

Date of Meeting	15th January 2015
Application Number	14/07832/OUT
Site Address	Land off the A338 and Bourne View, Allington
Proposal	Outline planning application for mixed use development comprising 18 dwellings and site access arrangements and a community building and associated recreation ground and parking
Applicant	Paterson family
Town/Parish Council	Allington
Ward	Bulford, Allington and Figcheldean
Grid Ref	420248 138828
Type of application	Outline planning
Case Officer	Adam Madge

Reason for the application being considered by Committee

The ward member has asked for this application to be considered at committee in view of the public interest in the application and the community benefits of the scheme.

1. Purpose of Report

To consider the recommendation of the Area Development Manager (South) to **REFUSE** the outline planning permission.

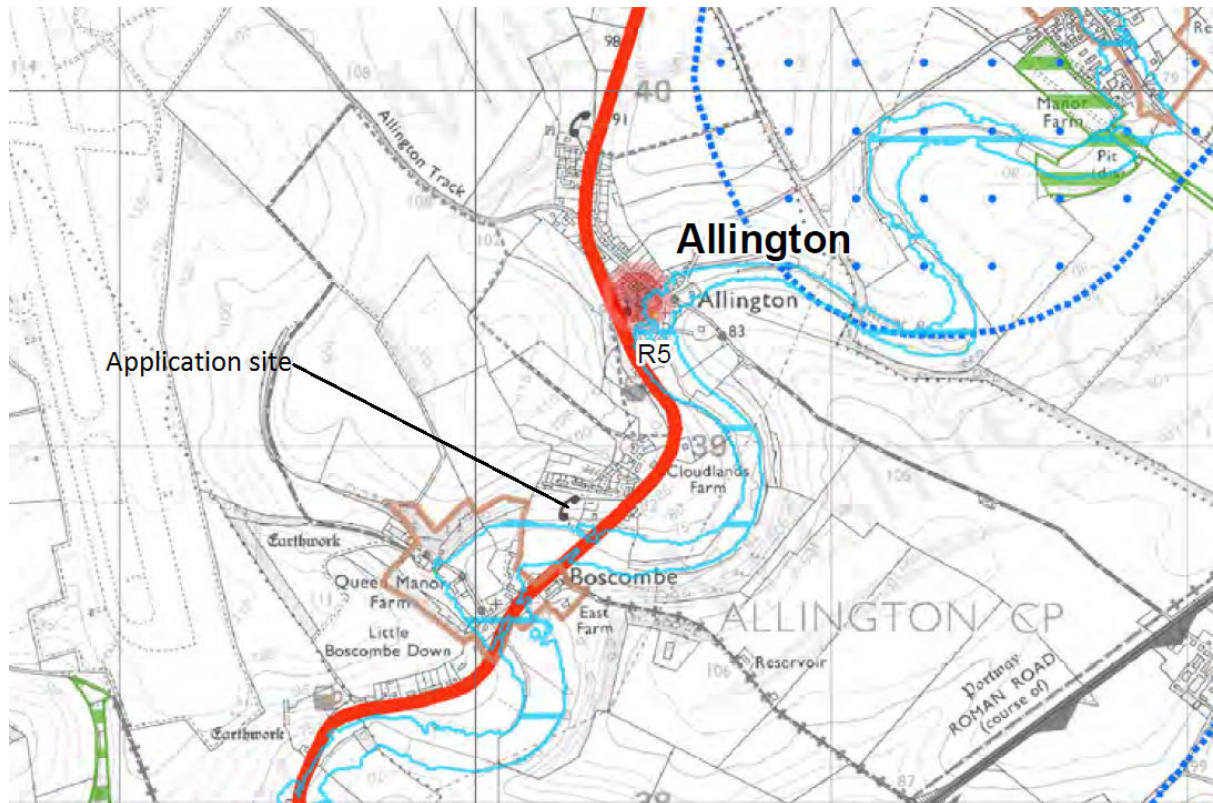
2. Report Summary

The main issues to consider are

- a) The principle of development and policy implications;
- b) Highways access
- c) Flooding
- d) Design including noise considerations
- e) Landscape
- f) Ecology

3. Site Description

This site relates to land just off the A338 at Allington. The site covers an area of approximately 1.82 hectares and is partly covered in trees and vegetation. The site is classed as Greenfield land. The site slopes up towards the North. Below is an extract from the Wiltshire core strategy.



