

AGENDA

Meeting: Southern Area Planning Committee

Place: Salisbury Arts Centre, White Room (First Floor), Bedwin St, Salisbury
SP1 3UT

Date: Thursday 31 March 2022

Time: 2.00 pm **(Please note earlier start time)**

Please direct any enquiries on this Agenda to Lisa Alexander, of Democratic Services, County Hall, Bythesea Road, Trowbridge, direct line (01722) 434560 or email lisa.alexander@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225) 713114/713115.

This Agenda and all the documents referred to within it are available on the Council's website at www.wiltshire.gov.uk

Membership:

Cllr Richard Britton (Chairman)
Cllr Sven Hocking (Vice-Chairman)
Cllr Trevor Carbin
Cllr Brian Dalton
Cllr Nick Errington
Cllr George Jeans

Cllr Charles McGrath
Cllr Ian McLennan
Cllr Nabil Najjar
Cllr Andrew Oliver
Cllr Rich Rogers

Substitutes:

Cllr Ernie Clark
Cllr Kevin Daley
Cllr Bob Jones MBE
Cllr Ricky Rogers

Cllr Bridget Wayman
Cllr Graham Wright
Cllr Robert Yuill

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Public Participation

Please see the agenda list on following pages for details of deadlines for submission of questions and statements for this meeting.

For extended details on meeting procedure, submission and scope of questions and other matters, please consult [Part 4 of the council's constitution](#).

The full constitution can be found at [this link](#).

For assistance on these and other matters please contact the officer named above for details

AGENDA

Part I

Items to be considered when the meeting is open to the public

1 **Apologies**

To receive any apologies or substitutions for the meeting.

2 **Minutes of the Previous Meeting** (*Pages 7 - 16*)

To approve and sign as a correct record the minutes of the meeting held on Thursday 3 February 2022.

3 **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

4 **Chairman's Announcements**

To receive any announcements through the Chair.

5 **Public Participation**

Statements

Members of the public who wish to make a statement in relation to an item on this agenda should notify the officer named on this agenda no later than 5pm on Tuesday 29 March 2021.

Statements should:

- State whom the statement is from (including if representing another person or organisation);
- State clearly whether the statement is in objection to or support of the application;
- Be readable aloud in approximately three minutes (for members of the public and statutory consultees) and in four minutes (for parish council representatives – 1 per parish council).

Up to three objectors and three supporters are normally allowed for each item on the agenda, plus statutory consultees and parish councils.

Those wishing to make statements would be expected to attend the meeting to read the statement themselves, or to provide a representative to read the statement on their behalf.

Questions

To receive any questions from members of the public or members of the Council received in accordance with the constitution which excludes, in particular, questions on non-determined planning applications.

Those wishing to ask questions are required to give notice of any such questions electronically to the officer named on the front of this agenda no later than 5pm on Thursday 24 March 2022, in order to be guaranteed of a written response.

In order to receive a verbal response questions must be submitted no later than 5pm on Monday 28 March 2022.

Please contact the officer named on the front of this agenda for further advice. Questions may be asked without notice if the Chairman decides that the matter is urgent. Details of any questions received will be circulated to members prior to the meeting and made available at the meeting and on the Council's website. Questions and answers will normally be taken as read at the meeting.

6 **Planning Appeals and Updates** (*Pages 17 - 18*)

To receive details of completed and pending appeals and other updates as appropriate for the period of 21/01/2022 to 25/03/2022.

7 **Planning Applications**

To consider and determine planning applications in the attached schedule.

7a **APPLICATION NUMBER: PL/2021/08473 - 1 Bourne View, Allington, SP4 0AA** (*Pages 19 - 34*)

Erection of single 2-storey 3 bed dwelling (Outline with some matters reserved)

7b **APPLICATION NUMBER: 20/10860/FUL & 21/00267/LBC - The White Hart Hotel, St John's Street, Salisbury, SP1 2SB** (*Pages 35 - 76*)

FUL & LBC applications for:

Proposed Extension of White Hart Hotel providing 22 No. new hotel bedrooms, relocation of back of house facilities infill of ground floor and façade changes to St Johns Street.

7c **APPLICATION NUMBER: PL/2021/08150 (FUL) & PL/2021/08151 (LBC) - Pond Close cottage, Ansty, SP3 5PU** (*Pages 77 - 104*)

FUL & LBC applications for:

The demolition of an existing two storey residential annexe and modern conservatory at Pond Close Cottage (Grade II Listed), and the creation of a new two storey guest annexe, connected to the existing cottage by a discrete, single storey link.

8

Urgent Items

Any other items of business which, in the opinion of the Chairman, should be taken as a matter of urgency

Part II

Items during whose consideration it is recommended that the public should be excluded because of the likelihood that exempt information would be disclosed

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Southern Area Planning Committee

MINUTES OF THE SOUTHERN AREA PLANNING COMMITTEE MEETING HELD ON 3 FEBRUARY 2022 AT SALISBURY GUILDHALL, THE MARKET PLACE, SALISBURY, SP1 1JH.

Present:

Cllr Richard Britton (Chairman), Cllr Sven Hocking (Vice-Chairman), Cllr Trevor Carbin, Cllr Brian Dalton, Cllr Nick Errington, Cllr George Jeans, Cllr Charles McGrath, Cllr Ian McLennan, Cllr Nabil Najjar, Cllr Andrew Oliver and Cllr Rich Rogers

Also Present:

Cllr Bridget Wayman

52 **Apologies**

There were none.

53 **Minutes of the Previous Meeting**

The minutes of the meeting held on 8 December 2021 were presented.

Resolved:

To approve as a correct record and sign the minutes.

54 **Declarations of Interest**

There were none.

55 **Chairman's Announcements**

The Chairman explained the meeting procedure to the members of the public.

56 **Public Participation**

The committee noted the rules on public participation.

57 **Planning Appeals and Updates**

The committee received details of the appeal decisions as detailed in the agenda.

The Chairman noted his frustration regarding the Lime Yard appeal which had been overturned by the Inspector, who had commented that the Committee was entitled to take a different view than that of the Officer, yet still proceeded to apply charges to the Council, which seemed perverse.

The Planning Team Leader added that Inspectors now required firm evidence to support such decisions in opposition to the Officer recommendation, rather than relying on Members local knowledge of an application sites issues, as had been the case with the Lime Yard application.

Resolved:

To note the Appeals Report

58
59

Planning Applications

APPLICATION NUMBER: 20:00337.FUL - Land to East of Odstock Rd, and to South of Rowbarrow, Salisbury

Public Participation

Peter Durnan (COGS) spoke in objection to the application

Nicola Liscombe (Salisbury Area Green Space Partnership) spoke in objection to the application

Philip Saunders (Agent) spoke in support of the application

Annie Riddle spoke on behalf of Salisbury City Council

Supplement 2 containing late correspondence, had been uploaded to the online agenda pack. This included a revised condition 16 relating to noise and third party comments from COGS, Salisbury Civic Society and Salisbury City Council, confirming previous objections.

The Planning Team Leader, Richard Hughes presented the application which was for the erection of 95 dwellings together with garages, car barns, and refuse/cycle stores. Lay out gardens and erect means of enclosure. Creation of new vehicular access to Odstock Road. Lay out internal roads, including drives and pavements. Provision of associated public open space, play areas and landscape planting. A slide showing the location of the site was shown and explained.

The application was recommended for Approval with conditions as set out in the report attached to the agenda.

Material considerations noted in the report included:

- Principle of development, policy and planning history;
- Design, scale and impact to the amenity of the area/Landscape Impacts
- Heritage impacts/archaeology
- Parking/Highways Impact;
- Ecological Impact/River Avon Catchment Area
- Drainage

- S106 matters

The natural mature screening along the existing Rowbarrow site was detailed on slides in both summer and winter for comparison. Rights of Way, linkages and paths were also shown.

The site was a housing allocation site in policy H3.4 and had been assessed to be suitable for around 100 dwellings.

The original proposals for 108 dwellings, had been reduced following consideration of archaeological and statutory consultee concerns which had raised issues.

The original layout proposed 108 dwellings, however due to constraints on the site and the discovery that there may be more archaeological artefacts to be avoided and areas of ecological sensitivity, following further consultation the proposals were revised twice. The current proposals for consideration at Committee include a reduction of dwellings to 95.

Comments within the report from the landscape and ecology officers noted required adjustments, however it was suggested that these could be managed by applying additional conditions.

What was shown was not the final landscaping measures for the site, plans would need to be further approved by the Landscape, ecology, and archaeology teams prior to commencement.

A land bank was in place between the existing Rowbarrow estate and the proposed development, which was owned by the developer of the adjacent development. Thus, the applicants of this scheme had no control over this bank.

Highways were satisfied with the development in terms of the parking requirements and the scheme included planned Highways works to Odstock Road.

An affordable housing scheme formed part of the proposals.

Members then had the opportunity to ask technical questions of the Officer, where it was clarified that the mature trees did have a TPO and were protected.

Clarification around the established protected tree belt line, the Saxon cemetery, the location of the archaeology area and the trackway was sought. The Officer details the locations of all on the slides.

The ownership of the open space (archaeology area) after completion of the development was queried, it was noted that it would remain in the ownership of the developer or be handed over to the Management company for the site. Queries around the possibility of the Salisbury City Council taking the area on were raised, it was noted that it was normally a separate matter between the

parties outside of planning considerations, but this issue would usually be included in the S106 Legal clauses.

The red line area which included a section of the road was queried, where it was confirmed the road was owned by the Council.

There were no conditions which prevented future development in the archaeological area as permission would be required to carry out any development there anyway. The Officer noted that in this instance what would be more common, was that the space would form various functions, such as an archaeological function. The New Forest Strategy also required an area of these larger sites to have a conservation measure, which would need to be protected.

The impact of reducing the number of dwellings on the site was discussed, it was noted that the less dwellings on a site which had been assessed to be suitable for around 100, would impact on the council's delivery targets of new houses. There would also be a financial impact to the developer, and a reduction in S106 contributions.

The compression of the site due to avoidance of the need for the open space was raised, clarification around the density of the dwellings and associated increase of traffic movements was requested.

The Officer drew attention to the Highways section in the report, specifically the Transport Assessment. A density calculation was not available at the meeting, however the Officer noted that in comparison to the existing Rowbarrow site, it was roughly the same or possibly slightly less.

The number of houses below the access road, nearest the lower tree line, was noted as being approximately 15.

Members of the public as detailed above, then had the opportunity to speak on the application.

Some of the main points included the breakage to the shared path on the east side of the development, requiring pedestrians and cyclists to give way to vehicular traffic. Access for Emergency service vehicles and the impact for other road users. Preservation of Landscape Heritage assets and the archaeological importance of the site.

The close proximity of the dwellings to the tree belt, the impact on the open space of the development the TPO's, and particularly that the trees had been planted as a commemoration to the Queen's Jubilee were also noted as having significance.

The site having been identified in the Council's Site Allocations Plan in 2020 and the need to provide housing was noted, along with planned improvements to RoWs and the sustainability of the site.

No identified need for community facilities on the development site in preference to local financial benefits. A benefit to the area of the 2.5-hectare open space.

Statutory consultees were in support of the proposal.

The Salisbury City Council reiterated its objections to the proposals, highlighting its view that the plans were asking too much of the site now that there were archaeological needs and suggested the benefits of a site visit for Members if they were not familiar with the location.

Reference was also made to the very large trees and associated fears that property owners living closet to them may have. The rare orchids on site and the addition of a condition to require installation of bird, bat and other wildlife features on each property.

Local Member, Cllr Sven Hocking, spoke to the application noting that the development had generated a lot of interest locally.

He noted that there had been changes to the proposals along the way, including the replacement of dwellings away from the cemetery and the discovery of the archaeological site, which had impacted on the size of the developable area.

He highlighted the importance of open space and space for people to live, given the restraints brought about by the pandemic over the last two years. He compared the houses and gardens to a postage stamp and that he felt the proposals amounted to overdevelopment.

He did not feel that some of the points previously raise around environmental issues had been addressed and felt that developers should be contributing to improvements by providing certain measures at the point of development rather than the owners having to install measures at a later stage at a higher cost.

The community facilities in the existing Rowbarrow estate were noted as consisting of a church hall and a local shop for approx 1500 houses, resulting in there being nowhere for people to go and meet. The pandemic had highlighted the need for facilities to socialise, which he felt should be a consideration for developers and that despite there being a financial contribution instead of the provision of the facilities, there would be nowhere for the facilities to be placed at a later date.

The design and street scenes shown were not pleasing on the eye and he felt that Salisbury having its historic character deserved more of an attractive design.

The dwellings on the site would be inhabited by families with children who would need school paces. The school at the other end of Harnham was not in the catchment area for this location.

He noted that he would like to see the removal of the 15 houses on the southern side of the access road removed with further consideration and alterations to making the development more special, environmentally greener and a good place to live.

He felt that there would be some form of development on the site and suggested that if the application were refused, the applicant could go to appeal and be approved.

In light of the outstanding reports from Landscaping and Ecology he put forward the idea of working with the developer and partners to come up with a proposal that was nearer to something that all could agree with.

Cllr Hocking then moved the motion of Deferral to enable further discussions to take place between the Applicant, the Planning Team and any other relevant parties, to resolve the issues which had been discussed and to come back with a revised application.

This was seconded by Cllr Nabil Najjar.

The Committee was invited to discuss the application, the main points included the large scale, future maintenance and associated issues relating to the tree line.

The plan for the road to cut through the cycle route, inclusion of facilities such as a MUGA and a play area were discussed, as were possible options for future ownership of the open space.

The non-determination deadline was noted as having past due to ongoing discussions with developers over the last 2 years.

Concerns over Historic England's input in the report were noted in relation to an Iron Age Holloway, running down where the 15 houses were planned. Suggestions for a stronger condition requiring a full archaeological assessment of the entire site were put forward, to establish what exactly was on the site.

There was mixed support for the refusal and the deferral options.

There was disappointment regarding the lack of a 5 year land supply which it was felt brought pressure on the Committee to consider applications such as this in a favourable way.

