

Date of Meeting	05 February 2015
Application Number	14/04486/FUL
Site Address	Orchard House, Stratford Road, Stratford Sub Castle, Salisbury, Wiltshire, SP1 3LG
Proposal	Redevelopment of the site. Demolition of existing staff house and alterations and extensions to Orchard House to facilitate a change of use from C2 (Children's Home) to C3 (a single 4 bed dwelling) and the erection of four detached dwelling houses, comprising 2 x 4 bed and 2 x 5 bed with associated parking and landscaping.
Applicant	Mr Andrew Uwins
Town/Parish Council	Salisbury City
Ward	St Francis and Stratford
Grid Ref	413369 132019
Type of application	Full Planning
Case Officer	Andrew Guest

Reason for the application being considered by the Committee

The application is before the Committee at the request of the local division member, Cllr Mrs Mary Douglas, in view of the scale of the proposal, its visual impact, the relationship with adjoining properties, the design, and the environmental / highway impact, and in view of interest from the public.

Purpose of Report

To consider the recommendation of the Area Development Manager (South) to **APPROVE the application, subject to conditions.**

1. Report Summary

The main issues in this case are, firstly, the principle of the proposal; and then, assuming the principle is accepted, the following matters of detail –

- Visual impact;
- Highway safety;
- Heritage assets, including archaeology;
- Ecology;
- Residential amenity.

The application has received support from Salisbury City Council. Three representations have been received from third parties. All support the proposal subject to comments.

2. Site Description

The 0.82 ha application site lies on the west side of Stratford Road. It is occupied by a former local authority care home (currently vacant) and associated development (including a workshop and staff house), with open land to the rear. The main care home building, Orchard House, is Listed grade II. Independently Listed grade II are

the walls and railings defining the front boundary of the site with Stratford Road. The site remains in the ownership of Wiltshire Council.

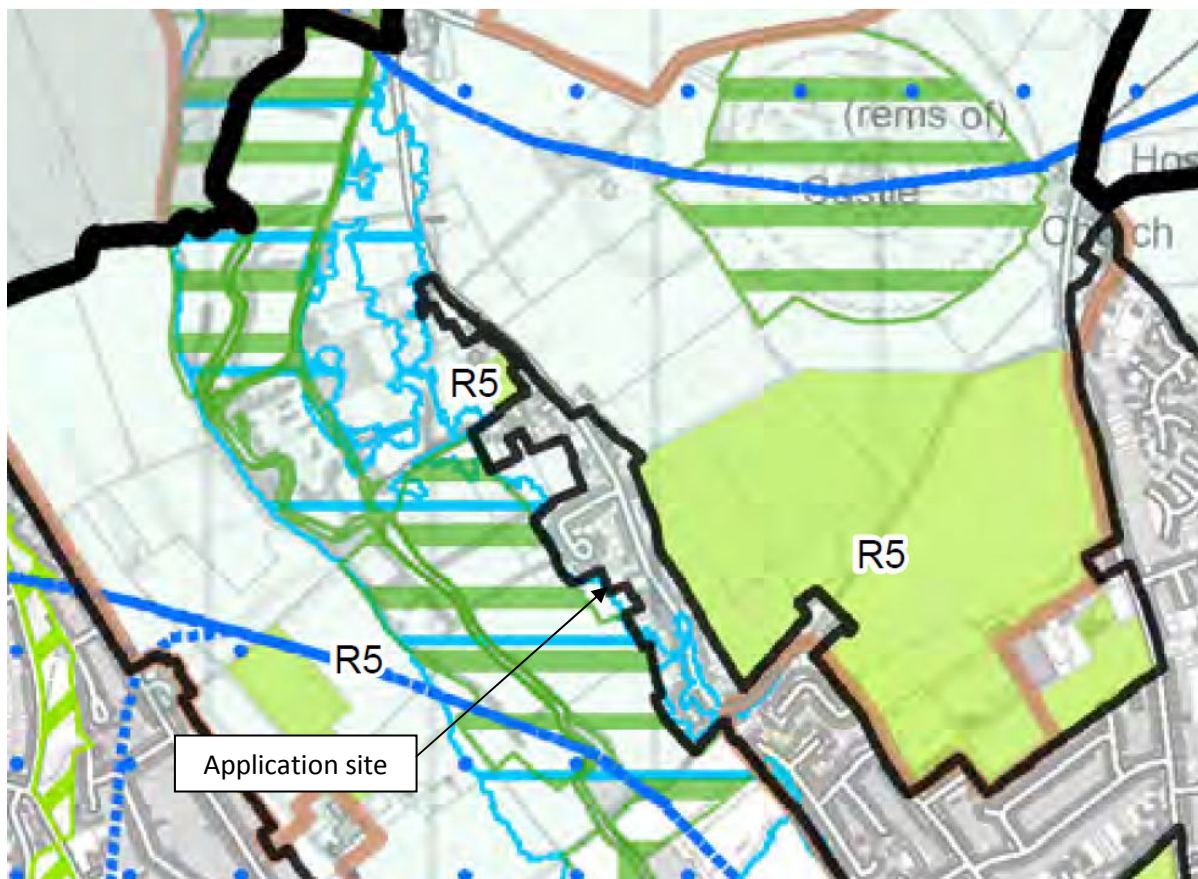
To the north and south sides of the site, and on the opposite side of Stratford Road, is established residential development. To the west of the site is open countryside within the River Bourne corridor. Ground level falls gently across the site from east to west.