4. Planning History

S/2002/0854 Access to the field from the A338 refused 17/6/2002

5. The Proposal

This application seeks outline planning permission for the redevelopment of this field with a residential scheme of 18 dwellings together with space for a village hall/community building, pitch provision, landscaping and car parking. The application is in outline form only and it is only the principle of these uses along with the detailed consideration of the access that is under consideration.

The application is for outline planning permission. Vehicular access would be via the A338, with an additional pedestrian only access onto Bourne View, widening of Bourne View is shown on the plans to assist with on street car parking. The application submission includes a layout which is shown below –



6. Planning Policy

South Wiltshire Core strategy

Core Policy 1 – The Settlement Strategy and distribution of growth in south Wiltshire

Core Policy 2 – Strategic Allocations

Core Policy 3 – Meeting Local Needs for Affordable Housing

Core Policy 5 – Employment Land

Core Policy 19 -Water efficiency and River Avon SAC

Core Policy 22 - Green infrastructure and Habitat networks

Salisbury District Local Plan ‘saved’ policies:

G1 – Sustainable development

G2 – General Criteria for development

G9 - Planning Obligations

D2 – Infill development

H8 - Housing Policy Boundary

R2 – Open space provision

C18 – Development sites bounded by watercourses

C12 – Protected species

C11 – Nature Conservation

Wiltshire Core Strategy

CP1 (Settlement Strategy)

CP2 (Delivery Strategy)

CP34 (Additional Employment Land)

CP43 (Providing Affordable Homes)

CP45 (Meeting Wiltshire's Housing Needs)

CP50 (Biodiversity and Geodiversity)

CP57 (Ensuring high Quality Design and Place Shaping)

CP58 (Ensuring the Conservation of the Historic Environment)

CP64 (Demand Management)

NPPF & NPPG

Allington with Boscombe parish plan – This is a material planning consideration

7. Consultations

Allington Parish Council -

Allington Parish Council have no objections to this planning application

Additional comment received in respect of the open space officers comments -

Allington already has a Parish Council managed play park in the centre of the village that is fully equipped for youngsters up to the age of 14. Its the older children and adults that have no facilities – but that will be catered for with the open space mini sports field alongside the new village hall. There was never any intention to provide a second children's playground on the site now being considered for outline planning.

Environment Agency

No objection to the application – subject to the Flood Risk Assessment submitted with the application and conditions regarding surface water management, and a satisfactory flood level estimation scheme

Wiltshire Council Archaeology – recommend a condition on any planning permission. Requiring a trenched evaluation of the site.

Wiltshire Council Drainage Officer – Support the application subject to conditions regarding storm water drainage and foul water drainage.

Natural England – No objections although encouragement is given to the local authority to consider requiring biodiversity enhancement measures and to consider the impacts on local sites, local landscape character and local or national biodiversity.

Wiltshire Council Ecologist – Objects to the development as not being able to mitigate or enhance the existing woodland area.

Wiltshire Council Education – Require a developer contribution of £16,768 towards five primary school places and three secondary school places of £19,084. A total cost of - £141,092

Wiltshire Council Environmental Health Officer – Raises concerns about the siting of the village hall, sports pitch and adjacent car parking in relation to the nearest houses proposed. Suggests that the layout proposed is inappropriate and that this will need to be changed at the reserved matters stage. Also requests various conditions relating to noise insulation and lighting if the proposal is granted permission.

Wiltshire Council Highways – Objects to the development as the sites general positioning is considered to be contrary to local and national sustainable transport policy guidance. However generally satisfied with the proposed visibility splays and junction layout. Requests further drawings showing levels and gradients to establish whether a suitable access can be achieved.

Wiltshire Council Housing officer – At the time of writing housing comments were still awaited.

Wiltshire Council Landscape Officer – No objections received

Wiltshire Fire and Rescue – No objections but advice offered on Access, water supplies and Fire Safety legislation.

Wiltshire open space officer – For the on site provision of childrens casual or informal play space of 225m². This can be provided on site.

For Youth and adult provision 810m² should be provided on site. This can be provided by the proposed pitch.

Wiltshire Conservation Officer – Raises concerns about the design of the development which it is considered too formal in relation to the relatively informal nature of the adjacent conservation area.