A request was made for the Chairman to feedback dissatisfaction with the delay in the Core Strategy provision of a 5 year land supply to the relevant Officers/Members.

Other areas of discussion touched on the sensitivity of the site and the support for a more elegant development than that proposed. Overdevelopment due to the dwelling numbers for what was a now much reduced space, the

encroachment on the treeline and the potential national importance of the archaeology were all given as reasons to defer the application.

Cllr Hocking requested that the following areas for discussion with developers should include:

1. More information related to the impact on the important archaeology on the site
2. The submission of additional matters related to the ecological and landscape issues/conditions
3. Reconsideration of the vehicular access with regards to cyclists
4. Adjustment of the number of dwellings and the spine road
5. Explore the future operation of the open space and play areas by the city council with maintenance money via a S106
6. That consideration be given to the MUGA being located on the development site

The Committee then voted on the motion of Deferral.

It was;

Resolved:

That application 20.00337.FUL be Deferred to allow for discussions between the Applicant and the Planning Authority to reach a mutually agreed position on aspects of the development as listed above.

60 **APPLICATION NUMBER: PL.2021.07817 - (FUL) Church View, High Street, Hindon, Salisbury, SP3 6DJ**

Public Participation

No public speakers were registered.

The Planning Officer Hayley Clark presented the application which was for a single storey extension to rear to provide ground floor bedroom.

The application was recommended for Refusal as set out in the report attached to the agenda. It was noted that the property was grade 2 listed and was one of many listed buildings which form the High Street in Hindon.

There were no technical questions of the Officer.

Local Member, Cllr Bridget Wayman, who was not on the Committee, spoke in support of the application noting that she was in attendance on behalf of the applicant, who had two serious degenerative medical conditions.

It was reported that the applicant has lived in the community since 1985. The rear extension was required to house a hospital bed on the ground floor, which would be required as the applicant's condition worsened. The applicant

currently struggled to access the upstairs of the property. The extension would enable the applicant to access the downstairs facility and house all that was required for her medical needs.

It was noted that the Council supported assisting residents to remain in their own homes.

The rear extension was designed to match another neighbouring rear extension on the property pictured in the slides. Cllr Wayman noted that she felt there had been unnecessary remarks from the Conservation Officer regarding other alterations in the property which had been carried out under approval.

The Applicants had been made aware of the difference between what was permitted under Building Regulations as opposed to Planning Permission and had no plans to do anything untoward.

The 'hip solution' put forward by the Conservation Officer would be more harmful in appearance. The rear extension would not be visible from the road.

As Cllr Wayman was not on the Committee, the Chairman invited the Committee to put forward a motion for debate.

Cllr Najjar then moved the motion of approval against Officer's recommendation. Based on the support of the local member and parish council and the limited impact on the property.

This was seconded by Cllr Oliver

The Committee was invited to discuss the application, the main points included the existing extension on a neighbouring property, the lack of visibility from the road.

Cllr McLennan was not in support of the motion which he noted went against the regulations of Listed Buildings and requested his dissent be recorded.

The Committee then voted on the motion of Approval against Officer recommendation for the reasons discussed above.

Resolved:

That application PL.2021.07817 be Approved against Officer recommendation with the following conditions:

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

Application form received 09/08/2021

Design and access statement received 09/08/2021

Heritage Statement received 09/08/2021

Location and block plan Drg no 100 received 09/08/2021

Proposed joinery details Drg no 103 received 25/08/2021

Proposed plans, section and elevations Drg no 102 received 25/08/2021

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

3 No development shall commence on site until the exact details and samples to be used for the external walls and roof 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: The application contained insufficient information to enable this matter to be considered prior to granting planning permission and the matter is required to be agreed with the Local Planning Authority before development commences in order that the development is undertaken in an acceptable manner, in the interests of visual amenity and the character and appearance of the area and listed building.

Informatives: (1)

The applicant is requested to note that this permission does not affect any private property rights and therefore does not authorise the carrying out of any work on land outside their control. If such works are required it will be necessary for the applicant to obtain the landowners consent before such works commence. If you intend carrying out works in the vicinity of the site boundary, you are also advised that it may be expedient to seek your own advice with regard to the requirements of the Party Wall Act 1996.

61 APPLICATION NUMBER: PL/2021/08180 - (LBC) Church View, High Street, Hindon, Salisbury, SP3 6DJ

Because this was the listed Building element of the previous application, the discussion and reasons were included in the previous minute.

Cllr Nabil Najjar moved the motion of Approval against Officer recommendation for the reasons as stated.

Cllr Oliver Seconded the motion.

The Committee then voted on the motion of Approval against Officer recommendation for the reasons given.

Resolved:

That application PL.2021.08180 be Approved against Officer recommendation with the following conditions:

1. The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

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

Application form received 09/08/2021

Design and access statement received 09/08/2021

Heritage Statement received 09/08/2021

Location and block plan Drg no 100 received 09/08/2021

Proposed joinery details Drg no 103 received 25/08/2021

Proposed plans, section and elevations Drg no 102 received 25/08/2021

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

3. Notwithstanding the approved plans. once the existing rear elevation of the main dwelling becomes an internal wall for the approved extension, it shall remain uncovered brick and shall not be painted, plastered or any other covering.

REASON: In the interests of preserving the character and appearance of the listed building

62 Urgent Items

There were no urgent items

(Duration of meeting: 3.00 - 5.23 pm)

The Officer who has produced these minutes is Lisa Alexander of Democratic Services, direct line (01722) 434560, e-mail lisa.alexander@wiltshire.gov.uk

Press enquiries to Communications, direct line ((01225) 713114 or email communications@wiltshire.gov.uk

**Wiltshire Council
Southern Area Planning Committee
31st March 2022**

Planning Appeals Received between 21/01/2022 and 25/03/2022

Application No	Site Location	Parish	Proposal	DEL or COMM	Appeal Type	Officer Recommend	Appeal Start Date	Overturn at Cttee
21/00684/FUL	Greenacres Farm Rockbourne Road Coombe Bissett SP5 4LP	Coombe Bissett	Proposed redevelopment of outbuilding to residential dwelling with amenity area and parking	DEL	Written Representations	Refuse	17/02/2022	No
21/00943/FUL	4 The Flood Middle Winterslow Salisbury, Wiltshire SP5 1QT	Winterslow	Four Bedroom Detached House	DEL	Written Representations	Refuse	02/02/2022	No
ENF/2021/00738	40 Antrobus road, Amesbury, SP4 7NU	Amesbury	Erection of 6ft fence to front of property	DEL	Written Representations	-	02/03/2022	No
PL/2021/03133	Sandyhills Farm Barn, Teffont SP3 5QX	Teffont	Conversion of existing agricultural barn to form a single storey residential dwelling (Use Class C3) and associated works	DEL	Written Representations	Refuse	08/03/2022	No
PL/2021/04303	8 Highfield road, Amesbury, SP4 7HX	Amesbury	Proposed attached 2 bed house	DEL	Written Representations	Refuse	08/03/2022	No
PL/2021/07511	Windmill Ridge Down Barn Road, Winterbourne Gunner, SALISBURY, SP4 6JN	Winterbourne	Variation of condition 15 (removal of permitted development rights) on application 17/06469/FUL (Construction of one detached dwelling with disabled annexe, including work space for lifelong living and outside space for supported horticultural activities)	DEL	Written Representations	Refuse	08/03/2022	No
PL/2021/08056	Brackendale Junction Road, Alderbury, SP5 3AZ	Alderbury	Demolition of the existing dwelling house 'Brackendale', and for the erection of 2 x detached dwellings, associated parking, access and hard and soft landscaping	COMM	Written Representations	Approve with Conditions	08/03/2022	Yes
PL/2021/08631	95 Moot Lane Downton, Salisbury SP5 3LE	Downton	Dropped kerb with gravel driveway	DEL	Householder Appeal	Refuse	25/01/2022	No
PL/2021/10611	207 East Gomeldon Road, Gomeldon, SALISBURY SP4 6NA	Idmiston	Erection of a traditional style 2 bay oak frame carport	DEL	Householder Appeal	Refuse	24/02/2022	No
PL/2021/10976	43 Stonehenge Road, Durrington, Salisbury, SP4 8BP	Durrington	Erection of a single storey rear extension, re-rendering of the exterior of the existing dwelling and demolition of existing outbuilding	DEL	Householder Appeal	Refuse	22/02/2022	No

Planning Appeals Decided between 21/01/2022 and 25/03/2022

Application No	Site Location	Parish	Proposal	DEL or COMM	Appeal Type	Officer Recommend	Appeal Decision	Decision Date	Costs Awarded?
21/01208/FUL	Nos 90 And 92 Bulford Road Durrington, SP4 8DH	Durrington	Demolition of 2 dwellings and the erection of a building containing 6 dwellings (4 x 2-bed & 2 x 1-bed), along with the provision of associated parking and hard and soft landscaping.	DEL	Written Reps	Refuse	Allowed with Conditions	27/01/2022	None
PL/2021/05742	Barns at March Farm, Lucewood Lane, Farley, SP5 1AX	Pitton and Farley	Demolition of 2 x agricultural barns, which both have consent for conversion to dwellings, and the erection of a detached dwelling, and associated and soft landscaping	DEL	Written Reps	Refuse	Dismissed	01/02/2022	None
PL/2021/09955	155 East Gomeldon Road, Gomeldon, Salisbury, SP4 6NB	Idmiston	Enlargement and alterations to the existing dwelling including the addition of a first-floor level, the creation of a porch and first-floor balcony, the rear extension of the building, the demolition of the existing lean-to structure on the eastern elevation	DEL	Householder Appeal	Refuse	Dismissed	04/03/2022	Appellant applied for Costs - REFUSED

REPORT OUTLINE FOR AREA PLANNING COMMITTEE

Report No.

Date of Meeting	31st March 2022
Application Number	PL/2021/08473
Site Address	1 Bourne View, Allington, Salisbury SP4 0AA
Proposal	Erection of single 2-storey 3 bed dwelling (Outline with some matters reserved)
Applicant	Mr Bill Baxter
Town/Parish Council	Allington
Electoral Division	Winterslow & Upper Bourne Valley – Cllr Rich Rogers
Grid Ref	51.14899, -1.708863
Type of application	Full Planning
Case Officer	Julie Mitchell

Reason for the application being considered by Committee

At the request of the elected member Cllr Rich Rogers due to the proposal being considered as over-development for size of building plot, adversely impact on the neighbouring plot, removal of available parking spaces resulting in insufficient parking for either property. Allington has also had a recent major housing development and a number of these houses remain vacant.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations. Having reached a balanced conclusion, the report recommends that planning permission be approved subject to conditions.

2. Report Summary

The main issues to consider are:

1. Principle of development
2. Character of the area
3. Residential amenity
4. Highway issues
5. Trees
6. Ecology
7. Other issues raised

3. Site Description

The site is situated in the village of Allington, defined as a Small Village by Wiltshire Core Strategy (WCS) policies CP1 (Settlement Strategy), CP2 (Delivery Strategy) and CP4

(Amesbury Community Area). As a Small Village there is no defined village boundary for the settlement. The site lies outside the Boscombe Conservation Area and there are no Listed Buildings in the immediate locality.

The application site is located in Bourne View, a residential development comprising mainly of semi-detached two-storey dwellings with a small number of single storey dwellings located on plots to the south of the site. It lies within the built-up area of the village, between an existing dwelling (1 Bourne View) and the A338 highway.

The plot of land currently forms part of the residential curtilage to 1 Bourne View and lies to the side (east) of the existing dwelling. A close boarded timber fence has been erected on the west boundary which partially separates the site from the existing dwelling. At the time of the site visit the rear part of the site appeared to be overgrown with trees and shrubs, although the front part of the site is still utilised for parking by the occupiers of the dwelling. Land to the rear (north) of the site forms part of land associated with Clouds Farm and the boundary is formed by a group of trees. Immediately to the south of the site is a small car park area serving existing residential properties in Bourne View. The A338 highway lies on lower ground to the east of the site, with a steep embankment from the site boundary down to the pavement alongside the highway. There are no immediately adjacent neighbouring properties other than the existing dwelling at 1 Bourne View.

There is an existing vehicular access to the site from the unadopted vehicular access road providing access to existing parking spaces to the side of 1 Bourne View and those within the application site. This part of Bourne View serves houses numbered 1 to 6 and 25 to 27 Bourne View and is single width.

4. Planning History

S/2008/1316 - CONSTRUCTION OF DWELLING ADJACENT TO NO.1 BOURNE VIEW, BOSCOMBE, SALISBURY TOGETHER WITH ALTERATIONS TO ACCESS – Refused for the following reason:

The proposal would result in sub-division of the garden within the curtilage of No.1 Bourne View. The construction of a dwelling on the site as proposed, with gardens adjoining the busy main road to the east, would be out of character with other residential properties in the vicinity, which are of generally homogenous design, and generally characterised by narrow rear gardens and low density housing. Furthermore, the cramped and congested design and layout, would reduce the existing spacious character of the original dwelling, and would be visible from the A338 and wider countryside beyond. The development would therefore be contrary to Saved Policy D2 of the Adopted Salisbury District Local Plan and the Adopted Supplementary Planning Guidance "Creating Places".

