrated that they will not pose a risk to groundwater quality.

REASON: To ensure the protection of controlled waters, in particular groundwater beneath the site, given the site's proximity to a potable ground water abstraction.

Policy: NPPF and the NPPF Technical guidance.

- 8) No development approved by this permission shall be occupied or brought into use until a scheme for the future responsibility and maintenance of the surface water drainage system has been submitted to and approved by the Local Planning Authority. The approved drainage works shall be completed and maintained in accordance with the details and timetable agreed.

REASON: To ensure adequate adoption and maintenance and therefore better working and longer lifetime of surface water drainage schemes.

Policy: NPPF and the NPPF Technical guidance

- 9) If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

REASON: To ensure that any previously unidentified contamination which is subsequently found on site is dealt with appropriately to ensure the protection of controlled waters.

Policy G2 (viii)

- 10) No development approved by this permission shall commence until a scheme for water efficiency has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the agreed details.

REASON: In the interests of sustainable development and prudent use of natural resources.

Policy G3

- 11) No development approved by this permission shall be commenced until a Construction Environmental Management Plan, incorporating pollution prevention measures, has been submitted to and approved by the Local Planning Authority. The plan shall subsequently be implemented in accordance with the approved details and agreed timetable.

REASON: To prevent pollution of the water environment

Policy G2 (Viii)

Policy- G2 General Policies

- 12) The details of all lighting proposed including street lighting, lighting for footpaths, communal parking areas and the employment land including the intensity of the lighting and design for light column shall be submitted to and approved in writing by the Local Planning Authority prior to the development of each phase of development, and the works shall subsequently accord with the approved scheme.

REASON: To ensure that the lighting scheme respects the overall design qualities from the development.

Policy G2 (Viii)

- 13) No development within each subsequent reserved matters submission shall take place until full details of the requirements of that reserved matters submission site in terms of both hard and soft landscape works, to include the phasing of implementation, have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved prior to the first use of the development hereby permitted. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts; other vehicle or pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg. furniture, play equipment, refuse or other storage units signs, lighting etc); proposed and existing functional services above and below ground (eg. Drainage, power, communications cables, pipelines etc, indicating lines, manholes, supports etc) retained historic landscape features and proposals for restoration where relevant).

REASON: To enable the Local Planning Authority to secure a satisfactory standard of design and implementation for the landscaping of the proposed development, in the interests of visual amenity.

Policy G2 (iv)

- 14) No development within each subsequent reserved matters submission shall take place until details of the requirements of that reserved matters submission site in terms of earthworks have been submitted to and approved in writing by the Local Planning Authority. These details shall include the proposed grading and mounding of land areas including the levels and contours to be formed showing the relationship of proposed mounding to existing vegetation and surrounding landform. Development shall be carried out in accordance with the approved details.

REASON: To enable the Local Planning Authority to ensure that the proposed earthworks will relate satisfactorily to existing features within the site and its surroundings in the interests of visual amenity.

Policy G2 (iv)

- 15) No works or development within each subsequent reserved matters submission shall take place until full details of the requirements of that reserved matters submission in terms of all proposed tree planting and the proposed times of planting, have been approved in writing by the Local Planning Authority and all tree planting shall be carried out in accordance with those details and at those times.

REASON: To ensure the satisfactory establishment of the approved scheme for the landscaping of the site.

Policy G2 (iv)

- 16) Before any development commences on site including site works of any description, all the existing trees to be retained shall be protected by a fence of a type and in a position to be approved by the Local Planning Authority, erected around each tree or group of trees. Within the areas so fenced, the existing ground level shall be neither raised nor lowered and no materials, temporary buildings, plant, machinery or surplus soil shall be placed or stored thereon. If any trenches for services are required within the fenced

areas, they shall be excavated and backfilled by hand and any tree roots encountered with a diameter of 2 inches (60mm) or more shall be left unsevered.

REASON: In the interest of the amenity and the environment of the development.

Policy G2 (iv)

- 17) No development shall commence until full construction details of the internal road layout, including footways, drainage, visibility splays, parking, carriageway and driveway gradients have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details within 12 months of the occupation of the last dwelling.

REASON: To ensure that the roads are laid out and constructed in a satisfactory manner.