8. Publicity

5 letters of objection have been received including the following points –

- A) The development is unsustainable and will not achieve an overall pattern of land use that will reduce the need to travel contrary to policy. The area has few buses and most people who travel do so by car. Cycling is hazardous because of the busy main road. Walking is only of a local nature as there are no footpaths connecting villages in the area. Development will increase traffic as it will be dependant on car use.
- B) Development will take a sizeable portion of greenbelt land and not a minor alteration to a housing policy boundary.

- C) The size of many of the houses would not be suitable for first time buyers and may appeal to people outside the village therefore not meeting the villages needs. They do not offer accommodation for the elderly or disabled which it is believed is needed in the village.
- D) Considered that design of the buildings is not sympathetic to the nearby conservation area. Plan should be adapted to have less of an impact on the conservation area to the west. The village hall should be of a more suitable vernacular design. There should be planting along the Western boundary to screen views.
- E) Development is unlikely to benefit the villages economy as any jobs generated will be outside the village.
- F) Concern is expressed that access onto the A338 would be dangerous as a previous application at this point was refused in 2002. Particularly as 50 parking spaces are envisaged for the village hall. The speed limit on this road is constantly breached. Particular concern is that there is not enough visibility to see Southbound traffic. A major accident occurred a few years ago at the old school house.
- G) There will be an increase in noise to the village from the cars and use of village hall and playing field.
- H) To develop the area would destroy a green area for wildlife including for owls and woodpeckers which have been seen in the area. The development will not help in the preservation of the countryside.
- I) Concern is expressed that the walkabout survey for wildlife was carried out in February when amphibians would not have been about. Frogs, toads, lizards, newts and slow worms have all been found in neighbouring gardens.
- J) There is a disused sewage works in the area which may contain contaminants.
- K) The flood risk assessment is more concerned with the site than with it's impact on existing buildings in Boscombe many of which are at risk of flood. The flood risk assessment suggests some infilling of the floodplain which will increase the risk of flooding, particularly to the listed St Andrews church.
- Suggests that surface water would be disposed of to the sewer system. It is considered this would overload the sewer system.
- L) Concern that anyone standing on top of the proposed access road would overlook the property at Westcroft and this would be an infringement of privacy.

- M) On the proposal it states that there is already a field gate accessing the site. This is not considered to be the case there is a field gate the other side of the river near Boscombe social club.
- N) Concern that the development may cause damage to the sewage pipe at the vehicular entrance.
- O) Concerned that the widening of Bourne View would be minimal at 2 ft and the upheaval of doing so would not be worth it. Concerned that this is another attempt to cojoin Bourne View to the development.
- P) Suggests a more central site in Allington would be more appropriate which would alleviate much of the problems with this site such as the vehicular access and the loss of wildlife.
- Q) Concern about the way the application has been brought and that there has been no referendum on the application. Considers that the Village plan has been used selectively and that key likes such as beautiful countryside will be lost by the proposal. The village plan showed that the majority of residents approx 350 felt there was no need for any more homes to be developed in the village.
- R) Considered that a new village hall is not needed as the Glebe Hall, Newton Toney, Boscombe Social Club, The Earl of Normanton and the Old Inn satisfy event needs. Consider that the impact of the village hall on neighbouring pubs and social club would be terminal. Concerned that whilst the developer is generously covering development costs of the hall, this will not cover equipment and maintenance costs which can be high.

2 letters of support have been received making no specific points

9. Planning Considerations

9.1 Principle of Development

Policy principles -

Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. According to the NPPF proposed development that accords with an up-to-date local plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

South Wiltshire benefits from an up-to-date development plan through the South Wiltshire Core Strategy (SWCS) and the emerging Wiltshire Core Strategy (eWCS). The SWCS being the adopted local plan must be given full weight in the decision-taking process; and the eWCS must be given very significant weight having regard to the stage it has reached in the plan-making process, with its examining Inspector's report now published.

Local Plan 'Settlement Strategies' and 'Delivery Strategies' –

Both the SWCS and the eWCS set out objectives for the delivery of new development via 'Settlement Strategies' and 'Delivery Strategies'. Strategic objective 1 of the SWCS seeks to ensure that South Wiltshire is a place where the role and function of settlements is understood and the location of development addresses the causes and effects of climate change. Strategic objective 3 of the eWCS seeks to provide everyone with access to a decent affordable home.

To achieve its objective the SWCS focuses growth at established settlements where there are existing facilities, and so where local housing, service and employment needs can be met in a sustainable manner. The settlements are set out in a hierarchy based on their size and function, and so their ability to absorb different scales of growth (the Settlement Strategy).