15/10099/PNEX - Prior notification for larger home extension - Proposed single storey rear extension with a rear projection of 6 metres, eaves height of 2.4 metres and ridge height of 2.65 metres - Approved

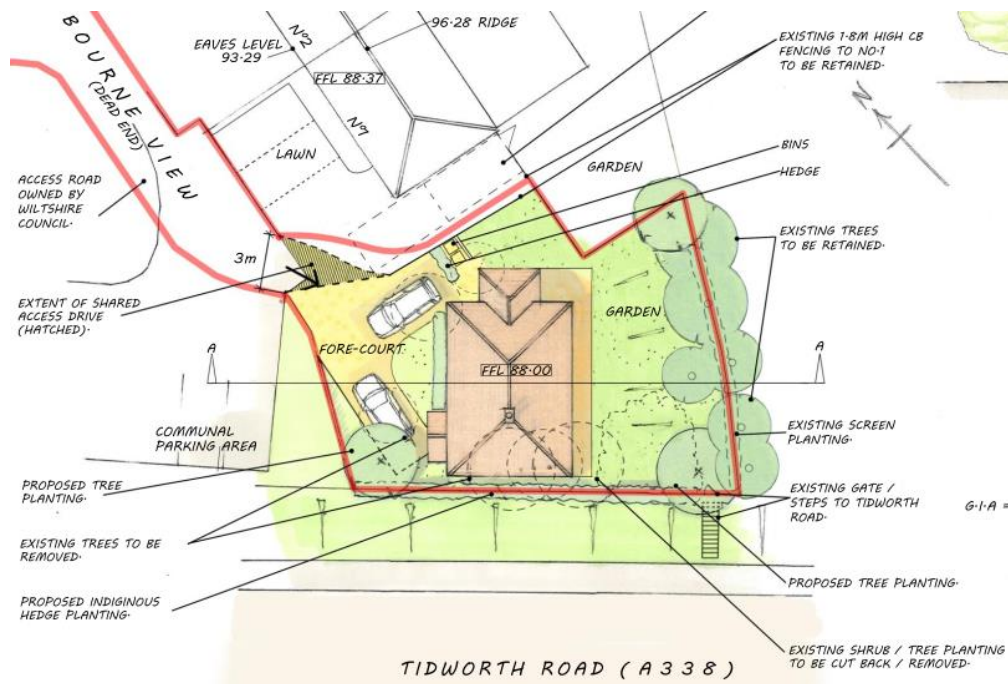
15/07549/FUL - Remove 2 existing buildings and erection of single storey rear extension (1 Bourne View) - Withdrawn

5. The Proposal

The proposal is an outline application for the construction of a new detached dwelling to include consideration of access only. Matters of appearance, landscaping, layout and scale

are reserved for future consideration as part of a subsequent application for approval of reserved matters.

Access to the proposed site would be as existing and would be shared by the existing and proposed dwellings at the point closest to the road, as shown by the shaded triangular section on the site plan below. The site plan also provides an indicative layout of the site and shows 2 car parking spaces in the position of an existing gravelled parking area.



Proposed Site Plan (indicative layout)

Although an outline application, the proposal is described specifically as a detached 2-storey, 3 bedroomed dwelling. Indicative plans show a 2-storey dwelling of brick construction with a hipped roof which replicates the appearance of 1 Bourne View, albeit that this proposal is a detached house and the existing dwelling is semi-detached. The siting of the proposed dwelling is shown to be angled towards the access and car parking area rather than in alignment with the existing dwelling, with the end elevation parallel with the highway.

A timber boundary fence has been erected to separate the proposed site from the curtilage retained by 1 Bourne View, which includes 2 parking spaces to the side of the dwelling.

Whilst the site is within the same ownership as the dwelling, the dwelling is not within the ownership of the applicant and therefore is not included within the application site or blue line to denote land in the same ownership.

6. Local Planning Policy

Wiltshire Core Strategy (2015)

Core Policy 1 – Settlement Strategy

Core Policy 2 – Delivery Strategy

Core Policy 3 – Infrastructure Requirements

Core Policy 4 – Spatial Strategy for the Amesbury Community Area

Core Policy 45 – Meeting Wiltshire's Housing Needs

Core Policy 50 – Biodiversity and Geodiversity
Core Policy 51 - Landscape
Core Policy 57 - Ensuring High Quality Design and Place Shaping
Core Policy 60 - Sustainable Transport
Core Policy 61 - Transport and Development
Core Policy 64 - Demand Management
Core Policy 69 - Protection of the River Avon SAC

Salisbury District Local Plan (2003)

Saved policy C6 – Special Landscape Area

National Planning Policy Framework 2019

In particular: Section 4 (decision making); Section 11 (making effective use of land); Section 12 (achieving well- designed places);

Government Planning Practice Guidance

National Design Guide

Habitat Regulations 2017

7. Summary of consultation responses

Allington Parish Council –

The Parish Council wish to object to the planning application due to Highways - access points. The plans state that there are no trees on the site but there are a lot of trees, this also needs to be considered.

WC Highways –

My previous highway comments identified the need to red line the access road and the point of access and serve notice on WC and the adjacent land owner. I note that the plan and application form has now been amended to address these matters. The plan suggests that the two parking spaces within the front garden of No.1 are already in place, if they have not yet been created then the front garden covering the parking spaces would also need to be redlined.

I do not wish to raise a highway objection to the proposal subject to a condition requiring the driveway to be suitably surfaced in a consolidated material and appropriately drained.

8. Publicity

The application was publicised by newspaper advertisement and neighbour notification to properties immediately adjacent to the site. Re-consultation by neighbour notification has been undertaken following the receipt of revised plans with the amended red line site area to include access from the public highway. Representations from 8 third parties have been received in objection to the proposal at the time of writing the report.

Comments are summarised as follows:

Objections:

- Previous refusal for dwelling on this site
- Trees and bushes on and adjacent to site - application form states there are none

- Plot is too small and too close to the bank
- Insufficient capacity for a new dwelling
- Will make Bourne View too congested
- Access road is too narrow
- The road is already busy with dangerous parking on road
- Vehicles have to reverse up and down access road
- Insufficient parking
- Other properties with no parking use car park
- Reduction in parking for No. 1
- Parking for No. 1 is a hedgerow
- Adding another house will make access more dangerous
- Loss of trees and bushes - will make it look more concrete than it already is
- Loss of trees which provide a sound barrier to road
- Possible destabilisation of the bank
- Development is sought for financial gain
- Will not benefit the village
- Overlooking and loss of privacy to No. 1
- Fear for children's safety
- The land was intended as garden not another dwelling
- The village has had 24 houses built recently and these are not yet occupied

9. Planning Considerations

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise. This requirement is reiterated by the NPPF, which is a material consideration in the decision-making process.

9.1 Principle of Development

Core Policy 1 of the Wiltshire Core Strategy sets out the 'Settlement Strategy' for the county, and identifies four tiers of settlement - Principal Settlements, Market Towns, Local Service Centres, and Large and Small Villages; only the Principal Settlements, Market Towns, Local Service Centres and Large Villages have defined limits of development. Core Policy 2 of the Wiltshire Core Strategy sets out the 'Delivery Strategy' and identifies the scale of growth appropriate within each settlement tier, stating that within the limits of development, as defined on the policies map, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages. At the Small Villages development will be limited to infill within the existing built area.

Core Policy 4 confirms that development in the Amesbury Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1 and growth in the Amesbury Community Area over the plan period may consist of a range of sites in accordance with Core Policies 1 and 2. At the settlements identified as villages, a limited

level of development will be supported in order to help retain the vitality of these communities. Allington is designated as a small village under Core Policy 4. Under the core strategy there are no designated settlement boundaries to define the limits of 'the existing built area' for small villages or other small settlements. For small villages, therefore, development will be limited to infill development which:

- i) Respects the existing character and form of the settlement
- ii) Does not elongate the village or impose development in sensitive landscape areas
- iii) Does not consolidate an existing sporadic loose knit areas of development related to the settlement.

Whilst the settlement boundaries for small villages contained within the Salisbury Local Plan have not been saved under the Wiltshire Core Strategy and therefore the presumption in favour of development within these smaller settlements is removed, the previous limits of development are useful for the assessment of whether the proposal site can be considered to be physically within the settlement or outside of it. The identified site was included within the previous limits of development for Boscombe and the existing dwelling is within the existing built up area of the village. It is therefore considered that the proposal can be considered to represent an acceptable form of development in the curtilage of an existing dwelling within the built-up area of the settlement. There would be no encroachment into the surrounding countryside and development would not elongate the small village settlement, as reflected in the former policy boundary area.

It is noted that a dwelling on this site was refused in 2008, with the full reason for refusal set out above. The reason for refusal was given on the grounds that the dwelling proposed would be out of character and contrary to design policy. There was no 'in principle' reason for refusal given that it was within the housing policy boundary of the Salisbury Local Plan that applied at the time of the decision. Although the policy criteria has changed since the time of the previous decision, the principle of a dwelling remains capable of support subject to meeting the relevant criteria for small scale development in small villages.

In view of the above, the principle of small-scale development of a single dwelling within the existing built-up area of a small village settlement can be considered acceptable in terms of the settlement strategy of the WCS. The acceptability of the scheme is subject to detailed consideration of the site-specific constraints and impacts, in this case the access and parking arrangement, the visual impact of the proposed development and relationship with the existing built form and residential properties form the main considerations in the assessment of whether the site is capable of accommodating the proposed dwelling.

9.2 Character of the area

The proposal is for a new dwelling to be sited on land to the side of an existing dwelling within a residential location and lies between the dwelling and highway. As described above, the development of a dwelling on this site would not elongate the small village

settlement or encroach into the surrounding countryside and is considered to constitute infill in this context.

From the vantage point of Bourne View, a dwelling on this site would appear as a continuation of the existing row of houses, rounding off the row of houses numbered 1 to 6. Any development would inevitably be quite prominent when viewed from the A338 since a dwelling on this site would be sited in close proximity to the highway verge and at a higher level than the carriageway and would necessitate the clearance of some of the established vegetation and trees. However, it would not be unduly harmful to observe a dwelling in this location in the context of the existing residential character of the area.

The site has been previously partitioned off from the host dwelling and at the time of the site visit had become overgrown other than for the parking spaces at the front of the site which are in use. Concern has been raised in respect of the impact of loss of trees and vegetation on the site. Within the established curtilage to the existing dwelling the trees and vegetation could be cleared without the need for any planning permission as the trees within the site are not protected by any TPO and the site is not within the Conservation Area. However, an updated topographical survey and tree survey have been requested in respect of the local concerns expressed with regard to the loss of the trees and considered further below at paragraph 9.5. Based on the tree survey report, the trees on the north boundary are to be retained and protected during construction and it is not considered that the loss of category 3 trees would result in a demonstrable loss of visual amenity to support a reason for refusal.

The refusal of an outline application in 2008 on the grounds that a dwelling on this plot would be out of character is noted. The current proposal is also made in outline but indicative plans show a dwelling which is markedly different to the indicative scheme considered in 2008. The indicative plan now shows a dwelling of simple form which relates to that of the existing semi-detached dwellings to which it would relate. The details of the scale, appearance, layout and landscaping are reserved for future consideration and as such the decision on this application is to establish the principle of development with access only. The submitted indicative plans indicate that the site is capable of accommodating a dwelling and it is considered acceptable for the detailed consideration of scale and appearance of the dwelling to be reserved for future consideration. A reason for refusal of outline permission on design/character grounds is not considered to be appropriate.

9.3 Residential Amenity

Criteria (vii) of Core Policy 57 (Ensuring high quality design and place shaping) states that new development shall have regard to "...the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants, and ensuring that appropriate levels of amenity are achievable within the development itself, including the consideration of privacy, overshadowing; vibration; and pollution (such as light intrusion, noise, smoke, fumes, effluent, waste or litter)".

The NPPF at paragraph 127(f) states that the planning system should seek to secure a high-quality design and good standard of amenity for all existing and future occupiers of land and buildings.

The proposed dwelling would share a boundary with one residential property, 1 Bourne View. The land to the north is not developed with a residential property but forms part of the land associated with Cloudlands Farm, with Cloudlands House being approximately 45 metres from the site boundary.

The proposed dwelling would be sited to the side of the host dwelling, which has no window openings on the side facing the site. The curtilage to the existing dwelling would be reduced as a result of the sub-division of the plot but retains garden areas to front and rear and a driveway to the side. The details of the proposed dwelling will be assessed at reserved matters stage, however it is considered that a two-storey dwelling could be positioned on the site without demonstrable loss of amenity to the existing dwelling through overlooking, overshadowing or loss of amenity space.

The indicative proposal shows that the site area is sufficient for the siting of a dwelling with private amenity space, bin storage and parking to serve the dwelling and it is concluded that the site would be capable of allowing for an adequate standard of amenity for future occupiers subject to consideration of detail at reserved matters stage.

9.4 Highways issues

The proposed dwelling would be accessed off an unadopted highway which is within the ownership of Wiltshire Council. The means of access is existing and serves gravelled car parking spaces to the side of the existing dwelling and on the application site. The proposal does not necessitate the creation of a new or significantly altered access. Although the site is adjacent to the A338 highway there would be no vehicular access from the classified road as there is a significant change in levels. Parish council and third-party objections have been received regarding the impact of an additional dwelling on the narrow access road having regard to the potential for increased congestion and impact on parking for existing residents who rely on the shared car park.

Consultation has been undertaken with the Council's Highways Officer who has not raised any objection in principle to the additional dwelling and associated vehicle movements, subject to the minimum parking standard being met for both the existing and proposed dwellings and suitable consolidated surfacing to the access.

The parking provision shown on the indicative layout confirms that 2 parking spaces can be achieved to meet Wiltshire Council's parking standards for the proposed 3-bed property and 2 existing parking spaces are within the retained curtilage for the existing 3-bed dwelling. The current site plan does not include the formation of spaces to the front of 1 Bourne View as this is outside of the application site, however the parking provision to the existing dwelling could be increased independently of the development of the application site.

In view of the Highways Officer raising no objection on highway safety and the plans demonstrating that the parking standard can be met, a reason for refusal would not be sustainable.

9.5 Trees

A tree survey has been undertaken to assess the trees on site and the impact of development. The proposed development will retain trees on the north boundary as identified as H4 within the tree survey and annotated on the tree plan. The report identifies that it will be necessary, prior to the commencement of any construction activity, to provide a Tree Protection Plan, and a Schedule of Arboricultural Supervision in order to safeguard the retained trees. The indicative footprint of the proposed dwelling is outside of the root protection area and the necessary tree protective fencing can be sought by condition. It is confirmed that the proposed development does require the removal of T1, T2, T3 and G5 as identified within the tree survey and annotated on the tree plan. These trees comprise 2 common ash, 1 wild cherry and 1 European larch. They are described as unremarkable trees of limited merit and valued as category C trees.