In policy terms the site lies partly within the limits of development of the Salisbury Principal Settlement and partly outside, as defined in the Wiltshire Core Strategy. The site is located within the Stratford Sub Castle Conservation Area and is approximately 600m south-west of Old Sarum Castle. The west side of the site lies within Flood Zones 2 or 3, with the River Avon approximately 150m away. The River Avon is a Special Area of Conservation (SAC); the site also adjoins a County Wildlife Site.

3. Planning History

There is no relevant planning history.

The site was used as a children's care home until 2012. It has been vacant since this time.



Extract from Wiltshire Core Strategy

4. The Proposal

The proposal is to demolish the staff house and later additions to Orchard House, and then refurbish / convert / extend Orchard House to a single residential unit and erect four further residential units in the immediate grounds. An older workshop building on the north frontage of the site would be retained / refurbished and incorporated into the grounds of one of the new houses. Likewise, the independently listed front boundary walls and railings would be refurbished and slightly realigned to allow for a more central and improved access from Stratford Road. The housing mix would be 3 x 4 bed units and 2 x 5 bed units. The new houses would be two storey with traditional designs.

The land towards the west end of the site would be retained as meadow; the land to the south of Orchard House would be retained as garden for Orchard House and unit 2.



5. Planning Policy

Wiltshire Core Strategy

CP1 (Settlement Strategy)

CP2 (Delivery Strategy)

CP50 (Biodiversity and Geodiversity)

CP57 (Ensuring high Quality Design and Place Shaping)

CP58 (Ensuring the Conservation of the Historic Environment)

Salisbury District Local Plan – ‘saved’ policies

C18 (Wildlife and Natural Features - Watercourses)

NPPF

Paragraphs 17, 56-57, 62, 64, 126, 128-129, 131-134, 136

Paragraph 17 in particular states that planning should always *seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings and encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value and conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generation.*

6. Summary of Consultation Responses

Salisbury City Council: Supports the application subject to conditions.

WC Highway: no objection subject to conditions.

WC Conservation: no objection.

Orchard House is a grade II listed building within the Stratford conservation area. The dwarf wall and railings at the roadside are also listed grade II in their own right: the works of alteration involve a proportion of demolition of a principal listed building. The outbuilding to the north of the house is also protected by virtue of curtilage listing.

The elements of Orchard House for demolition are rather nondescript mid-C20 additions that add nothing of quality or interest to its character and significance. Their loss is therefore un-troubling. Works detailed on the drawings show appropriate repairs to the historic part of the building – especially to joinery. The additions to Orchard House are limited to a single garage and a garden room at its south-western corner.

Proposed alterations to the outbuilding are minimal, an unroofed arbour linking it to unit 5. The location of the new dwellings would cause no net harm to the setting of the listed building nor the conservation area; they would be barely visible from the

street, and in longer distance views across the valley the development would sit comfortably alongside the modern cul-de-sac to the north of the site.

Although there is a detailed heritage statement, there is little on the method for partial demolition and reconstruction of the roadside railings and so a method statement is required for this, showing where and how the railings will be separated, and connected to matching new work; and a detailed record (prior to commencement) produced by a professional archaeologist/building recorder for submission to the HER.

