

REPORT TO THE SOUTHERN AREA COMMITTEE

Date of Meeting:	14 th February 2013		
Application Number:	S/2012/0815/OL		
Site Address:	Land to the North West of Fugglestone Red and Bemerton Heath, Salisbury		
Proposal:	Outline application for proposed new cemetery with vehicular access from The Avenue		
Applicant / Agent:	Persimmon Homes Ltd		
City/Town/Parish Council	South Newton Parish Council		
Electoral Division	Fisheton and Bemerton Village	Unitary Member	Cllr Ricky Rogers
Grid Reference:	Easting: 411527		Northing: 132472
Type of Application:	Major Outline		
Conservation Area:	Cons Area: - N/A		LB Grade:- N/A
Case Officer:	Adam Madge		Contact Number: 01722 54380

Reason for the application being considered by Committee

The application relates to the larger housing development proposed at Fugglestone Red and therefore is brought before members as an integral part of the wider application

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.

Members should note that this application is accompanied by an environmental statement as required under schedule 2 of the Town and Country Planning (Environmental Impact Assessment) England and Wales Regulations 2011 (as amended).

2. Report summary

The main issues to consider with this application are as follows -

1. Alternatives
2. Socio economic impact
3. Ecology and Nature conservation
4. Landscape and Visual impact
5. Agricultural circumstances
6. Transport and access
7. Air Quality
8. Noise and Vibration
9. Hydrology Drainage and Flood Risk
10. Ground conditions

3. Site Description

The application site is located to the North of the main development proposal in the western corner of the existing crossroads. The site is adjacent a busy crossroads at the junction of Snakey Hill, The Avenue and the main A360 Devizes road. Trees surround the site on two sides along The Avenue and Devizes road. To the North of the site is the existing Wessex Water Camp Hill pumping Station.

4. Relevant Planning History

There is no previous planning history that affects this site although it should be noted that the termination point for the current application under consideration by the local planning authority (S/2012/1704) for a new Wessex Water pipeline is at Camp Hill next door to this site.

5. Proposal

The proposal is for the change of use of the existing corner field at this highway junction to use as a cemetery. It is also proposed to create an entranceway onto the Avenue to serve the cemetery.

6. Planning Policy

The National Planning Policy Framework (NPPF)

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.
G9 Planning obligations
D8 Public Art.
CN21 Archaeology
CN22 Preserving archaeological remains in situ
CN23 Requirements for archaeological assessment.
C13 Ecological enhancement.
C12 Protected species.
TR11 Off street Car parking.

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 two Allocated sites
Core policy Nineteen Water efficiency and the river Avon SAC
Core policy twenty Pollution and phosphate levels

7. Consultations

MOD

No objections

Environment Agency

No objections subject to conditions

Natural England

No comments

Highways Agency

No objections

English Heritage

No comments, Recommend the application is determined in accordance with National and local guidance

Wiltshire Fire Brigade

No objections but general comments made relating to access for fire fighting equipment

Wessex Water

A water main is shown on the existing plans development will not be allowed on top of the existing water main.

Wiltshire Council Highways

No objection subject to condition

Wiltshire Council Archaeology

Do not consider it practical to impose an archaeological condition given that the area is likely to be used for burials over a prolonged period of time.

Wiltshire Council Art Service

Would like to see a contribution to public art

8. Publicity

Wilton Town Council
Support

Salisbury City Council
Support

Objections 12 letters making reference to this application but only four making comment on the cemetery.

Would like to see a cemetery maintained within the development boundary as with the potential for small buildings this will lead to future urbanization of this area.

Would like to see restrictions on the cemetery to prevent the erosion of the natural countryside.

No objection to a cemetery but not sensible to position it on such a busy junction.

9. Planning Considerations

9.1 Alternatives

Concern has been raised that the siting of this development will essentially extend the urban boundary of Salisbury beyond its natural barrier formed by the Avenue. Whilst this is the case, officers consider that the use of this field is not inappropriate screened as it is from the adjacent roads by mature trees.

Previously the cemetery had been shown at the south western corner of the development which would either have entailed an access off The Avenue and the loss of a significant number of mature trees due to the splays required (as well as breaking up the line of this historic Avenue.) Or alternatively it would have meant gaining access through the industrial estate or residential streets neither of which was considered to be particularly appropriate. Therefore having considered the alternative of positioning the cemetery with the development template it was decided to relocate it outside the template where it had its own

access and where there would be less removal of the historic trees on The Avenue as those at the top of The Avenue were less historically significant.

9.2 Socio Economic Impact

There is an identified need for a new cemetery to serve Salisbury as the existing cemetery on London road has little capacity within it for further burials. The cemetery on Devizes road was closed to new burials some time ago as there is no space left. There is therefore an established urgent need for a new cemetery in Salisbury to serve the people of Salisbury. The City Council have supported the concept of a new cemetery and after discussions agreed this piece of land.

The applicants have agreed to fund a tarmac road to the formal entrance to the cemetery in accordance with the submitted access plans for the junction and to provide the necessary funding for car parking at the entrance for 20 cars. They have also agreed to increase the public art budget to pay for the new wall to the cemetery as this will include ornamental gates and railings. A water and electricity supply is also proposed. There will be a post and rail fence to the boundaries. These are matters that have been agreed with the city council and meet their requirements.

9.3 Ecology and Nature Conservation

An ecology survey has been carried out of the site which did not find significant ecology above that which would be expected to be found in a field of this nature. Natural England have been consulted about the application and have raised no objections to it. As the development of the cemetery is likely to take place over an extended period of time with the gradual increase in graves. Any impact from this development is likely to be spread over a considerable number of years and a cemetery such as this does by its nature often provide areas for wildlife.