9.6 Ecology

This development falls within the catchment of the River Avon SAC. The proposal would result in a net increase of 1 residential unit on the site which has potential to increase adverse effects alone or in combination with other developments through discharge of phosphorus in wastewater. The Council has agreed through a Memorandum of Understanding with Natural England and others that measures will be put in place to ensure all developments permitted between March 2018 and March 2026 are phosphorus neutral in perpetuity. To this end it is currently implementing a phosphorous mitigation strategy to offset all planned residential development, both sewered and non sewered, permitted during this period. The strategy also covers non-residential development with the following exceptions:

- Development which generates wastewater as part of its commercial processes other than those associated directly with employees (e.g. vehicle wash, agricultural buildings for livestock, fish farms, laundries etc)
- Development which provides overnight accommodation for people whose main address is outside the catchment (e.g. tourist, business or student accommodation, etc)

Following the cabinets resolution on 5th January 2021, which secured a funding mechanism and strategic approach to mitigation, the Council has favourably concluded a generic appropriate assessment under the Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019. This was endorsed by Natural England on 7 January 2021. As this application is located within a small village settlement with reference to Core Policy 2 of the WCS, it is considered to fall within the scope of the mitigation strategy and generic appropriate assessment, it can therefore be concluded that it would not lead to adverse impacts alone and in-combination with other plans and projects on the River Avon SAC.

9.7 Other considerations

Concerns are raised regarding the potential for destabilisation of the bank alongside the highway, however no objection has been received from the highways officer and it will be for the design of the dwelling to ensure that adequate retaining features are incorporated during development.

The Parish Council and third-party representations have highlighted that there has been recent residential development in the village and that there is no need for another dwelling, this would not constitute sustainable grounds for refusal of an application for a single dwelling where policy considerations are met particularly given that the LPA is currently unable to demonstrate a 5 year housing land supply.

The motives of the developer are not material to the consideration of the application.

10. Conclusion (The Planning Balance)

The principle of a single dwelling can be supported in a small village settlement having regard to the adopted development plan (WCS). The proposed means of access and indicative parking arrangement for the proposed dwelling does not raise any overriding highway safety concerns and no objection is raised by the highways officer on the basis that the existing dwelling retains the minimum parking standard of 2 spaces. Detailed consideration of the dwelling and site layout, with the exception of the means of access, is reserved for future consideration but indicative plans show a form of residential development which appears to be broadly visually compatible with existing residential properties. The impact on the amenities of existing occupiers would not, subject to detail, be materially harmed. Taking into account the multiple objections to the proposal with regard to the nature of the existing access and parking provision in this locality and the visual impact/relationship with surroundings, it is concluded that there are no material considerations in the planning balance which would result in demonstrable harm or impacts that would weigh convincingly against approval of development having regard to paragraph 11 of the National Planning Policy Framework 2021.

RECOMMENDATION: Approve subject to the following conditions:

Conditions:

1. The development hereby permitted shall be begun either before the expiration of three 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, whichever is the later.

REASON: To comply with the provisions of Section 92 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 of the following matters (in respect of which approval is expressly reserved) have been submitted to, and approved in writing by, the Local Planning Authority:

- (a) The scale of the development;
- (b) The layout of the development;
- (c) The external appearance of the development;
- (d) The landscaping of the site;

The development shall be carried out in accordance with the approved details.

REASON: The application was made for outline planning permission and is granted to comply with the provisions of Section 92 of the Town and Country Planning Act 1990 and Article 3(1) of the Town and Country Planning (General Development Procedure) Order 1995.

3. An application for the approval of all of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 92 of the Town and Country Planning Act 1990.

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

Location Plan 21-3348-LOC E dated 17.12.2021
Site Plan, Plans, Section and Front Elevation 21-3348-SK01-G dated 08.03.2022
(indicative other than in respect of means of access)
Topographical Survey BV14/06/21 Rev B March 2022
Tree Survey and Arboricultural Impact Assessment HELLIS March 2022 V2.0

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

5. No demolition, site clearance or development shall commence on site, and; no equipment, machinery or materials shall be brought on to site for the purpose of development, until tree protective fencing in accordance with British Standard 5837: 2012: "Trees in Relation to Design, Demolition and Construction - Recommendations"; has been erected in accordance with a Tree Protection Plan showing the exact position of each tree, identified as H4 in the Tree Survey and Arboricultural Impact Assessment HELLIS March 2022 V2.0, together with details of the protective fencing which shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of works. The protective fencing shall remain in place for the entire development phase and until all equipment, machinery and surplus materials have been removed from the site and shall not be removed or breached during construction operations.

No retained tree/s shall be cut down, uprooted or destroyed, nor shall any retained tree/s be topped or lopped other than in accordance with the approved plans and particulars. Any topping or lopping approval shall be carried out in accordance British Standard 3998: 2010 "Tree Work – Recommendations" or arboricultural techniques where it can be demonstrated to be in the interest of good arboricultural practice.

If any retained tree is removed, uprooted, destroyed or dies, another tree shall be planted at the same place, at a size and species and planted at such time, that must be agreed in writing with the Local Planning Authority.

No fires shall be lit within 15 metres of the furthest extent of the canopy of any retained trees or hedgerows or adjoining land and no concrete, oil, cement, bitumen or other chemicals shall be mixed or stored within 10 metres of the trunk of any tree or group of trees to be retained on the site or adjoining land.

In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs above shall have effect until the expiration of five years from the first occupation or the completion of the development, whichever is the later.

REASON: To enable the Local Planning Authority to ensure the retention of trees on the site in the interests of visual amenity.

6. The development hereby permitted shall not be first occupied until the first five metres of the access, measured from the edge of the carriageway, has been consolidated and surfaced (not loose stone or gravel). The access shall be maintained as such thereafter.

REASON: In the interests of highway safety.

7. The dwelling shall not be occupied until parking space(s) together with the access thereto, have been provided in accordance with the approved plans.

REASON: In the interests of highway safety and the amenity of future occupants.

8. The dwelling shall not be occupied until the Building Regulations Optional requirement of a maximum water use of 110 litres per person per day has been complied with.

REASON: To avoid any adverse effects upon the integrity of the River Avon Special Area of Conservation.

9. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended by the Town and Country Planning (General Permitted Development) (Amendment) (No.3) (England) Order 2020 (or any Order revoking or re-enacting or amending those Orders with or without modification), no development within Part 1, Classes A, B, C and E shall take place on the dwellinghouse hereby permitted or within its curtilage.

REASON: In the interests of the amenity of the area and to enable the Local Planning Authority to consider individually whether planning permission should be granted for additions, extensions or enlargements.

Informatives:

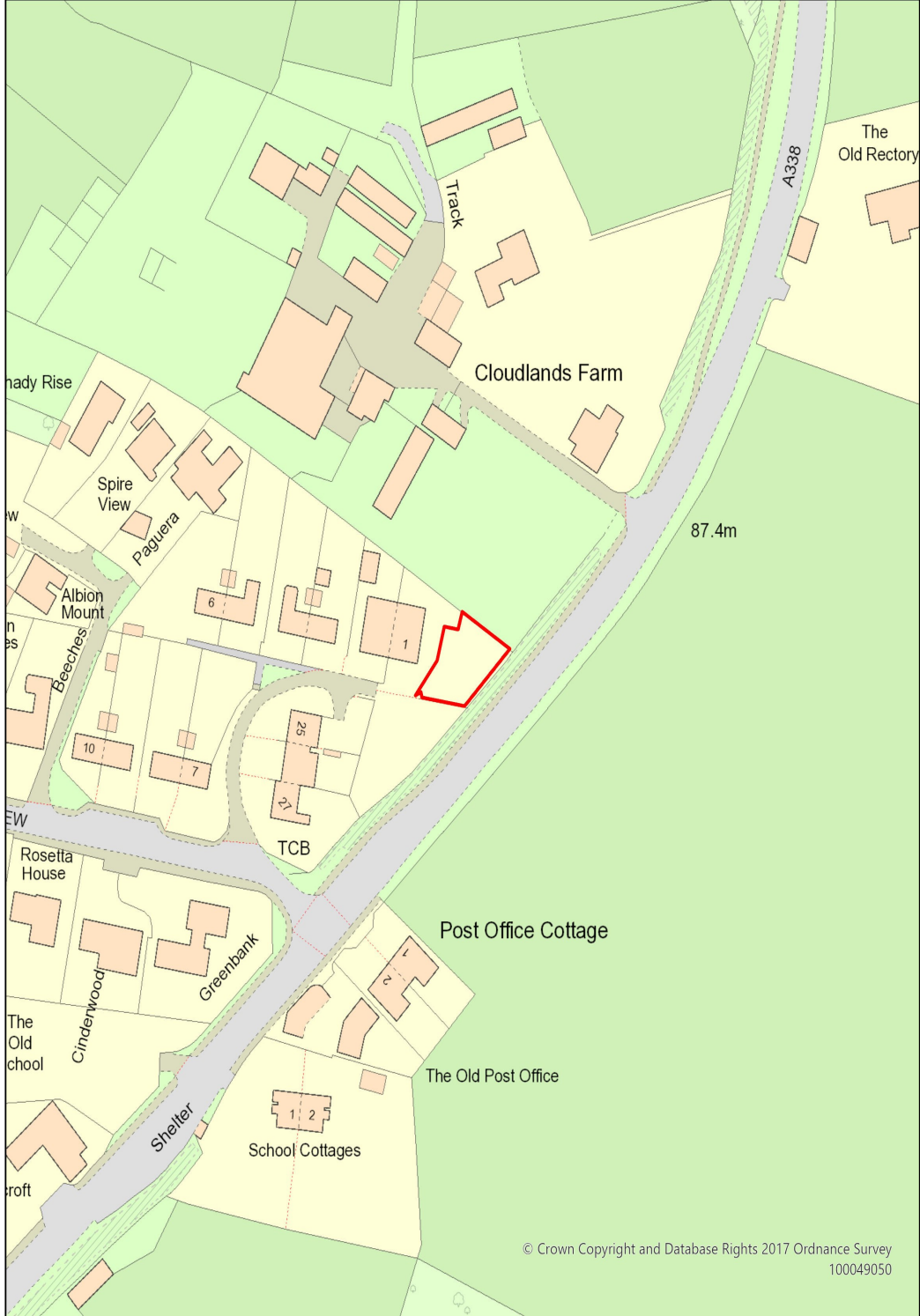
- The applicant is advised that the development hereby approved may represent chargeable development under the Community Infrastructure Levy Regulations 2010 (as amended) and Wiltshire Council's CIL Charging Schedule. If the development is determined to be liable for CIL, a Liability Notice will be issued notifying you of the amount of CIL payment due. If an Additional Information Form has not already been submitted, please submit it now so that we can determine the CIL liability. In addition, you may be able to claim exemption or relief, in which case, please submit the relevant form so that we can determine your eligibility. The CIL Commencement Notice and Assumption of Liability must be submitted to Wiltshire Council prior to commencement of development. Should development commence prior to the CIL Liability Notice being issued by the local planning authority, any CIL exemption or relief will not apply and full payment will be required in full and with immediate effect. Should you require further information or to download the CIL forms please refer to the Council's Website. <https://www.wiltshire.gov.uk/dmcommunityinfrastructurelevy>

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Wiltshire Council

PL/2021/08473

1 Bourne View
Allington
Salisbury



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REPORT FOR SOUTHERN AREA PLANNING COMMITTEE

Date of meeting	31 st March 2022
Application Number	20/10860/FUL & 21/00267/LBC
Site Address	The White Hart St. John Street Salisbury SP1 2SD
Proposal	Proposed Extension of White Hart Hotel providing 22 No. new hotel bedrooms, relocation of back of house facilities infill of ground floor and façade changes to St Johns Street.
Applicant	White Hart Hotel Salisbury Ltd
Town/Parish Council	SALISBURY CITY
Electoral Division	ST MARTINS AND CATHEDRAL – Cllr Sven Hocking
Grid Ref	414569 129722
Type of application	Full Planning
Case Officer	Richard Hughes

1. REASON FOR THE APPLICATION BEING CONSIDERED BY COMMITTEE

Cllr Sven Hocking wishes the matter to be considered by Committee due to the relationship with adjoining properties.

2. PURPOSE OF REPORT

The purpose of this report is to assess the merits of the proposed development against the policies of the development plan and other material considerations. Having reached a balanced conclusion, the report recommends that planning permission be APPROVED subject to suitable conditions

3. MAIN ISSUES

The main issues to consider are:

1. Principle of the Development
2. Scale and Design
3. Impact on the Historic Environment/heritage assets.
4. Residential Amenity
5. Highway / Transport considerations
6. Drainage / Flood Risk
7. Impact on the River Avon Special Area of Conservation/Phosphates

4. MAIN POLICIES

Wiltshire Core Strategy

Core Policy 1: Settlement strategy
 Core Policy 2: Delivery strategy
 Core Policy 3: Infrastructure requirements
 Core Policy 20: Spatial Strategy: Salisbury Community Area
 Core Policy 22: Salisbury Skyline
 Core Policy 35&36: Economic regeneration

Core Policy 38: Retail and leisure
Core Policy 39: Tourist development
Core Policy 40: Hotels, bed and breakfast, guest houses and conferences
Core Policy 41: Sustainable construction and low carbon energy
Core Policy 50: Biodiversity and geodiversity
Core Policy 55: Air quality
Core Policy 57: Ensuring high quality design and place shaping
Core Policy 58: Ensuring the conservation of the historic environment
Core Policy 60: Sustainable transport
Core Policy 61: Transport and development
Core Policy 62: Development impacts on the transport network
Core Policy 63: Transport strategies
Core Policy 64: Demand management
Core Policy 67: Flood risk
Core Policy 68: Water resources
Core Policy 69: River Avon SAC
Saved Salisbury District Local Plan policies: D4 (Salisbury Townscape /Chequers)

SPG: Creating Places Design Guide SPG (Adopted April 2006).