WC Ecology: no objection subject to conditions.

The Extended Phase 1 Ecological Assessment (Ecosa Ltd, April 2014) and phase 2 bat survey (Ecosa, June 2014) provide a comprehensive assessment of biodiversity within the site. In addition it is worth noting that the application site immediately abuts the Stratford Sub-Castle Meadow County Wildlife Site which is notified for its neutral meadow habitat, a habitat of principal importance under Section 41 of the Natural Environment and Rural Communities Act 2006. The River Avon lies some 150m away and is protected as part of the River Avon SAC. As long as the development is in accordance with the Wiltshire Core Strategy and the HRA which supports that document, there will be no impacts to the SAC.

Three emergence surveys (May and June 2014) demonstrated that none of the buildings on site currently support roosting bats, although the habitat within the grounds contains a variety of trees and shrubs and is therefore of value for foraging and commuting bats as well as breeding birds, both groups of species are likely to be abundant and varied in the general area due to the proximity of the river and the CWS. The report found no other protected species issues that are relevant to this planning application.

The development will lead to the loss of the majority of trees and shrubs on the site but the Landscape Strategy Plan (TGD Landscape Ltd 2913 – 101) submitted with the application demonstrates that on balance the scheme could lead to no net loss of biodiversity.

The Landscape Maintenance Plan seems to be lacking in a few areas. In particular under the Overall Objectives, a bullet point needs to be included to cover the wildflower areas which should not be managed “to maintain and crisp and tidy finish” but to maximise the sites biodiversity potential by adopting a reduced level of maintenance.

There is no explanation of how the wildflower areas will be established. The Strategy Plan refers to the meadow and flood zone being seeded but there is no specification of the seed mix or how this will be sown in the Maintenance Plan – establishing wildflowers in existing swards is difficult to achieve and therefore the Strategy Plan should be realistic about what can be achieved.

Under section 3.10 of the Maintenance Plan, it is suggested “GCN’s” is replaced with “amphibians” so as not to confuse future occupiers / land managers (also the ecological assessment states Great Crested Newts are currently unlikely to be

present). This section also needs to specifically state that all cut arisings will be removed from the meadow and fertilizer will never be applied.

WC Archaeology: no objection, subject to condition.

The archaeological evaluation has demonstrated that the existing buildings have had a significant detrimental effect on any below ground remains which may have been present on the site, with the exception of the area around trench 6 - this has encountered a significant archaeological feature which is likely to date to the Iron Age or Romano-British period. This latter area appears to be in a proposed open space, but its presence as an upstanding earthwork means that it is considered it should be preserved *in situ*. This can be covered by an archaeological condition.

The NPPF says: *141. Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. They should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.*

Based on this, recommendation is to support with condition as follows

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

- A written programme of archaeological investigation *or* a written proposal for the preservation in situ of the area of archaeological significance, 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; and
- 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.

The work should be conducted by a professionally recognised archaeological contractor in accordance with a written scheme of investigation approved by this office and there will be a financial implication for the applicant.

Environment Agency: no objection subject to conditions.

7. Publicity

The application was advertised by press / site notice and neighbour consultation letters.

Three representations have been received, all supporting the application subject to the following comments:

- High water table in this area – suggest planting of trees to ‘soak up’ the winter rains and reduce risk of flooding;
- Road frontage of Orchard House lacks a pavement which results in pedestrians crossing road and/or walking in road. Notwithstanding conclusions of Transport Statement, proposal would result in additional traffic movements and so further affect pedestrian safety. Solution is to provide a pavement within the site along its frontage, possibly moving the boundary wall and railings and outbuilding to achieve this;
- Final landscaping plans should be agreed with nearby residents.

8. Planning Considerations

Principle

Although the application site includes land on both sides of the defined limits of development for Salisbury, the actual buildings proposed in the application lie inside the line with the land outside the line proposed as gardens and/or meadows only. Core Policies CP1 and CP2 of the Wiltshire Core Strategy allow development inside the limits of development as a matter of principle.

The land to the north of the application site supports established residential development and domestic curtilages which extend further to the west than the proposed gardens at the application site. In view of this it is not considered that any harm would be caused, or precedent set, by allowing some of the gardens at the application site to slightly encroach outside of the limits of development, particularly as they will remain largely open in any event.