9.4 Landscape and Visual Impact

This particular piece of land whilst located at a high point in the landscape does have a number of mature trees to the boundary particularly on The Avenue where the trees form part of the historic route to Wilton House. These are newer trees than those further down the Avenue and therefore whilst some will have to be removed to create the vehicular entranceway to the cemetery, it is not considered that these will significantly alter the character of The Avenue.

At the reserved matters stage it is anticipated that some planting could be provided if necessary however it is not intended to place buildings on this site and therefore development that takes place in terms of the access way, wall and gates and parking is all likely to be low level having a minimum impact on the surrounding landscape. It is considered that this complies with policies G2 (iv) of the South Wiltshire Core Strategy.

9.5 Agricultural Circumstances

The development of this cemetery will involve the loss of an agricultural field and whilst the loss of this agricultural land is regrettable. The loss of this one agricultural field is not considered to outweigh the benefits of a much needed new cemetery for the city and the benefits that this will bring for residents of Salisbury as a whole.

9.6 Transport and Access

The vehicular access to the cemetery will be obtained from The Avenue and consists of a simple junction which will be accessed via a right hand turn ghost lane enabling safe turning against the flow of traffic. It is envisaged that there will be car parking for a funeral cortege and mourners at the cemetery and for up to 20 vehicles. Car parking will need to be in line with Wiltshire car parking standards.

Other bus services are available along Wilton road to the South which can be accessed on foot via the new footpath to the UKLF site. Similarly there is a park and ride stop at the bottom of The Avenue.

9.7 Air Quality

An air quality assessment has been carried out for the whole of the development site as part of the EIA (see application S/2012/0814). This concluded that existing and future pollution concentrations at the application site are below the set objectives used in their assessment. It is not considered that the relatively small amount of vehicles that will access this site are likely to significantly contribute to the air quality issues at the site and in the surrounding local area.

9.8 Noise and Vibration

It is considered that it will be unlikely that there will be a significant amount of noise from the proposed cemetery when it is up and running. Any noise is likely to come from construction of the site and this is likely to be short lived given the small amount of construction work required. There are no immediate neighbours in the vicinity of the cemetery. It is considered therefore that noise and vibration are unlikely to be a significant issue.

9.9 Hydrology Drainage and Flood Risk

The applicants have submitted a flood risk assessment with the application which concludes that the development situated as it is at this high point of land would not be at risk of flooding. The Environment Agency has raised no objections to this application subject to conditions which are replicated in the recommendation below.

9.10 Ground conditions

The applicant has concluded that there is unlikely to be any significant effect on ground conditions or contamination as a result of this development, and officers agree with this assessment. As such the development will comply with policy G2 (viii) which is a saved policy of the South Wiltshire Core Strategy.

10 Conclusion

The proposal whilst situated outside the development template is considered to be in a suitable location for a cemetery negating as it does the need to put a further access into the older historic trees in the Avenue or to have access through either the employment or residential land. It is considered that the cemetery will provide a much needed facility for the residents of Salisbury for many years to come.

11. Recommendation

Planning Permission be GRANTED for the following reason:

The provision of this cemetery will provide a much needed local facility for use by residents of the whole of Salisbury. It is considered that it's design and positioning whilst outside the template for the development for Fugglestone Red is positioned in the best available position to avoid further loss of trees on the historic Avenue or an undesirable access through the residential or employment land as such whilst the proposal does not comply with policy C2 of the South Wiltshire Core strategy it is considered to be an acceptable form of development complying with policies G1,G2 and G9 which are Saved policies of the South Wiltshire Core Strategy.

In reaching its decision the local planning authority has taken into account the Environmental Statement submitted under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011. The Environmental Statement meets the requirements of these regulations, and sufficient information has been provided to enable the authority to assess the environmental impact of the development.

Subject to the following conditions

1) Details of the appearance, landscaping, layout and scale (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the local planning authority before any development begins and the development shall be carried out as approved.

REASON: This is an outline application submitted in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995

2) Application for the approval of the reserved matters shall be made to the local planning authority not later than twelve years from the date of this permission.

REASON: This is an outline application, submitted in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995.

3) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

REASON: This is an outline application, submitted in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995.

4) No development approved by this permission shall be commenced until a scheme to assess the risk to groundwater, incorporating suitable measures to mitigate those risks, must be submitted to and approved by the Local Planning Authority. It should include the following detailed information:

1. Tier 1: Risk screening in accordance with Environment Agency guidance Assessing the Groundwater Pollution Potential of Cemetery Developments

2. Where required by the tier 1 assessment, a tier 2: Preliminary quantitative risk assessment with detailed desk study and preliminary site investigation

3. Where required by a tier 2 assessment, a tier 3: Detailed quantitative risk Assessment

4. Where required by any stage of the risk assessment, a method statement, based

on that agreed risk assessment, for construction and operation of the proposed development.

5. A completion statement to demonstrate that work specified in the method statement has been suitably carried out.

REASON

Protection of Controlled Waters.

5) All burials in the cemetery shall be:

1. a minimum of 50m from a potable groundwater supply source;
2. a minimum of 30m from a water course or spring;
3. a minimum of 10m distance from field drains;
4. no burial into standing water and the base of the grave must be above the local water table;

REASON

Protection of Controlled Waters.

6) No development shall commence until full details of the ghost island right turn junction have been submitted to and approved in writing by the Local Planning Authority. The junction shall be completed in accordance with the approved details prior to first use.

Reason: In the interests of Highway safety