National Planning Policy Framework (NPPF) 2021

National Planning Practice Guidance (PPG)

Sections 16 Planning (Listed Building and Conservation Areas) Act 1990

Section 72 Planning (Listed Building and Conservation Areas) Act 1990

Salisbury City Conservation Area Appraisal and Management Plan

5. SITE AND SURROUNDINGS

The White Hart Hotel is located at the junction of St John Street and Ivy Street in Salisbury. It is a relatively extensive site within the historic Eastern Chequers area of the city, occupying a significant part of the 'White Hart' Chequer. The main public facing frontage of the hotel building is to St Johns Street (the main entrance) and Ivy Street but it has a vehicular entrance to Brown Street that serves the hotel and car park. The car park extends to St Ann's Street, which forms the southern side of the Chequer. The hotel is a Grade II* listed building and located within the Salisbury Conservation Area. Although a few commercial uses, there are mainly residential properties which back on to the site in Ivy Street, either side of the access in Brown Street, and St Ann's Street and St John Street on the south side of the site. The Cathedral Close is located within close proximity to the south west on the west side of Exeter Street and St John's Street.

6. THE PROPOSAL

The proposal has been adjusted and is now for an extension and alterations to provide 22 additional guest bedrooms, the relocation of back of house facilities (namely: Staff Canteen, Storage, Staff Change, Historical Data Storage, Maintenance), infill of ground floor facade to St Johns Street. The application scheme involves the replacement of a collection of single storey buildings, including a function room building.

The east section of the current undercroft of the 1970s wing is to be retained for parking with the west section enclosed to provide in house facilities and the proposal also includes re-facing the 1970's façade to part of St John's Street. Externally, some associated hard and

soft landscaping is proposed for the car park area and a bicycle store located on the north side of the car park entrance.

A listed building application 21/00267/LBC for associated works has been submitted and is being considered concurrently with this application and the assessment forms part of this report.

The current scheme has been the subject of the following amendments since the original submission:

- The whole of the proposed guest bedroom extension to the rear has been reduced and the external 1st & 2nd floor extension footprint facing 2-4 Ivy Street has been pulled back by 3 metres.
- 3 additional guest bedrooms have been omitted. Therefore the number of guest bedrooms proposed is now 22 no. reduced from the original 26 no. bedrooms
- The whole of the flat roofed area will now be provided with perimeter screen planting to the rear garden of 2-4 Ivy Street.
- The proposed glazed link to the enclosed courtyard has been omitted as has internal adjustments to the stairs and a lift proposal
- The infill extensions front elevation to St. Johns Street has been upgraded and redesigned

RECENT PLANNING HISTORY

19/04857/FUL	9 serviced apartments and removal of walling along St Ann Street frontage. Approved 2019
14/01986/FUL & 14/01990/LBC	Proposed alterations to existing 1970s block including conversion of the parking under-croft, stepped four storey extension including an upward extension to form new level, providing function rooms and a new hotel entrance on the ground floor with 28 No new guest bedrooms above. Proposed internal refurbishment and alterations to existing public areas with associated landscaping. REFUSED 19/01/2017.
S/2009/0740	Conversion of staff accommodation for the white hart hotel to provide 4 no individual houses, no's 86, 88, 90 & 92 brown street. APPROVED 28/05/09.
S/2009/0741	Conversion of staff accommodation for the white hart hotel to provide 4no individual houses, no's 86, 88, 90 & 92 brown street. APPROVED 28/05/09.
S/2003/0704	L/B application. Extension to existing hotel to include health and fitness centre a further 14 bedrooms to the upper floors and new roof to court yard and associated alterations. REFUSED 07/07/03.
S/2003/0703	Extension to existing hotel to include health and fitness centre a further 14 bedrooms to the upper floors and new

	roof to court yard and associated alterations. REFUSED 07/07/03.
S/2002/1422	Extension to existing hotel to include health and fitness centre a further 32 / 33 bedrooms to the upper floors and new roof to courtyard. REFUSED 04/09/02.
S/2002/1423	L/B application. Extension to existing hotel to include health and fitness centre a further 32 / 33 bedrooms to the upper floors and new roof to courtyard. REFUSED 04/09/02.

7. REPRESENTATIONS

Third party - A total of 8 responses, stating the following:

- Harmful overbearing impact caused by the proposed extension
- Harmful overshadowing caused by the proposed extension
- Impact on residential amenity
- Lack of privacy
- The previous extension already does not match the existing building
- The White Hart a large building and should stay the size it is too protect the look of the city.
- This extension will also bring in more noise to an already noisy venue.
- Light pollution – lights coming from the carpark are already too bright with ill fitted flood lights.
- Applicants heritage assessment is flawed
- Has due consideration been given to any potential structural disturbance of the listed timber framed building (3 & 5 St John's St) immediately abutting that part of the White Hart where construction work will be carried.
- The White Hart is an important historical asset but it is also a living business and a significant part of the Salisbury community.
- This is the right time for new investment in the City - and in our hospitality sector.
- Most of the visible new build will be at the rear of the building so the familiar public elevations will remain as they are.
- Biodiversity and swift mitigation needed

Salisbury City Council

“...SCC objects to this application because of overdevelopment, poor design and overbearing on the adjacent properties. Based on this objection, SCC asks that WC Cllr S Hocking calls this application in.

Furthermore, SCC asks that WC notes neighbours' concerns, and asks that Conservation Officer's and Heritage Officer's comments be sought.

Lastly, SCC wishes the applicant to know that the Council would support a more sensitive development...”

CONSULTATIONS

Historic England (Initial advice)

Historic England has provided advice to both previous planning applications and a pre-application submission for various schemes to extend the White Hart Hotel in

Salisbury. Subsequently, a planning application was submitted and approved for the construction of 9 serviced apartments in 2019 (Ref: 19/4857/FUL).

The White Hart Hotel is Grade II listed and is located within the Salisbury Conservation Area. It forms part of one of the chequers of the medieval town and there has been an Inn on the site since the 17th century. The current building is largely 18th century in date but incorporates a number of separate buildings that have been subsumed by the hotel. The architectural style and remaining historic fabric, together with the legibility of change over time provides an interesting history of the buildings changing form and function. The hotel contributes to the historic streetscape along St John Street providing evidence of the historic layout of this part of Salisbury and its changing social and economic status.*

This application proposes an amended scheme for the extension of the Hotel, based on an updated business needs assessment by the new owners. It is acknowledged that this application makes reference to the previous advice provided by Wiltshire Council and Historic England, and in the main part proposes a scheme that will cause minimal additional harm to the overall heritage significance of the asset.

As such, Historic England does not wish to provide detailed comment on the scheme as a whole, but instead to focus on one areas of continued harm; which is the continued inclusion of a glazed link to the rear of the St John Street buildings.

The proposed glazed link that would run along the rear elevation of the historic buildings fronting St John Street would cause some harm to the overall significance of the asset. We acknowledge that this link has been designed to be as minimal as possible and its height increased to limit direct interaction with the fenestration. However, the details of how this feature is to be fixed and the success of the design in physical terms when constructed will be determining factors in the level of harm it would cause.

The inclusion of this feature should therefore be considered by Wiltshire Council to cause some harm to the overall heritage significance of the asset (Para. 196, NPPF). The addition would create a distracting feature that obstructs details of the historic fenestration of the rear walls of the St John Street buildings. It would also negatively impact on visual markers that provide evidence for the collection of individual buildings that have now be subsumed as part of the hotel. The construction details of how this feature would be fixed to the historic elevation would also, undoubtedly, cause some physical harm to the fabric.

This harm will need to be weighed in the planning balance against the overall public benefit and justification for the works (Para. 190, 194 & 196, NPPF).

Comments on revised plans

Thank you for your letter of 21 December 2021 regarding the above application for planning permission. On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

It is not necessary for us to be consulted on this application again, unless there are material changes to the proposals. However, if you would like detailed advice from us, please contact us to explain your request.

Conservation Officer

With regards the original plans - "...The White Hart Hotel is a fine grade II* listed historic coaching inn with a large formal elevation to St John St, mostly dating from the late C18, of local grey bricks under a shallow slate roof and a Bath-stone portico. The southernmost bay (of four windows' width) on St John St is later C20 while the three-window bay to its left appears to have C19 brickwork at ground floor and C20 above. To the rear stands a large 1970s extension with a flat roof, enclosing a courtyard otherwise formed by historic buildings. The single-storeyed block to the eastern side of this yard comprises what is believed to be an historic stable block with a later C20 flat-roofed service range (storage, maintenance workshops etc) attached to its rear. Previous proposals for additional accommodation have all looked to incorporate improvements to the appearance of the 1970s block, whereas none are included here.

Directly to the north of the flat-roofed range stand 2-4 Ivy St, a pair of modest historic cottages, grade II listed and believed to date from the C16. To the east of the site, 82-92 Brown St are also listed buildings. To the south, on St John St, stands a C15 timber-framed building listed as The Cloisters (3-5 St John St).

The planning authority is required to pay special regard to the desirability of preserving the character and setting of listed buildings, and to the preservation or enhancement of the Salisbury City Conservation Area. The NPPF and CP58 also apply.

The proposal has several elements:

1. Works to infill the ground floor of the southernmost St John St block adjacent to The Cloisters. This block is clearly modern and has railings to the frontage between brick piers, having the appearance of a garage access. There is certainly room to improve this and enhance the streetscene. The deep concrete-faced lintel over this opening is unattractive, and the elevation says that a 'decorative element' is to be added, without detail. We should find out what is meant by this. The proposal to infill the openings with brickwork and timber-framed windows is fine. I remain to be convinced that the addition of Classical elements to the brick piers would make a positive contribution to the appearance, given their squat proportions I think this could look very odd. Painting of the lintels at higher levels raises no concerns. I would welcome an offer to replace the upvc windows in this block. More detail is also required for the proposed parapet alterations.
2. Infilling the undercroft of the 1970s block to replace the functions lost by demolition of the existing service building (the flat-roofed bit behind the stables) would have no adverse impact on the character or setting of the LB.
3. A glazed corridor is proposed to provide a sheltered route from the park into the reception and historic core of the hotel. This would have a modest adverse impact on the rear of the main block and its appearance from within the courtyard. I am fairly comfortable with the proposed nature of its design and degree of attachment; its transparency should mean the view out of the existing windows should be only slightly impacted. The NPPF allows for a balancing exercise against public benefits of a scheme in such cases.
4. Demolition of the stable and service buildings, leaving the western elevation of the stables to be incorporated in a new structure. This building appears to have C19 origins but has nothing other than its roof and western elevation to suggest this, the interior all dating from the late C20. Nevertheless, the loss of this building does cause a modest degree of harm, again, to be weighed in the balance. The retention of the brickwork is welcomed.

5. The treatment of the first floor elevation of the new building seems rather stark, with a long length of flat brickwork with uncharacteristically horizontal windows. The second floor is heavily glazed and has rooftop terraces looking over the yard.

6. The eastern boundary with 2 Ivy St would change from being a single-storeyed building with a pitched tile roof to a brick wall over 6m high. The lower eastern elevation, facing the rear of the properties on Brown St, would have two storeys of brickwork under a parapet with an additional storey clad in grey metal with lots of glazing. The nature of the design seems somewhat closer to that of the 1970s block many people might consider desirable, it has a very heavy nature and draws nothing from its surroundings in terms of verticality or the arrangement and scale of openings.

7. The northern elevation, directly facing 2-4 Ivy St, has a very utilitarian appearance and has no desirable character whatsoever. In combination with the new wall to the side, it seems inevitable that this part of the scheme would have a huge adverse impact on the setting of the buildings on Ivy St, hemming them in and being truly dominant. In terms of the impact on the character of these listed buildings, I would suggest this is bordering on a 'substantial' level of harm in NPPF terms, not least because of the clear impact it would have on their desirability as residences and thereby the impact on their long-term viability and maintenance, the scheme could theoretically deprive them of their optimum viable use, contrary to the aims of the NPPF.

The main concern with this scheme is the impact of the additional storeys to the eastern side of the site on the setting of the listed buildings on Ivy St. I do consider that improvements should be made to all of this blocks elevations, but they wouldn't immediately address the setting issue, which would almost certainly require the loss of some of the first and second floor additions. The unfortunate failure to incorporate the existing 1970s block into the scheme only serves to emphasise the least interesting parts of the piecemeal development of the site...".

Comments on amended plans

The latest revisions further reduce the impact on the setting of the LBs on Ivy St and offer satisfactory new E and N elevations, subject to the usual roof/tile/walling materials and window/door conditions. The revised St John St elevation is much improved, again there are several elements for approval - the bricks & mortar, cast stone, window and door details (bound to be an improvement on the existing) and the ground floor 'information panel'. The revision of the glazed corridor within the courtyard removes any concerns about its physical and visual impact.

Economic Development and Tourism:

From an Economic Regeneration perspective, the plan to increase the number of hotel bedrooms at The White Hart Hotel, Salisbury, SP1 2SD is welcome. A study from November 2019 concluded that there was a need, under a medium growth projection, for an extra 140 bedrooms in Salisbury of a four-star standard. Whilst the current pandemic will have a short-term impact there are good indications that the demand for hotel rooms going forward will be at the same level, if not increased due to increased demand from UK residents.

The extra accommodation will also lead to an increase in employment in a sector that has been significantly impacted recently, and increase visitor numbers to the City with the subsequent economic benefits.

These plans contribute to, or are aligned with, a number of policies and strategies supporting economic growth in the area, including for example the Swindon and

Wiltshire Strategic Economic Plan which includes a strategic objective that is focussed on supporting business development.

WC Public Protection:

I write regarding the above application which proposes to install 2 no. air con units on the second floor of the new bedroom wing nearest to No 2 Ivy Street, and relocate existing plant to a new location on the ground floor.

The Hayes McKenzie noise impact assessment dated 5th August 2020 stated at 8.3 of the report 'The results of the BS4142 assessment including the proposed mitigation indicate a decrease in noise level at all receptors with the exception of No. 2 Ivy Street, at which the noise levels increased by 4.4 dB'. Although this increased noise level may only occur during times when the plant is operating at full capacity, is not acceptable, particularly as it impacts an offsite receptor.

We therefore previously recommended in 2021 the applicant gives further consideration to mitigate noise from the plant to comply with the requirements of the standard condition and demonstrate the rating noise will be at least 5dB below background noise.

I understand the applicant is in the process of obtaining an updated noise assessment which will propose installation of acoustic louvres around the plant situated on the roof top nearest to 2 Ivy Street. We would expect the updated noise impact assessment to demonstrate that the proposed acoustic louvres will provide sufficient attenuation to bring the noise rating level of the plant to at least 5dB below background noise levels at 2 Ivy Street at all times.