A Flood Risk Assessment (FRA) accompanying the application confirms that the proposed houses would be sited outside of critical flood zones on the higher part of the site. The FRA proposes minimum finished floor levels of approximately 49.900m AOD. The Environment Agency raises no objection in principle subject to finished floor levels slightly higher at no lower than 50.100m AOD. This difference of 20cm can be accommodated without noticeable impact (indeed, only units 3 and 4 would need to be slightly raised above existing ground levels), and so the EA’s requirement is recommended accordingly.

The FRA finds no issues around storm water and foul water discharge.

Design and visual impact

Core Policy 57 of the WCS requires a high standard of design in all new developments through, in particular, enhancing local distinctiveness, retaining and enhancing existing important features, being sympathetic to and conserving historic buildings and landscapes, making efficient use of land, and ensuring compatibility of uses (including in terms of ensuring residential amenity is safeguarded).

The proposal seeks to retain and restore listed buildings on the site, and improve their settings by removing earlier, less sympathetic, additions. This is supported by the WC conservation officer, subject to appropriate recording of the boundary wall where it is proposed to make alterations to it to improve access to the site. The

limited alterations to the actual historic parts of Orchard House are considered to cause 'less than substantial harm' to it having regard to the overall improvements to the site stemming from the proposals. This is considered further below.

The 'new build' elements of the proposal comprise the four houses which would be traditional in terms of their designs and materials, and so complimentary to the listed buildings on the site and surrounding developments. The scale and proportions of the new houses would be similar to, or less than, those of Orchard House, and so would not detract from its significance. The houses to the rear are tightly arranged, but this is necessary to achieve a courtyard appearance, and the actual plot sizes compare well with established surrounding developments in any event. The mix of four and five bedroom houses also fits with the character of the surroundings.

Impact on heritage assets

As already explained, Orchard House is Listed grade II, and its front boundary wall and railings are independently Listed grade II. They also lie within a conservation area. Legislation requires proposals affecting listed buildings or their settings to seek to preserve the special interest of the buildings and their settings. The principal considerations are to ensure that new development protects the significance of listed buildings and their settings, and prevents harm to their significance. Proposals within conservation areas must preserve or enhance the character and appearance of the areas.

The proposal is to change the use of Orchard House to a dwelling. As pointed out in the Heritage Assessment which accompanies the application, this was the original use of the property and so it lends itself to this. The existing later additions to Orchard House which enabled its use as a care home are of little architectural or historic interest, and their removal would improve the appearance and setting of the original building. The much smaller extensions and alterations now proposed to complete the residential re-use are considered appropriate and would not result in loss of historic fabric.

Access to the site would be retained from Stratford Road but moved slightly closer to Orchard House. The outbuilding and section of wall along the front of the site and the northern boundary shared with the adjoining property, Coggansfield, would be retained. A new wall and railings would link this wall to the entrance to ensure that a continuous line to the street frontage is maintained. These improvements to the boundary treatment would improve the frontage, notwithstanding the necessary changes to the wall to ensure safe access.

The new houses have been designed to complement the scale and character of Orchard House. It follows that they would not detract from its setting, and would preserve the character and appearance of the wider conservation area.

Overall it is considered that the 'tests' relating to listed buildings and conservation areas are met, and that the proposals would cause no harm to their significance.

Regarding archaeology, at the request of the WC Archaeologist the site has been subjected to field evaluation. The outcome of this is recorded as follows:

The evaluation has revealed a small number of cut archaeological features, two of which are likely to be of archaeological origin. Dating of these is based on the recovery of two tiny sherds of possible Iron Age pottery. These two features, a gully cut into a ditch, were located in a position coincident with a rectangular enclosure indicated by geophysical survey though it could not be determined if these two components are related.

The WC Archaeologist is satisfied that the field evaluation has been comprehensive, and recommends a condition to ensure preservation of archaeology revealed.

Residential amenity

The existing 'gap' between Orchard House and the adjoining property to the south, Fieldway, would be retained and used as gardens for units 1 and 2. The gap is sufficient to ensure no adverse impacts on Fieldway, including where domestic outbuildings are indicated to be erected.

Unit 5 would be sited side-on with the neighbouring property to the north, Coggansfield, but slightly behind its rear building line. This relationship is similar to the existing relationship with the staff house and so is not considered to be inappropriate. The separation between the two dwellings is sufficient to ensure no adverse impacts in any event. The existing workshop building on the frontage of the site would be retained and incorporated as an incidental domestic building within the curtilage of unit 5. It follows that the outlook at the front of Coggansfield would not change. There are no first floor windows in the north-facing side elevation of unit 5.