The hierarchy of settlements starts with Salisbury (where the largest proportion of growth is concentrated), then Amesbury and the garrison towns (the largest focus for strategic growth outside Salisbury) and then the Local Service Centres (where growth must have regard to local constraints). The SWCS states that these first three tiers of the hierarchy are the primary focus for growth in the overall Settlement Strategy. Next in the hierarchy are Secondary Villages (where growth proportionate to their size, character and environment will be supported), and then Small Villages (where infill and exceptions development will only be supported). The final 'tier' is Other Settlements and the Countryside which are unsustainable locations where new development is unlikely to be accepted.

The eWCS provides a similar hierarchy of settlements in Policy CP1, although covering the entire county. At the top are the Principal Settlements (the primary focus for development), then the Market Towns (with potential for significant development to help sustain and enhance services and facilities and promote better levels of self-containment), the Local Service Centres (modest levels of development to safeguard their role), Large Villages (growth proportionate to their size, character and environment), and Small Villages (infill and exceptions development only). Below the Small Villages are 'other' settlements and the countryside which are unsustainable locations where new development is unlikely.

In line with the hierarchy of settlements, Policy CP2 of the eWCS sets out a Delivery Strategy. This defines the quantity of new development 'needed' in the county during the life of the core strategy, and how it will be distributed in terms of the Settlement Strategy. The Delivery Strategy states that 42,000 homes will be delivered across the county during the life of the WCS, with 10,420 of these in the South Wiltshire HMA. The specific distribution is set out in the Community Area Strategies elsewhere within the core strategy. Policy CP2 states that "... sites for development in line with the Area Strategies will be identified through subsequent Site Allocations DPDs and by supporting communities to identify sites through neighbourhood planning". More particularly it states that within the defined limits of development of the Principal Settlements, Market Towns, Local Service Centres and Large Villages there is a presumption in favour of sustainable development, but outside the defined limits of development, new development will not be permitted, and that the limits of development will only be altered through the identification of

sites through subsequent site allocation development plan documents and neighbourhood plans.

The eWCS examining Inspector's report –

The examining Inspector's report has recently been published. In assessing Policies CP1 and CP2 the report concludes that the Settlement Strategy, as proposed to be modified, is justified by the evidence base and will be effective in realising the objectives and Vision of the core strategy as a whole. More particularly in relation to the Delivery Strategy the report states

The overall indicated quantities of development provide a flexible and positive basis for provision to meet predominantly the needs of the area. These are appropriately expressed as minimums. The policy is underpinned by an aspiration to deliver sustainable patterns of development based upon the settlement hierarchy and through the appropriate use of, where suitable, previously developed land. Furthermore, the policy enables strategic development for certain sites to occur which will be subject to individual masterplanning and community engagement; Overall, the general approach embodied in CP2, as proposed to be changed, is consistent with national policy, is justified and consequently sound. [Paragraph 40].

The report continues

Within defined settlement limits the CS maintains a presumption in favour of sustainable development. Outside of such limits, including Small Villages, development will be limited to that which meets certain criteria. The exceptions policies of the CS may also be applied. CP2 therefore relies heavily on the existence of settlement boundaries to manage growth. Whilst the principle of such an approach may be justified in terms of providing plan led clarity to what development may go where, the efficacy of the plan is partially undermined by the absence of particularly robust evidence in support of the identified limits for each settlement. Whilst a combination of commitments, windfalls and strategic allocations may ensure a supply of development land to meet needs in the shorter term, the effectiveness of CP2 in combination with CP1 is dependent upon a timely review of settlement limits [paragraph 41].

In considering actual delivery on the ground, the Inspector concludes that the Council's housing land supply, and so the core strategy, does demonstrate an adequate five year supply of housing land (the 'shorter term' delivery referred to above). The Inspector also accepts that the slight shortfall in housing arising from the increased requirement can be addressed over the remaining plan period, in particular having regard to the Council's planned early review of settlement boundaries and the core strategy. It follows that Policies CP1 and CP2 are currently 'working' as intended, and in the longer term will continue to work as intended following the Council's reviews.