I therefore recommend that the following condition is applied to any approval of this application (conditions recommended to limit and control hours of construction, air conditioning units, and general construction disturbance)

WC Archaeology:

This site is located within an archaeologically sensitive area Two small archaeological evaluations have been carried out in relation to previous proposed developments within the site and both revealed the survival of medieval and post medieval remains and structures. I note that the report on the 2010 evaluation along the St Ann Street frontage is included in the supporting documentation attached to the current application on the planning portal.

It is my opinion that these evaluations have established the presence of extensive archaeological remains across the site, both on the street frontage and in plots to the rear. It is also clear from the proposals that development would have a severe impact upon this archaeological resource. While I believe that no further pre-application work is required at this stage, there will certainly be a need for a programme of further excavation and recording in advance of the construction phase. This excavation should take the form of a 'Strip, Map and Record' strategy to be carried out by qualified archaeologists following a Written Scheme of Investigation (WSI) that has been submitted to and approved by Wiltshire Council Archaeology Service. This Strip, Map and Record excavation should be secured via a condition to be attached to any planning permission that may be issued.

Comments on revised scheme:

The submitted document 'Summary of Amendments' (Street Design Partnership, undated) notes that the proposed scheme has been amended and reduced. Having reviewed the amended plans, the revised proposals do not materially change the impacts of the proposal on the buried archaeological heritage.

Therefore, the Archaeology Service's previous advice in relation to this application and dated 26 January 2021 remains valid, namely, that any permission should be subject to a condition requiring a programme of archaeological work that will include both archaeological investigation after demolition and prior to the commencement of development and a programme of post-excavation analysis, reporting and publication commensurate with the significance of the archaeological results. The wording of the proposed condition in our response of 26 January 2021 remains appropriate. The applicant may wish to seek the advice of an archaeological consultant in respect of the programme of archaeological work.

WC Highways:

(With regards the original plans).....I note the proposal seeks to provide additional accommodation within the hotel grounds, in the form of 26 extra bedrooms. The submission states that the existing hotel currently offers 68 bedrooms, with extant planning consent for an additional 13 bedrooms (19/04857/FUL), which has not yet been implemented. These and the extant proposals will increase the total number of bedrooms of the hotel to 107 rooms.

The proposed accommodation block for the extant permission under 19/04857/FUL will be located on what is currently hotel car parking and will result in the loss of 13 car parking spaces. This latest submission also includes alterations to the existing car park and the total number of car parking spaces would thus be 59, if both the 2019 permission and these proposals were to be implemented. Whilst Wiltshire's Car Parking Standards are titled as 'maximum' standards, the number of spaces provided can only be reduced based the accessibility criteria. I concur with the submitted Transport Statement that the site should benefit from up to a 35% discount in car parking as a result of the sites city centre location and its proximity to other transport links, however, the level of car parking proposed is actually less. Despite this, due to on-street parking being restricted in the vicinity of the site and with a number of public car parks available within the city centre, I am satisfied that the level of car parking proposed is adequate and would not cause detriment in highway terms.

I do note that hotel's frontage on St John's Street is to be altered at ground floor level and the existing under-croft area is to be closed off to vehicles. There is an existing dropped kerb here to provide vehicle access to this under-croft area and if this access is to be closed, the existing footway will need to be reconstructed with a full height kerb. These works will need to be subject to a vehicle crossing application and undertaken in close liaison with the local Area Highway Engineer (please refer to below Informative).

Additionally, no travel plan has been submitted with these proposals, which will be essential due to the size of the extension.

As a result, I recommend that no Highway objection is raised, subject to the following conditions and informative being added to any consent granted;

Comment on (initial) revised scheme

I note the revised plans submitted, which reduce the number of bedrooms by one. The revisions only have a minor impact upon the car park layout, with no impact to the access

arrangements. As a result, I adhere to my previous recommendation that no Highway objection is raised, subject to the conditions and informative being added to any consent granted

(Officer note: WC Highways has confirmed that it similarly has no objections to the further revisions to the scheme down to 22 bedrooms)

Wessex Water No objections subject to comments of the Council's Drainage officer

Environment Agency – Provided generalised advice regards the drainage issue

WC Drainage – No objection subject to the discharge rates being as agreed FRA

WC Urban Design Officer: Revised scheme is an improvement, subject to a number of detailed issues being sorted out

WC Ecology – Revised generic AA now contains hotel and tourist accommodation. Confirmation of Natural England awaited.

10. ASSESSMENT

10.1 Principle of the Development and economic/tourism development

The NPPF supports the enhancement of local economies and tourism facilities. The NPPF defines hotels as a 'main town centre use'. In principle the proposal to provide additional hotel accommodation and facilities is in line with guidance in the NPPF which supports sequentially preferable sites to ensure the vitality and viability of town centres. The town centre first approach is also highlighted in the government's PPG. The NPPF is supportive of sustainable economic growth and advocates that significant weight should be placed on economic growth in the planning system.

The proposal is for an extension and alterations to an established hotel in the centre of Salisbury. The key policy relating to proposals for new hotel facilities is Wiltshire Core Strategy Policy CP40, which states:

"Hotels, bed and breakfasts, guest houses and conference facilities

Proposals for new hotels, bed and breakfasts, guesthouses or conference facilities, together with the sensitive extension, upgrading and intensification of existing tourism accommodation facilities will be supported within;

i. Principal Settlements and Market Towns; or

ii. Local Service Centres, and Large and Small Villages where the proposals are of an appropriate scale and character within the context of the immediate surroundings and the settlement as a whole; or.

iii. Outside the settlements above, proposals that involve the conservation of buildings that for contextual, architectural or historic reasons should be retained and otherwise would not be.

In all cases it must be demonstrated that proposals will:

iv. Not have a detrimental impact on the vitality of the town centre; and

v. Avoid unacceptable traffic generation.

Proposals for the change of use of existing bed spaces provided in hotels or public houses or

conference facilities to alternative uses will be resisted, unless it can be clearly demonstrated there is no longer a need for such a facility in either its current use, or in any other form of tourism, leisure, arts, entertainment or cultural use"

Salisbury is a 'Principal Settlement' under WCS Core Policy 1, which states

"... Wiltshire's Principal Settlements are strategically important centres and the primary focus for development. This will safeguard and enhance their strategic roles as employment and service centres. They will provide significant levels of jobs and homes, together with supporting community facilities and infrastructure meeting their economic potential in the most sustainable way to support better self containment..."

In the WCS Spatial Vision, 'Objective 1: delivering a thriving economy' states that the "The Core Strategy enables development to take place and encourages economic vitality, providing local jobs for Wiltshire's population, whilst ensuring that sustainable development objectives have been met..." and that "... The potential of tourism should be realised as a major growth sector through capitalising on the quality of the environment and location Wiltshire benefit from...". In the 'Key Outcomes' a bullet point reference again to tourism states "...Wiltshire's tourist sector will have grown in a sustainable way, ensuring the protection and where possible enhancement of Wiltshire's environmental and heritage assets, including the delivery of new tourist accommodation and where appropriate the safeguarding of existing facilities..."

WCS Policy 39 (Tourist development) states that

"... Within Principal Settlements and Market Towns, proposals for tourist development of an appropriate scale (including attractions and tourist accommodation) will be supported subject to a sequential assessment. Proposals for large-scale tourist development must be assessed against all the policies of this Core Strategy, including transport implications and how the proposal could assist rural regeneration and the well being of communities..."

It is considered that, in principle, the proposal would be in accordance with the Core Policy 39. Sequentially, the site is located in a sequentially preferable location within central and historic core of the city.

The Spatial Strategy for the Salisbury Community Area in the WCS highlights Salisbury as an international tourist destination that brings significant revenue to the city, whilst the supporting text to Core Policy 40 specifically refers to the lack of both budget and high quality leisure accommodation within part of Wiltshire, particularly the south and states:

"...For example, Salisbury is less successful in attracting business visitors than other, similar destinations and does not have the conference facilities needed for large events..."

The 'Visitor Accommodation Study undertaken for VisitWiltshire by Hotel Solution' (2014) confirms that there is potential for additional hotel provision in Salisbury city centre at the 4 star / boutique level, and that incremental growth through the expansion and upgrading of existing hotels, and some new, relatively small boutique hotels is the most appropriate way forward to meeting the requirement for additional supply at this level in the market:

Salisbury (City Centre)

15.1.5. Current performance and the growth projections for the Salisbury hotel market show potential in the city for:

- *Additional supply at the 4 star/ boutique level in terms of:*
 - o *The expansion of existing 4 star hotels;*
 - o *The upgrading/repositioning of existing 3 star hotels;*
 - o *The development of new boutique hotels, most likely through the conversion of suitable buildings.*
- *The development of additional facilities at existing 4 star hotels in terms of leisure and spa facilities, meeting rooms, additional restaurants and bars or function rooms;*
- *At least two city centre budget hotels by 2020;*
- *The expansion of existing 3 star hotels as the market grows, depending on the scale, speed and impact of budget hotel development in the city ;*
- *Further serviced apartments, primarily to cater for extended stay, projectrelated MoD and corporate business.*

15.1.6. Locationally additional hotel provision in the city centre would do most to boost Salisbury's leisure tourism market and evening economy and would be more sustainable in terms of minimising unnecessary traffic movements from edge of city hotels.

In January 2020 Hotel Solutions completed a Salisbury area update to the Wiltshire report that identifies significant growth potential and investor interest across a wide range of accommodation types. The executive summary states:

Our hotel demand projections for Salisbury show potential for hotel development in the city in terms of:

- *Additional provision at the 4-star level, which is most likely to be delivered in terms of:*
 - o *The expansion of existing 4-star hotels;*
 - o *New boutique hotels – the projections show that Salisbury should be able to support a boutique hotel by 2025, and possibly a second by 2030, depending on whether such hotels can achieve sufficiently high room rates in the city.*

Members will recall that other schemes for new hotels at the Old Post Office site and at Tesco Metro in Castle Street have not yet materialised, and hence, Salisbury appears to have a limited amount of hotel accommodation compared to what is required from the relevant study. It is concluded that in policy terms the proposal to extend the hotel in this location would be in line with the general strategy set out in the development plan and guidance in the NPPF and PPG and would help towards meeting the desired outcomes as set out in the action plan within the Tourism Strategy for South Wiltshire.

Notwithstanding this, however, the proposal must be considered against the previous refused scheme and reasons for refusal, and all relevant policies of the Development Plan, the NPPF and any other relevant material planning considerations, and in particular the impact on the heritage assets. The previous scheme was refused for the following reasons:

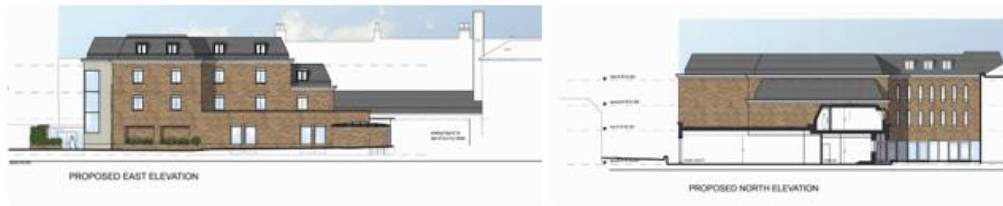
1)The White Hart is a substantial Grade II listed building located at the heart of the Conservation Area of the historic city of Salisbury and forms a significant part of one of the historic Chequers of the mediaeval settlement. The Planning (Listed Building and Conservation Areas) Act 1990 (Sections 16 & 66) places a statutory duty on the local planning authority for 'special regard' to be given to the desirability of preserving the special interest of listed buildings and their settings. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990*

also places a statutory duty on the local planning authority that 'special attention' shall be paid to the desirability of preserving or enhancing the character or appearance of that area. The proposed extension to the hotel would result in a further substantial and bulky addition to the original listed building with an uncharacteristic roof form, including an upward extension to the later 1970s block. It is considered that the built form and design of the proposed development would be unsympathetic to the character and setting of the main listed building, would have a negative impact on the setting of the nearby listed buildings and would adversely affect the character and appearance of the Conservation Area. As such, the scheme as submitted is considered to be contrary to Core Policies CP57 and CP58 of the adopted Wiltshire Core Strategy (January 2015); guidance within the PPG and NPPF; and the duty placed on the Council under Sections 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed building and to pay special attention to the desirability of preserving the character and appearance of the Conservation Area. Having regard to advice in Section 12 of the NPPF (in particular paragraphs 131-135) it is considered that the public benefits of the proposal would not outweigh the resultant harm identified above.

2) The significant bulk and scale of the proposed development would result in a dominant impact on the outlook of surrounding properties in close proximity to the site together with increased levels of overlooking. The proposed expansion of the hotel would also result in an intensification of use of the site with a likely increase in noise and disturbance; in particular that associated with the use of the function rooms, car park and rear service area. As such, it is considered that the proposal would have an adverse impact on the living conditions and amenities for the occupants of surrounding properties (in particular those properties 2- 12 Ivy Street, 82-102 Brown Street and 3-5 St Johns Street in close juxtaposition with site boundary and proposed extensions) contrary to Core Policy 57 of the adopted Wiltshire Core Strategy

3) The proposed development would result in a significant increase in hotel floorspace, including 2 function rooms and 28 additional guest bedrooms, whilst there would be an overall reduction in the current level of on-site parking available to the hotel. Having regard to Core Policy 64 of the adopted Wiltshire Core Strategy and the aims and objectives of the Wiltshire Local Transport Plan, it is considered that the proposed reduction in the level of on-site parking for the resultant development would be inappropriate; where in this busy trafficked location there is pressure on the existing restricted level of on-street parking in the surrounding area; and where it is considered there are no overriding design, conservation and or amenity benefits resulting from the proposed scheme that would outweigh the harm from the significant shortfall in on-site parking provision in this case.