Plot 4 adjoins the rear gardens of nos. 10 and 11 St. Lawrence Close. The circumstances of the site are such that part of the rear elevation of unit 4 faces towards the side boundary of no. 11. To ensure no adverse impact on the privacy of no. 11 unit 4 has been designed with no first floor habitable room windows in the first floor rear elevation adjacent to this side boundary. One landing window and a stair window is indicated, and it recommended that these are obscurely glazed and fixed shut in the event of planning permission being given to ensure no overlooking. There are no first floor windows in the north-facing side elevation of unit 4.

Overall it is considered that the proposed houses have been sensitively designed and laid-out to ensure no adverse impacts on residential amenity.

Highway safety

The application is accompanied by a Transport Statement. This concludes that the proposed development is likely to generate no more than 3 peak hour traffic movements on to the local road network which is similar to the traffic generated by the site's last use as a care home. Although a third party has stated that the previous traffic generation was less than this, 3 additional movements remains very low in any event, and so it is not considered that the proposal would have a detrimental impact on the local highway network. This is agreed by WC Highways.

Improvements to the alignment of the access into the site would improve highway safety. Some minor changes to the existing boundary walls would be necessary to

achieve this, but they are considered insubstantial in the context of the improvements resulting from the development overall.

Car parking provision would be in accordance with adopted standards.

A third party has requested that a pavement should be provided across the frontage of the site to avoid pedestrians having to walk in the road or cross to the other side. Although a potentially desirable 'gain', it is considered unreasonable for this small development to deliver what would be a relatively significant piece of infrastructure. Furthermore, it is considered that failure to provide a pavement as part of the development would not amount to a reason for refusing planning permission in any event as no highway safety objection has been raised by WC Highways.

Ecology

The application is accompanied by an Ecological Assessment. It concludes that there are few signs of bats at the site. It further concludes that there is negligible potential for the site to support any other protected species including badger, dormouse, reptiles, great crested newts or rare or notable species of terrestrial invertebrate.

The conclusions are broadly accepted by the WC Ecologist, and so she raises no objections subject to conditions.

Planning obligations

The application, involving a net gain of just four houses, falls below the threshold for affordable housing provision and/or contributions.

As the overall floor area of the proposed development exceeds 1,000 sq m the requirement for an off-site recreation (R2) contribution remains, and the applicant is agreeable to providing this. As the site is currently in Wiltshire Council's ownership a S106 agreement is not possible. Instead a negative condition is recommended requiring a scheme for the delivery of R2 to be submitted and agreed prior to commencement of development.

Recommendation

That planning permission be approved subject to 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 details and samples of the materials to be used for the external walls and roofs (for both the new houses and the alterations/extensions to Orchard House) have been submitted to and

approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

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

- 3 No development shall commence on site until details of all eaves, verges, windows (including head, sill and window reveal details), doors, rainwater goods, chimneys, dormers and canopies for each of the new houses have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

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

- 4 No works shall commence on site until a full survey, including analysis, and photographic record of the listed front boundary walls and railings has been submitted to and approved in writing by the Local Planning Authority.

REASON: To secure the proper recording of the listed building.

- 5 No development shall commence until a detailed method statement and plan(s)/elevation(s) for the proposed alterations to the access to the site and adjoining walls/railings have been submitted to the local planning authority for approval in writing. The method statement and plan(s)/elevation(s) shall detail any changes required to the existing walls to accommodate visibility splays in particular. The development shall be carried out strictly in accordance with the approved method statement and plan(s)/elevation(s).

REASON: The application contains insufficient detail to address these matters at this time.

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

* A written programme of archaeological investigation or a written proposal for the preservation in situ of the area of archaeological significance, 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; and

* 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.

- 7 No development shall commence until a scheme to ensure the development makes adequate provision for recreation facilities made necessary by the development has been submitted to the local planning authority and approved in writing. The scheme shall include a timeframe for its implementation, and the scheme shall be implemented in accordance with this timeframe.

REASON: To ensure adequate delivery of recreation facilities made necessary by the development in accordance with saved Policy R2 of the Salisbury

District Local Plan.