Policy conclusion -

The eWCS's Settlement Strategy and Delivery Strategy have been found sound by the examining Inspector, subject to a review of settlement boundaries and an early review of the Core Strategy itself being undertaken. The Strategies show how all of

Wiltshire's housing needs during the life of the core strategy can be delivered in a sustainable manner, primarily via allocations, re-development of suitable previously developed land and the review of settlement boundaries through DPD's and/or neighbourhood plans.

Housing delivery in the county is now happening in accordance with the Strategies, and so in pure policy terms there is no need for 'other' sites which do not accord being considered. At this time under-delivery is not a sound reason for overruling policy. In the context of an up-to-date and delivering core strategy, sites which do not accord with the Settlement and Delivery Strategies must be considered unsustainable and so contrary to the core strategy and the NPPF.

Allington is classed as a 'small village' without a village boundary within the Wiltshire Core strategy where under core policy 2 infill housing is permitted but large scale housing on the outskirts is not permitted. Policy CP2 states that development will be limited to infill within the existing built area; where it seeks to meet the following three criteria -

i) respects the existing character and form of the settlement

Located on the outskirts of the village it is clear this does not respect the existing character and form of the settlement.

ii) the proposal does not elongate the village or impose development in sensitive landscape areas,

The proposal does elongate the existing village in a special landscape area and therefore does not meet this criteria.

iii) does not consolidate an existing sporadic loose knit areas of development related to the settlement.

This is because of the inherent unsustainable nature of building large numbers of dwellings in areas on the outskirts of villages such as this with few facilities where travel will then be inevitable to access facilities.

Core policy 1 states that 'New Housing will not be permitted outside the settlements named in Core Policy 1' Allington is not a settlement named in Core policy 1.

The NPPF states *Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.*

The council has a demonstrable five year land supply of housing equivalent to 5.44 years supply at present and therefore it is considered that the Wiltshire Core strategies policies should take precedent.

Land for a community building is being offered as part of this development. It is understood that there is some village support for this and providing land and

planning permission for a community hall can only be a positive contribution for the community. However officers consider given the very up to date policies in the Wiltshire Core strategy and the fact that this development is situated on the edge of the village that this in itself does not outweigh the harm that would occur from developing in this unsustainable location.

Therefore in principle and in policy terms the proposal does not meet policy in either the NPPF or the new Wiltshire Core strategy. The proposal on the outskirts of the village is considered an inappropriate form of development.

9.2 Highways access

One of the key issues under the current application is the access to the site. A number of local residents have drawn the councils attention to how busy the road which the access would be formed off is.

The main road is the A338 and access would be obtained from the development site onto this road. Objectors to the application have made the point that this is a busy road where in their opinion the 40mph speed limit is sometimes exceeded and access from this site onto the road would be difficult.

Members will also note that planning permission was refused in 2002 for a new access onto the site in a similar position to that which the current access is proposed. This went to appeal and was also dismissed at appeal. The inspector at the time considered the proposal against the then local plan policies (which have since changed) and considered that because there was already a suitable access along Bourne View it would not be necessary to provide a second access onto the main road.

Circumstances have changed since this point in that the policies then applied have now changed and it is proposed that more traffic is to use the access. The inspector previously concluded that the access to the north of the site was already a suitable access and therefore a new access off the A338 was not required. Obtaining access along Bourne View is less desirable to local residents and therefore it is proposed onto the A338.

The councils highways officer has been consulted about this and whilst objecting to the principle of the development. Providing the development is carried out in accordance with the plans considers that adequate vision can be obtained in both directions in order to allow access out of this junction.

9.3 Flooding

One of the main concerns of local residents is that the site could flood or cause neighbouring sites to flood. Sites have in the area flooded in the recent past and the this area of land is situated close to the Bourne.

Neither the Environment Agency nor the councils own drainage officer has objected to the application as the applicants have submitted a flood risk assessment as part of the application. It is intended that all built development is located with flood zone 1

(although it should be noted that small parts of the site are located in flood zones 2 and 3 including part of the Eastern access. To compensate for this it is proposed that flood storage is proposed in order to stop the access being cut off during times of flood. Access on foot could still be provided by Bourne View. Such flood storage could be provided by detail in the subsequent reserved matters application.

Both the councils drainage officer and The Environment Agency have suggested conditions with regards to details should this application be approved.

9.4 Design including noise concerns

Whilst details of design are matters reserved for later consideration if planning permission is approved. Indicative plans have been submitted at this stage for consideration. The housing proposed is generally of a vernacular design which has the potential to be high quality providing the correct materials and finishes are applied.