Previous Refused scheme (east and north elevations)



The following sections consider how the adjusted scheme addresses these reasons

10.2 Design and Impact on historic environment/heritage assets

The NPPF requires good design including, *inter alia*, a strong sense of place responding to the character and history and reflecting the identity of local surroundings and materials. Paragraphs 189 -208 relates directly to heritage asset issues. Core Policy 57 of the WCS relates to design matters, listing a number of criteria against which proposals will be considered.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of any functions, with respect to any buildings or other land in a conservation area, under or by virtue of any of the provisions mentioned in this Section, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

WCS Core Policy 58 states, *inter alia*, that:

“Development should protect, conserve and where possible enhance the historic environment. Designated heritage assets and their settings will be conserved, and where appropriate enhanced in a manner appropriate to their significance, including:

- i. Nationally significant archaeological remains*
- ii. World Heritage Sites within and adjacent to Wiltshire*
- iii. Buildings and structures of special architectural or historic interest*
- iv. The special character or appearance of conservation areas*
- v. Historic parks and gardens*
- vi. Important landscapes, including registered battlefields and townscapes.*

Distinctive elements of Wiltshire’s historic environment, including non-designated heritage assets, which contribute to a sense of local character and identity will be conserved, and where possible enhanced. The potential contribution of these heritage assets towards wider social, cultural, economic and environmental benefits will also be utilised where this can be delivered in a sensitive and appropriate manner in accordance with Core Policy 57...”

Paragraph 197 of the NPPF indicates that in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 of the NPPF indicates that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 202 of the NPPF advises that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

The NPPF requires that the applicant to describe the significance of any heritage assets affected, including any contribution to their setting. A Heritage Statement has been submitted with the application alongside the Design and Access Statement, which assesses the significance of the White Hart Hotel and its constituent elements within its setting and assesses the heritage impact of the proposals. The setting of the White Hart includes a high proportion of designated and undesignated heritage assets, including the Grade I Listed mediaeval Cathedral Close Wall opposite the entrance front of the hotel. The White Hart is a Grade II* listed building with the following list description:

ST JOHN'S STREET 1. 1594 (East Side) No 1 (White Hart Hotel) SU 1429 NE 4/130 28.2.52. II GV 2. Late C18. 3 storey. White brick on stone plinth with yellow rubbed window arches, moulded stone cornice and blocking course. Slate roof. Projecting central portico, early C19, full height of building with a plain ground floor treatment of 3 stone arches on square piers facing street and one similar arch across pavement at each end, these arches support 4 Ionic stone columns, with 2 responding pilasters on wall face carried up 2 storeys and with moulded stone entablature and pediment crowned with a full size White Hart. The main wall face inside portico is painted stucco, with 3 windows all with moulded architraves and with additional cornices and pediment to central and other 1st floor windows, on ground floor under arcade 2 windows to right hand and 8-panel double doors, egg-and-tongue enrichment to panels, to left hand with architrave surround. 3 windows each side of portico to main block, totalling 9 bays. The portico has enriched and turned wood balustrade, with beautiful side guards of wrought iron scroll work and cypher G.R.; at angles of portico are horn shaped lamp brackets of similar but more delicate wrought iron scroll work. Slightly later extension to right hand of 6 bays, with plain painted front. The portico is an important street feature. Only the windows in side the portico have glazing bars, original, the rest restored. Interior considerably altered. 2 bay modern extension to south in matching style. Nos 1 to 13 (odd) form a very important group.*



Listed building around site (hatching)

In addition, as above plan (black hatching), there are a number of listed buildings fronting the 4 streets that enclose the Chequer, fronting Ivy Street, Brown Street, St Ann's Street and St John's Street. Of these, one is Grade I (No.9 St John's St), some are Grade II* (Nos. 3-5, 7-7A, 11), and the remaining (2-4 Ivy St, 82-92 Brown St and 1-5 St Ann's St) are Grade II. There is also a significant number of surrounding listed buildings on the opposite road frontages to these streets. In particular, No15 (Malmesbury House) in The Close, St Ann's gate and The Close Wall are Grade I listed buildings. Many other buildings within the conservation area, although not listed, may be regarded as no designated heritage assets. The Cathedral Close and Cathedral is located a short distance to the south west. Therefore, there are a significant number of designated and non-designated heritage assets of significant importance adjacent the site and in the immediate surrounding area.

The parts of the hotel with the highest levels of significance are considered to be the more prominent principal elevations fronting St John's Street with the successive later additions to the rear of lesser significance. Indeed, the rear sections of the hotel are not referred to in the listing description above.

Historic England original advice indicated that the proposals will cause minimal additional harm to the overall heritage significance of the asset, with the only part of the previous scheme causing HE concern was the glazed link (now removed from the scheme). It is noted that third party concern has been raised regards the removal of the "stable block" element of the hotel (the existing function room area). However, HE make no reference to this being of significance, and the Council's conservation officer refers to that part of the hotel as being largely 20th century in origin. As a result, taking onboard the views of HE and conservation, and the history of this part of the hotel structure, it is considered that the former stable block/function room building is of limited significance. The loss of this part of the listed hotel structure is therefore unlikely to have a significant impact on the significance of the listed

hotel complex as a whole, or the wider Conservation Area, including adjacent listed buildings.

The applicants Heritage Statement has been the subject of a third party rebuttal, and as a result, the applicant has revised his heritage statement. It concludes that:

5.1 This heritage statement explores the likely impact of proposed extension and alteration of the White Hart Hotel (grade II) upon the heritage significances of the listed building and any related nearby heritage assets (including the Salisbury Conservation Area). The statement conducts this exploration by first assessing the extant significances of the hotel complex and how the hotel might contribute to the significances of neighbours, then uses this assessment as basis for informing how the design of the proposed alteration/extension can avoid causing harm to significance. The design of the scheme has been revised to respect the comments and objections of neighbours (2-4 Ivy Street) and the planning authority, and the proposals are aimed at enhancing the commercial viability of the hotel.*

5.2 The initial findings of the statement are that the White Hart Hotel comprises a complicated amalgamation of various parts - including a primary original Hotel block that replaced an earlier inn - which possess very different levels of heritage significance. The part that possesses the greatest level of significance is undoubtedly the original part with its neo-classical façade and Ionic portico, albeit the interior of this part has been subject to major past remodelling and the building required major renovation following a large fire in 1994. Subsequent additions to the Hotel, which generally exist within rear courtyard areas away from the public realm and along the street frontages to the south and north, have much lower levels of significance and some more recent parts (later C20th) are considered as having no significance at all.

5.3 In terms of the hotel's contribution to the significance of neighbouring listed buildings as a feature of their settings, the statement has found that, whereas the older road-facing parts of the hotel complex provide a complimentary setting, the rear parts within the courtyard area generally have a negative or benign impact. This is in part due to the lack of cohesive architectural quality and in part due to the lack of any readily interpretable historic functions, the much altered/extended and converted former stable block range being a particular case in point.

5.4 The revised proposed changes to the building, which include a replacement bedroom block to the rear and new enclosed space within the ground floor level undercroft of a 1970s extension, affect parts of the Hotel complex that possess the lower and negligible levels of heritage significance as described above. The proposals have been designed to

conserve significance and are successful in doing so, by delivering a package of changes which provide additional bedroom space – thereby enhancing the economic viability of the Hotel – without compromising the appreciable heritage significances of the Hotel complex and without altering the original and highly significant 1820s Hotel block.

5.5 The re-design of the new block also mitigates any possible erosion of heritage significance that might be deemed to occur through changing the visual/spatial setting of some listed neighbours. This is mindful that the neighbours already existed within a densely developed built environment when they were listed, therefore development within the heart of the White Hart Chequer is, in a historic sense, the norm.

5.6 In conclusion, the re-designed package of proposals, whilst changing the White Hart Hotel, avoid causing harm to the significances of the listed building and likewise avoid causing any harm to the Salisbury Conservation Area and other listed buildings in the vicinity. They are therefore supportable in line with heritage planning policy and legislation.

Impact of amended scheme

As a result of the above discussions with both Historic England and the Council's Conservation officer, (and as a result of the third party concerns explained elsewhere), the scheme has now been adjusted significantly:

- Reduce the scheme to 22 bedrooms
- Remove the glazed linkage with the main listed building
- Remove the internal lift proposal and stair changes
- Reposition the 3 storey accommodation block further from Ivy Street
- Redesign with pitched roofing

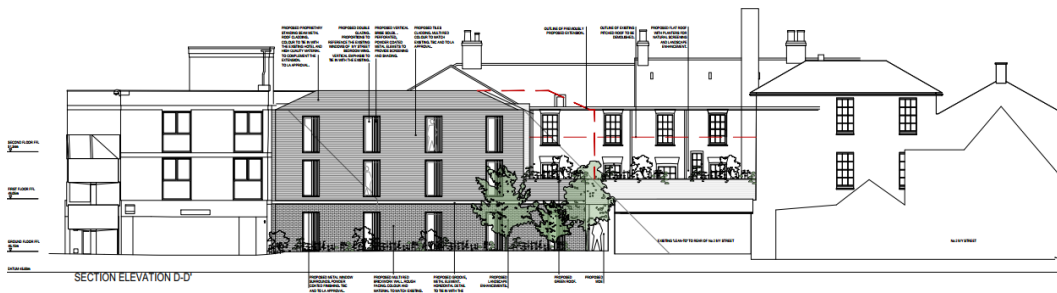
Issues relating to scale and design have featured significantly in relation to previous application involving proposed extensions to this hotel, including contemporary and more traditional approaches. In particular the treatment of the 1970s wing has proved difficult. Whilst of its time, the 1970s extension is generally considered to be unsympathetic and there is an opportunity to enhance the historic environment of the site and surroundings, whilst permitting the hotel to expand and improve its facilities. The previously refused scheme included an upward extension to the 1970's wing to add a 4th floor and an extension to the same height. The current scheme does not include a 4th storey, and leaves the 1970's structure largely unaffected.

The proposed revised rear extension works are generally in the same location as the previously refused scheme and the scheme as originally submitted (as above) but is reduced to 3 storeys with a pitched roof, and no higher than the current height of the 1970s wing. It would not exceed the 12.2m height restriction under Core Policy 22. As shown below, the scheme has been adjusted to a dual pitched roof design with glazing proportions more typical of the main listed building aesthetic.

Scheme as originally submitted (east elevation)

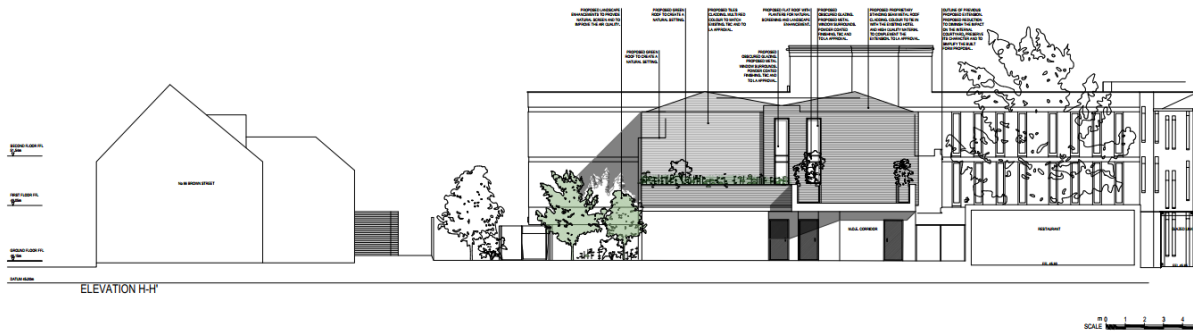


Revised proposal (east elevation)



North elevation of original scheme





Amended design (north elevation)

Although the extension as adjusted remains of contemporary design, its location at the rear of the site and is generally in less sensitive location (in terms of visual prominence from the surrounding public realm) behind the main street frontages and is no higher than the existing flat roof of the 1970s wing. The proposed openings / fenestration detailing, brick detailing and materials will assist to some extent in breaking up the massing and providing some articulation to its external appearance.

The servicing arrangements would be as existing at the rear of the site. However, currently the refuse bins are stored in the open and the application proposes a new bin located adjacent the new extension to improve the visual appearance. Elsewhere, externally, the proposals include some landscape tree planting to the car park and the planters to the extension, as referred to above.

Changes to 1970's wing and western façade onto St John Street

In respect of the 1970s wing, it is proposed to enclose the current open under-croft and at its western end to provide in house and staff facilities and a new internal stair lift. The façade to St Johns Street is proposed to be infilled and to receive some cosmetic treatment. The infill of the street frontage to St John's Street will comprise brick to match the existing brickwork of the hotel (brick slips to existing concrete columns) with some proposed stone work on the fascia to create stone cills and coping to the upper floors and to cover the concrete columns and beam currently visible to the ground floor. Window and a door openings are proposed within this section. The existing brickwork and windows will be retained at first and second floor levels with painted heads and stone drip detailing to the window. In principle, there is no objection to a suitable infill treatment as it will enhance the current rather drab appearance and void at ground level (as below).

Proposed enhancement of west facade



Works to existing undercroft area



Part of the undercroft below the 1970's extension will be filled in as shown above. The eastern end of the undercroft will be left open and provide some parking with a new glazed entrance set under the north side of the undercroft.

Regarding the alterations to the front façade to St Johns Street, no objections have been raised in principle by Historic England. It is likely to enhance the appearance of this part of the building in the street scene. The Conservation Officer has indicated support for the

revised proposal and that conditioning of the detail would be necessary. Subject to this, these works will not harm the fabric any features of historic or architectural interest and will preserve the setting of the White Hart listed building, adjacent listed buildings and street scene.

Archaeology

The area is also of potential archaeological significance. The Council's Archaeologist has advised that the site is of archaeological interest as it lies within the medieval White Hart chequer and that previous evaluation that took place in and around the car park in 2003 and 2010 demonstrated that remains from the medieval and post-medieval period do survive in the areas investigated, although the remains have, in some areas, been affected by the later buildings. Therefore a planning condition has been recommended to require and approve a written scheme of archaeological investigation, which will require a watching brief should significant remains be identified it may be necessary to undertake some archaeological excavation as part of the mitigation works.