Policy G2 (ii)

- 18) The roads, including footpaths and turning spaces, shall be constructed so as to ensure that, before it is occupied, each dwelling has been provided with a properly consolidated and surfaced footpath and carriageway to at least base course level between the dwelling and existing highway.

REASON: To ensure that the development is served by an adequate means of access.

Policy G2 (ii)

- 19) Notwithstanding the provisions of Classes A-C inclusive of schedule 2 (Part 1) to the Town and Country Planning (General Permitted Development Order 1995, (or any Order revoking and re-enacting that Order with or without modification). There shall be no extensions to the dwellings nor the erection of any structures within the curtilage unless otherwise agreed in writing by the Local Planning Authority upon submission of a planning application in that behalf.

REASON: To enable the Local Planning Authority to ensure that sufficient space is retained around the dwellings in the interests of neighbourliness and amenity.

Policy D3

- 20) Prior to the first occupation of the dwellings hereby permitted details of the key pad gate into the development from the school footpath shall be provided to the local planning authority to show how access will be restricted to those who only live on the development. Such details as have been approved shall be implemented prior to the completion of the 50th dwelling.

REASON: To ensure the safety of children travelling to and from school to Highbury Avenue

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

Site Location Plan

600-02 Site Layout rev AA

600-03 Materials Distribution Layout rev A

600-04 Affordable Housing Distribution Plan revC

600-05 Storey Heights Plan rev C
600-06 Street Scenes (Sheets 1 to 4) rev C
600-07 Boundaries & Enclosures Plan rev C
600-08 Boundaries & Enclosures Details
600-09 Section across POS between proposed & existing flats rev A
600-10 Proposed Site Location Plan rev A
600-11 Sections through site
650-01 Dwelling Design Pack rev B
698-01 Flats 33-38 Elevations rev A
698-02 Flats 33-38 Floor Plans rev A
699-01 Flats 39-47 Elevations rev A
699-02 Flats 39-47 Floor Plans
Supporting Planning Statement prepared by Woolf Bond Planning dated June 2012
Dwelling Design Pack design proposals August 2012 rev B
RPS Ecology report May 2012
Phase 1 Habitat survey 22nd December 2011
Hydrock Flood Risk Assessment May 2012
Energy Statement Energist UK May 2012
DCA Salisbury Housing Mix Core Policy 6
ACD Arboricultural Implications Assessment 20/6/12
ACD Landscape Specification May 2012
ACD Landscape Management and Maintenance Plan May 2012
ACD Tree report 3rd October 2011
RPS Highbury Avenue Design and Access statement June 2012
Transport statement prepared by Odyssey consulting engineers. May 2012
Archaeological Desk Based Assessment prepared by CGMS and dated November 2011
Reconomy Site Waste Management Plan Dated 25th July 2012
Statement of community involvement by Woolf Bond Planning dated May 2012

REASON: For the avoidance of doubt and in accordance with national guidance in the interests of proper planning.

- 22) Prior to the first occupation of the dwellings hereby permitted details of the key pad gate into the development from the school footpath shall be provided to the council to show how access will be restricted to those who only live on the development. Such details as have been approved shall be implemented prior to the completion of the 50th dwelling.

REASON: To ensure the safety of children travelling to and from school to Highbury Avenue

Informative

Retention of native trees on site is strongly advised particularly for the higher value specimens. Where removal of trees and scrub is necessary the replanting of replacement native species in appropriate places should be included in the plans. This will maintain, and potentially increase (if additional trees are planted) the biodiversity of the site.

Informative

The development should include water efficient systems and fittings. These should include dual-flush toilets, water butts, water-saving taps, showers and baths, and appliances with the highest water efficiency rating (as a minimum). Greywater recycling and rainwater harvesting should be considered.

An appropriate submitted scheme to discharge the condition will include a water usage calculator showing how the development will not exceed a usage level of 105 litres per person per day.

Informative

Safeguards should be implemented during the construction phase to minimise the risks of pollution from the development. Such safeguards should cover:

- the use of plant and machinery
- oils/chemicals and materials
- the use and routing of heavy plant and vehicles
- the location and form of work and storage areas and compounds
- the control and removal of spoil and wastes.

The applicant should refer to the Environment Agency's Pollution Prevention Guidelines at:<http://www.environment-agency.gov.uk/business/topics/pollution/39083.aspx>.