One of the objectors raised concerns that the proposed village hall/community building was more contemporary in it's design and therefore out of keeping with the surrounding area. It is considered merely because a building is of modern design does not mean it is inappropriate to the area. It is important that the materials proposed on such a building are of good quality and that the building respects in scale and bulk neighbouring properties. Officers consider from the plans submitted that the building has the potential to do this.

The councils Public Protection team have raised concerns about the proposed design in terms of it's layout and effect on neighbouring property and concern that both the proposed community building and the car parking associated with it will have an effect on neighbouring properties. Inevitably and community building such as this has the potential to cause noise nuisance to neighbouring properties if not properly controlled. However short of placing the building in a very isolated spot they will always be close to residential properties and therefore in this case it is considered important that if planning permission were to be granted in outline for this development that further negotiations between the council and the applicant would need to take place on the precise positioning of the community building and parking, any mitigating measures that could be put in place and that conditions were properly used and enforced to make sure no noise nuisance took place.

The councils conservation officer has assessed the application and has suggested that because no appraisal has been undertaken of the effect of this development on the adjacent conservation area the application should be withdrawn or refused whilst such an appraisal is undertaken. The conservation officer considers that the current (indicative) fairly formal design is at odds with the relatively informal nature of the adjacent conservation area Officers note these comments but also that the application is in outline and therefore the design of the final development could be altered to be less formal if necessary. It would be necessary with any reserved matters application to provide a clear analysis of the effect of this development on the conservation area and how it impacted on it.

9.5 Landscape considerations

The proposal is situated in a special landscape area and is therefore covered by saved policy C6 of the south Wiltshire core strategy and core policy 3 of the Wiltshire core strategy.

Within the Special Landscape Area, proposals for development in the countryside will be considered having particular regard to the high quality of the landscape. Where proposals which would not have an adverse effect on the quality on the landscape are acceptable, they will be subject to the following criteria;

- (i) the siting and scale of development to be sympathetic with the landscape; and*
- (ii) high standards of landscaping and design, using materials which are appropriate to the locality and reflect the character of the area.*

Core policy 51 identifies that -

Development should protect, conserve and where possible enhance landscape character and must not have an unacceptable impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures. Proposals should be informed by and sympathetic to the distinctive character areas identified in the relevant Landscape Character Assessment(s) and any other relevant assessments and studies. In particular, proposals will need to demonstrate that the following aspects of landscape character have been considered:

- i. the locally distinctive pattern and species composition of natural features such as trees, hedgerows, woodland, field boundaries, watercourses and waterbodies*
- ii. the locally distinctive character of settlements and their landscape settings*
- iii. the separate identity of settlements and the transition between man-made and natural landscapes at the urban fringe*
- iv. visually sensitive skylines, soils, geological and topographical features*
- v. landscape features of cultural, historic and heritage value*
- vi. important views and visual amenity*
- vii. tranquillity and the need to protect against intrusion from light pollution, noise, and motion and*
- viii. landscape functions including places to live, work, relax and recreate.*

Proposals for development within or affecting the Areas of Outstanding Natural Beauty (AONBs), New Forest National Park (NFNP) or Stonehenge and Avebury World Heritage Site (WHS) shall have regard to the relevant Management Plans for these areas. Proposals for development outside of an AONB that is sufficiently prominent (in terms of its siting or scale) to have an impact on the area's natural beauty, must also demonstrate that it would not adversely affect its setting.

Both policies aim to achieve a similar result in that they seek to ensure that any landscape impacts from development are limited. This sites designation within the South Wiltshire Core strategy as a special landscape area means that consideration must be given to the impact that the proposal will have on the wider landscape. Inevitably any development of this type

Will be seen in the landscape as it is a relatively open landscape and there will be public views primarily from the surrounding roads such as Bourne View and the A338, but also to an extent from the adjacent byway on the opposite side of the A338 which runs South East past East farm.

It is considered that a development in this area if in principle acceptable would be seen in the landscape and in various views. None the less, there is opportunity in the reserved matters to this application to provide planting and if considered necessary screening to soften the impact of the development. In addition the design of the development itself can be adapted if necessary to ensure that it harmonises with the landscape. It is not therefore considered that the development would be so harmful as to warrant refusal of the planning application in landscape terms.

9.6 ecology

The councils ecologist has raised concerns about the impact on ecology at the site. In particular about the loss of woodland on the site which would be inevitable as a result of this application.