- 8 No development shall commence until details of all hard landscaping materials (including access road surfacing materials) have been submitted to the local planning authority for approval in writing. Development shall be carried out in accordance with the approved details prior to first occupation of any part of the development or in accordance with a programme to be first agreed in writing by the local planning authority, whichever is the sooner.

All soft landscaping shall be carried out strictly in accordance with drawing no. 2913-101 dated April 2014.

REASON: To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

- 9 All soft landscaping comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the first occupation of the building(s) or the completion of the development whichever is the sooner; All shrubs, trees and hedge planting shall be maintained free from weeds and shall be protected from damage by vermin and stock. Any trees or plants which, within a period of five years, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local planning authority. All hard landscaping shall also be carried out in accordance with the approved details prior to the occupation of any part of the development or in accordance with a programme to be agreed in writing with the Local Planning Authority.

REASON: To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

- 10 The development hereby approved shall be carried out strictly in accordance with the Arboricultural Impact Appraisal and Method Statement by Technical Arboriculture dated April 2014.

REASON: To ensure appropriate protection for trees proposed to be retained.

- 11 No other works shall commence on the development site until the revised access and visibility splays shown on the approved plans (no. 4586.001 dated April 2014) have been provided with no obstruction to visibility at or above a height of 900mm above the nearside carriageway level. The existing accesses indicated to be stopped up shall be permanently stopped up no later than first occupation of any of the dwellings hereby approved. The visibility splays shall be maintained free of obstruction at all times thereafter.

REASON: In the interests of highway safety.

- 12 No individual dwelling hereby permitted shall be first occupied until the access, turning area and parking spaces serving that dwelling have been completed in accordance with the details shown on the approved plans. These areas shall be maintained for those purposes at all times thereafter.

REASON: In the interests of highway safety.

- 13 The first floor landing window and the stair window in the rear (west) facing elevation of unit 4 shall be glazed with obscured glass only and fixed shut prior to the first occupation of unit 4, and the windows shall be permanently maintained as such thereafter.

REASON: In the interests of residential amenity and privacy.

- 14 Before works commence the applicant shall submit to the Local Planning Authority for approval in writing details of the design and locations of at least 2 bat tubes which will be integrated into the construction of one or more of the dwellings. The development shall be completed in accordance with the approved measures.

REASON: To ensure ecological enhancement as an outcome of the development.

- 15 Removal of tree and scrub vegetation to allow construction works to proceed will be undertaken during the period 1st September and 28th February only, or if outside this period only within 48 hours of a site survey by a professional ecologist and in accordance with their written recommendations following such a survey.

REASON: To protect ecological interests.

- 16 Finished floor levels of the dwellings hereby approved shall be no lower than 50.1 metres above Ordnance Datum (AOD).

REASON: To reduce the risk of flooding to the proposed development and future occupants.

- 17 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 climate change adaptation.

- 18 Prior to the erection of any sheds, summerhouses or other buildings indicated to be erected on the Proposed Site Plan details of their designs shall be submitted to the local planning authority for approval in writing. The buildings shall then be erected in accordance with the approved details.

REASON: The application contains insufficient detail to consider this at this time.

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

no. 002 PL00 dated 03/14 (received by lpa 23/04/14)

no. 001 PL00 dated 03/14 (received by lpa 23/04/14)

no. 022 PR05 dated 29/07/14 (received by lpa 15/08/14)

no. 023 PR02 dated 24/07/14 (received by lpa 15/08/14)
no. 024 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 025 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 026 PR02 dated 24/07/14 (received by lpa 15/08/14)
no. 027 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 028 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 030 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 031 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 032 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 033 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 034 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 035 PR01 dated 24/07/14 (received by lpa 15/08/14)
no. 036 PR02 dated 24/07/14 (received by lpa 15/08/14)
no. 037 PR02 dated 24/07/14 (received by lpa 15/08/14)
no. 038 PR02 dated 24/07/14 (received by lpa 15/08/14)
no. 039 PR03 dated 24/07/14 (received by lpa 15/08/14)
no. 4586.001 (access) dated 04/14 (received by lpa (23/04/14)
no. 2913 101 (landscaping) dated 04/14 (received by lpa 23/04/14)

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

20 INFORMATIVE: The applicant's attention is drawn to the informatives from the Environment Agency which can be viewed on the Council's website.