Core policy 50 of the Wiltshire Core strategy -

Sustainable development will avoid direct and indirect impacts upon local sites through sensitive site location and layout, and by maintaining sufficient buffers and ecological connectivity with the wider environment. Damage or disturbance to local sites will generally be unacceptable, other than in exceptional circumstances where it has been demonstrated that such impacts:

- i. cannot reasonably be avoided*
- ii. are reduced as far as possible*
- iii. are outweighed by other planning considerations in the public interest and*
- iv. where appropriate compensation measures can be secured through planning obligations or agreements. Development proposals affecting local sites must contribute to their favourable management in the long-term.*

Protection

Development proposals must demonstrate how they protect, and where possible enhance, features of nature conservation and geological value as part of the design rational. There is an expectation that such features shall be retained, buffered, and managed favourably in order to maintain their ecological value, connectivity and functionality in the long-term. Where it has been demonstrated that such features cannot be retained, removal or damage shall only be acceptable in circumstances where the anticipated ecological impacts have been mitigated as far as possible and appropriate compensatory measures can be secured to ensure no net loss of the local biodiversity resource, and secure the integrity of local ecological networks and provision of ecosystem services.

Biodiversity enhancement

All development should seek opportunities to enhance biodiversity. Major development in particular must include measures to deliver biodiversity gains through opportunities to restore, enhance and create valuable habitats, ecological

networks and ecosystem services. Such enhancement measures will contribute to the objectives and targets of the Biodiversity Action Plan (BAP), particularly through landscape scale projects, and be relevant to the local landscape character.

Disturbance

All development proposals shall incorporate appropriate measures to avoid and reduce disturbance of sensitive wildlife species and habitats throughout the lifetime of the development.

Development likely to increase recreational pressure on Special Protection Areas (SPAs) will be required to deliver an appropriate level of mitigation to offset any potential impacts. Suitable mitigation strategies will include securing management measures for designated features of Salisbury Plain, New Forest National Park and surrounding areas. Designated features include Habitats Directive Annex I habitats and Annex II species. Provision of an appropriate area of Suitable Alternative Natural Greenspace to deter public use of Natura 2000 sites will only be acceptable in exceptional circumstances.

Such measures shall be secured through reasonable and proportionate planning obligations and agreements.

The councils ecologist has stated -

“Core policy 50 of the councils emerging Core Strategy requires that development retains, buffers and manages features of nature conservation value but if such features cannot be retained “removal or damage shall only be acceptable in circumstances where the anticipated ecological impacts have been mitigated as far as possible and appropriate compensatory measures can be secured to ensure no net loss of the local biodiversity” resource, and secure the integrity of local ecological networks and provision of ecosystem services.”

“The application fails to quantify or address this loss or consider the policy requirements for mitigation. Further information should be submitted to demonstrate how these policies will be complied with”

The applicant has provided a diagram showing the area of trees and shrubs to be retained. However this shows that the area of trees and shrubs to be retained will in fact be very small

- The northern boundary will be a single row of trees. These are included within the curtilage of new dwellings and therefore subject to removal and replacement with close board fencing in due course.
- The access road will cut through the southern boundary planting to isolate the mature beech trees which are noted as being of ecological importance in Adrian's email.
- The western boundary is marked on the illustrative site plan as a single hedgerow
- A new hedgerow will be planted along the eastern boundary. This will form the curtilage of several properties and is therefore potentially vulnerable to mismanagement or removal in the long term.

The councils ecologist has therefore been unable to conclude that there will be an overall enhancement for biodiversity on the site nor even mitigation for the proposed loss of habitat as is required by core policy 50 of the Wiltshire Core strategy.

The applicant has pointed out that at present there is no statutory protection over the young woodland the subject of the application site and therefore in theory the woodland could be removed tomorrow (although the applicant has also said they have no intentions of doing this at present) this is essentially the 'fallback position'. in planning terms. In addition it should be noted that at present the application is in outline and therefore any new areas of planting or retained woodland can be agreed at the reserved matters stage.

Officers therefore have to weigh up the benefits of the scheme against the concerns of the ecologist and the fact that the scheme would be contrary to the new core policy 50 of the Wiltshire core strategy also taking into account the fallback position.

Officers are concerned that far from enhancing the existing habitat on the site as required by core policy 50 the proposal is unlikely to even be able to mitigate against the scheme. Whilst the proposal is in outline it is clear that the comprehensive redevelopment of the site is unlikely to be able to enhance the existing habitat on the site and that given that officers already have concerns about the principle of development on the site the effect on ecology should form a further reason for refusal.

9.7 Contributions

There are a number of contributions requested for this development in order to make it an acceptable form of development.

- **Affordable Housing** – A 30% affordable housing contribution is sought in accordance with the core strategy policies (5 houses)
- **Education** - Financial contribution of £141,092 towards improvements to existing education infrastructure, in accordance with core policy of the Wiltshire Core strategy.
- **Children's Recreation** – The provision of 135m² of equipped childrens play space (and commuted payments for maintenance if the applicants want to offer the equipment for adoption).
- **Adult Recreation** –on site provision of 810m² of pitch provision as shown on the plans and maintenance arrangements
- **Ecology** - £1976.76 towards the Stone Curlew Project within the Special Protection Area for Birds, to mitigate for the impact of increased use of Salisbury Plain for recreational activity by residents of the development.
- **S106 Monitoring Fee** – £3,000.

9.5 Issues raised by objectors

The primary cause for objection by neighbours to this application is the access to the site and the principle of development which are addressed above. Other issues brought up include -

- The development is in outline only form at the moment and therefore the plans showing house sizes are indicative and houses could be smaller or larger than shown presently on the plans when the reserved matters application is submitted. That having been said there are a number of smaller terraced houses shown on the plans as well as larger properties.
- The property known as Westcroft is situated to the North East of the development and whilst undoubtedly there will be more disturbance than at present to the property from vehicles entering and exiting the site, it is not considered that there would be significant overlooking of the property itself from the roadway such as to warrant refusal of the application. If the proposal were approved a condition could require details of fencing to be submitted and some form of 2m high enclosure in this area would prevent any significant overlooking of the house.
- Part of the proposal is to widen Bourne View by approximately 2 feet. This is not considered necessary by officers to approve the development but should members wish to approve the development then this should be included in any S106 agreement.
- Objectors comment that a more central site in Allington would be more appropriate than this site. This is the site that has been put forward for development and therefore consideration must be given to this site.

10. Conclusion

Officers have considered this application carefully and considered the benefits that the proposal would have for the community in terms of providing land for a new community building, new housing stock and some potential improvements to the roadway in Bourne View. In addition it has community support from the parish council. This has to be carefully weighed against the in principle objections that have been raised in terms of policy in that sited as it is outside of any village boundary within the open countryside, where there is a 5 year land supply available and it is contrary to the Wiltshire core strategy it should be considered unacceptable. Having considered all the issues it is concluded that the harm caused by the development outweighs the benefits and therefore the application is recommended for refusal.

RECOMMENDATION Refuse Planning permission for the following reasons -

- 1) The application site is located in the countryside and so outside of any settlement defined in the South Wiltshire Core Strategy and the emerging Wiltshire Core Strategy (including the 'large village' settlement of Alderbury).

The 'Settlement Strategy' and 'Delivery Strategy' set out at Policies CP1 and CP2 of the existing and emerging Core Strategies state that in the interests of sustainability new development will be focused at the defined settlements only, in forms and at scales appropriate to the size and character of the settlements with a settlement hierarchy, or on other suitable allocated land or previously developed land, and not in other settlements or the countryside. It follows that the proposal, by reason of its location in the countryside, is unacceptable as a matter of principle, failing to accord with the strategies of the core strategies and so comprising unsustainable development in this context.

There are no material considerations which outweigh this fundamental policy position, including the proposals to provide a local health centre, allotments and affordable housing. The Core Strategies are relevant and up-to-date, and demonstrate an adequate supply of land for new housing in the housing market area in any event.

- 2) In the absence of a suitable legal agreement, a scheme and suitable financial contributions for Education, Affordable Housing, adult and children's recreation, and ecology cannot be secured. The proposal would therefore fail to accord with saved policy G9 of the Salisbury District Local Plan and core policy 3 of The Wiltshire Core strategy.
- 3) The proposal is likely to result in a reduction of the woodland area currently present on site. This in turn is likely to lead to a reduction in the loss of habitat and biodiversity available on the land which it has not been demonstrated can be adequately mitigated against. It is therefore considered that the proposal is contrary to core policy 50 of the Wiltshire core strategy and saved policy C11 of the Salisbury district local plan.