Summary of heritage issues and impacts

It is considered that the adjustments to the western façade and undercroft area would represent a significant improvement to the character and general setting of that façade of the listed building, and result in a similar enhancement on the wider Conservation Area, (which itself contains other listed buildings), and will have a significant and positive visual impact. The other works to the undercroft area will have a neutral impact as they will be seen very much in the context of the existing rear 1970's extension and its undercroft area and car parking, and would not result in any further harm in heritage terms.

Regards the adjusted rear extension works, the existing function room building that is to be removed is considered to be of limited heritage significance, consequently its removal is acceptable in heritage terms, as it wont affect the overall significance of the heritage asset. As is explained in the amenity section of this report, the replacement flat roof building may actually have a modest benefit in amenity terms to adjacent amenity due to the removal of the tall roof of this function room, which currently directly abuts the amenity area of the adjacent dwelling in Ivy Street.

It is considered that whilst the proposals would result in a relatively large addition to the existing listed building, the resultant building would reflect the architectural language of both the historic part of the hotel and the more modern 1970's addition, and thus harmonise and consolidate the appearance of the courtyard. The mix of traditional and complementary modern design elements, would mitigate the impact of the additional bulk, and the extension is generally in a less sensitive location (in terms of visual prominence from the surrounding public realm) behind the main street frontages. Whilst the extension may in part be glimpsed from parts of the Conservation Area to the east and south (ie via the existing open access and the lower boundary walling along St Anns Street), the extension will be viewed very much in the built up urban context in which it sits, and it is considered that the character and setting of the wider Conservation Area would not be harmed.

The revise extension works would be readily visible from the adjacent listed properties along Ivy Street and Brown Street. However, the historic character of this area is and has been very much dominated by the rear buildings and workings of the hotel use, and particularly since the construction of the 1970's extension some 50 years ago, which partially created a "courtyard". Whilst the extension will be readily visible from the adjacent listed buildings, the character and the setting would remain largely unchanged in terms of the Ivy Street and

Brown Street building being within close proximity to the commercial hotel use. Indeed, the partial obscuring of the 1970's extension and outbuildings by the new works could arguable result in a modest improvement to the character and setting of this area. It should also be noted until recent years, some of the properties along Brown Street historically formed part of the hotel use. Thus Ivy Street has for many years effectively formed the northern boundary of a courtyard which has largely been characterised by the buildings and operations associated with the hotel use. In this sense, whilst the setting of the adjacent listed buildings will be visually "changed" by the proposed works, the proposed rear extension works will not harm the setting or character of the Brown Street or Ivy Street listed buildings. The heritage significance of those adjacent building is not considered to be affected.

Both Historic England and the Council Conservation Officer now consider the rear extension works acceptable, and officers now consider the revised scheme to represent "less than substantial harm", against which other public benefits can be weighed. The significant public benefits of the scheme to the local economy and tourism are acknowledged and the NPPF allows such matters as this to be taken into account in assessing harm to the significance of a designated heritage asset. Following the amendments to the design and scale of the rear works, including the visual enhancement of the main west facing façade onto St John Street, in this case the degree of harm has been judged to be less than substantial by officers and taking into account the NPPF guidance and Sections 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990, it is considered that the economic benefits of the scheme would outweigh the limited level of harm caused to the heritage assets.

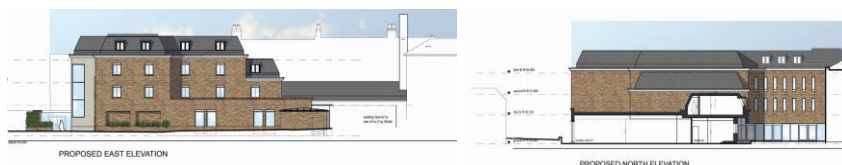
Reason for refusal 1 of the previous scheme is therefore considered to have been overcome.

10.4 Residential Amenity

Criteria (vii) of Core Policy 57 deals with amenity issues, and NPPF also states that the planning system should seek to secure a high quality design and good standard of amenity for all existing and future occupiers of land and buildings.

The previous application for more significant works to this hotel were refused partly on amenity grounds (see reason elsewhere in this report). It was judged to have an adverse impact on the amenities of the adjacent dwellings in Ivy Street, to the north, and Brown Street, to the east. The design of that scheme is shown below for comparison.

Previous Refused scheme (east and north elevations)



Current amended scheme



As with the above refused scheme, the proposed amended extension will also introduce a new building mass and bulk at the rear of the hotel, which will clearly be visible from the rear of properties in Ivy Street and Brown Street as immediate neighbours on the north and east sides of the hotel.

However, unlike the refused scheme, the amended scheme now repositions the block away from the northern boundary the rear and garden of 2-4 Ivy Street, and removes the pitch roof of the existing function room building. The building is now three not four storeys.

An objection has been received on behalf of the occupants of the above property suggesting that the applicant's assessment is inadequate and should assess overshadowing (including a comparison between the previous and current schemes) to the garden. In addition, the objection suggest that the three storey extension would have an overbearing impact on the occupants outlook and use of their garden.

The application has now submitted a revised daylight assessment, which suggest that the proposed extension as amended will for the most part of the year have limited impact in terms of overshadowing on adjacent properties. Extracts from this will be shown as part of the officers slide show.

Impact on Ivy Street properties

The occupier of 2-4 Ivy Street maintains objections to the proposal on grounds of dominance, and overshadowing.

The works have been designed with a single storey element which raps around the boundary of the adjacent Ivy Street property (as plan below). The first and second floor of the revised rear accommodation block would now be located approximately 3 m further from the northern boundary with than the refused scheme. The extension is also lower in height than the refused scheme, at 3 not 4 storeys. The applicants revised shadowing report indicates that whilst there would be some overshadowing caused when the sun was due south of the extension, for the majority of the day, shadows cast by the revised extension would largely fall within the boundary of the existing hardstanding area of the hotel rear yard, and would not impact on the adjacent garden areas or properties. It should be noted that to a certain extent, given the urban built up nature of this area, the courtyard area and adjacent amenity areas are likely to be in shadow during the early and late part of the day regardless of whether the three storey accommodation block is built.

Further, in mitigation, the north facing side elevation of the accommodation block has two elongated windows shown, both of which serve internal stairwell and landing areas. These can be obscure glazed. Thus, the actual overlooking from these elements would in reality be limited to a perception of being overlooked. The other properties in the north eastern corner of Ivy and Brown Street would be less affected, but likely to have some oblique overlooking

from the east facing windows in the accommodation block (although this would be largely perceived loss of privacy due to the screening fins on the windows – see above).

Flat roofed area and relationship with 2-4 Ivy Street



Relationship of refused scheme



The flat roofed part of the extension works (above plan extract) replace an existing pitched roof building (the existing function room building) which is somewhat higher than the proposed replacement .

In terms of dominance, the existing pitched roof function room building has more impact than the proposed flat roofed replacement structure in general terms. The plans indicate that this flat roofed area would only be used for maintenance purposes plus access to a roof top kitchen garden. However, there would be a possibility of some overlooking being possible should the new flat roofed area above this part of the extension be utilised by guests of the hotel as an outdoor space.

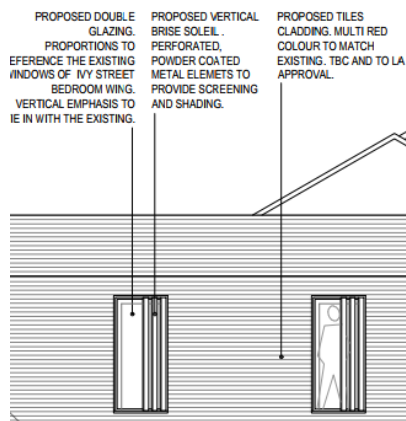
Some planting is shown on the submitted drawings within the northern corner of the existing service yard and on top of the flat roofed area. This is welcomed and if maintained would create a barrier to overlooking and a welcome green screen. However, experience has shown that such planting (particular that in planters) on urban buildings does not often survive for many years, and hence it is not considered that in practice, this should be relied on to act as a buffer if the flat roofed area were to be used more regularly and formally as an external area for hotel guests.

Consequently, a condition can be imposed restricting the use of this roofed area for hotel personnel and maintenance purposes only. On that basis, officers therefore conclude that the revised proposal, would cause less harm to amenity than the previously refused scheme, and would also be less dominant than the existing pitched roof building it replaces, and therefore address the previous reason for refusal relating to the impact on neighbour amenity.

Impact on Brown Street properties

The revised proposed scheme would involve the insertion of a series of windows to guest bedrooms in the east elevation of the proposed extension facing the rear of properties in Brown Street. However, unlike the refused scheme, the proposed extension has three storeys not four. Like the refused scheme the accommodation is set back a similar distance from the rear boundaries of Brown Street. However, whereas the refused scheme had a single storey element at ground floor level, on this revised scheme there no new single storey addition, with just parking and the service yard between the works and the Brown Street rear boundaries.

Whilst there would still be overlooking from the windows in the east facing elevations of the extension, the windows facing the rear of the properties in Brown Street would have built in sunlight fins, which would to some extent, limit the ability of the occupiers to overlook the adjacent properties, (as enlargement from amended plans below). These windows would also be fixed (non openable). Thus overlooking is reduced.



Details of windows on east elevation

In terms of overshadowing, the applicants revised shadowing report indicates that the impact of the new extension on the rear of Brown Street properties would be limited, particularly as by the time the sun has travelled westward, any shadowing would tend to fall within the boundaries of the site, or later on, the sun would be largely obscured by the existing buildings of the hotel, and thus any shadowing would be limited to the east.

Noise matters

The previously refused application raised concerns on the grounds of noise and disturbance resulting from the proposed development and stemmed from the direct use of the proposed new function rooms at the rear and from the intensification of use from the expansion of the hotel and potentially affects. New function rooms are not part of the current scheme. The applicant has submitted a noise report. The proposal includes external plant (AC Units) in two locations in the undercroft of the 1970s block and on the flat roof of the first floor section of the extension, within a louvered enclosure.

Subject to conditions, the Council's public protection officer has raised no general objection to the noise and disturbance that may be generated as a result of the proposal, including the increased number of guest bedrooms and any intensification of use of the hotel outside of the building (e.g. in the car park) as a result of the arrivals and departures. The hotel is an established business. Not all the patrons for hotel accommodation will arrive and leave via the car park and the front portico entrance will still be used. The use of the service access route at the rear of the site will remain as existing and it is not anticipated that the proposal should result in any increase in noise and disturbance over the existing arrangement. The bin enclosure would be an improvement to the waste bins being stored up against the site boundary in the open.

There is the potential for some noise and disturbance during construction work. Although a temporary part of any development, given the close relationship with adjoining residential properties, a condition could be reasonably imposed to secure a construction method statement in the interests of amenity, including construction hours. A representation has been made querying whether due consideration been given to any potential structural disturbance of the listed timber framed building (3 & 5 St John's St) immediately abutting that part of the White Hart where construction work will be carried. A suitable condition related to the submission of a Construction Environmental Management Plan which could deal with these latter points has been suggested, hours of construction, and details restricting the noise generated by the air conditioning units.

Notwithstanding, any damaged caused to any adjacent property would be a private / civil matter between parties. Building Regulation Approval would be a separate requirement but any works close to a boundary are likely to be subject to the separate provisions of the Party Wall Act.

Air Quality

The site is located in an Air Quality Management Area. An Air Quality Assessment has been submitted which assesses the air quality impacts as a result of the proposed development during construction and at the operational stage and impact on traffic levels.. It is concluded that the development will not have any significant impact on local air quality. During construction there is a risk of dust emissions but that mitigation should be straightforward, as most of the necessary measures are routinely employed as 'good practice' on construction sites. A Construction Method Statement could be the subject of a condition. The Council's Public Protection Team has raised no concerns regarding air quality.

Given the scale, nature, characteristics and likely air quality impact, it is considered that the proposal would not conflict with WCS Core Policy 55.

Reason for refusal 2 of the previous scheme is therefore considered to have been overcome.

10.6 Highway / transport impact

The previous application for the larger scheme was partly refused on highway and parking grounds. The applicant has submitted a transport assessment (TA). The statement confirms that the White Hart Hotel currently has 68 bedrooms.

This smaller application proposal now proposes an additional 22 bedrooms as amended. Planning permission has also been previously granted for a block of 9 serviced hotel apartments at the south end of the car park (fronting St Anns Street).

The current application provides for a total of 59 spaces for the hotel as extended, including the serviced apartments if constructed. The TA summarises that its assessment demonstrates that: -

- *Being located within Salisbury City Centre, the site is accessible by a range of sustainable modes of transport, including walking and high frequency bus services. These travel options provide a realistic and convenient alternative to single occupancy car travel, in accordance with local and national policy and guidance;*
- *Following a review of the most recent personal injury collision records, there is no evidence to show the proposed development will have a detrimental impact on highway safety;*
- *The proposed 26-bedroom extension is expected to generate 8 two-way trips during the AM peak hour and 6 two-way trips during the PM peak hour. Considering the low number of additional vehicle trips generated by the proposed extension, the development proposals will have a low residual impact in the local highway network.*
- *When combined with the existing hotel and consented apartment development, the site is expected to generate a total of 34 two-way trips during the AM peak hour and 27 two-way trips during the PM peak hour.*
- *The cumulative future parking demand shows that the proposed on-site hotel car park is sufficient to accommodate the expected parking demand generated by the existing hotel, consented apartments and proposed extension, with only a limited amount of off-site parking required during short periods of the day.*
- *Should additional parking be required, it has been shown that there is ample off-street parking available through Salisbury.*



Parking plan also showing approved apartments

The Council's Highways Officer concurs with the submitted Transport Statement that the site should benefit from up to a 35% discount in car parking as a result of the sites city centre location and its proximity to other transport links, however, the level of car parking proposed is actually less. Nevertheless, the Highways Officer is content that, due to on-street parking being restricted in the vicinity of the site and with a number of public car parks available within the city centre, the level of car parking proposed is adequate and would not cause detriment in highway terms. No concern has been raised by the Highway Officer regarding the impact on the local road network as a result of trip generation rates and the EHO has not raised any concern regarding the impact on air quality.

The previous planning application was refused partly on transport / parking grounds, although the make-up of the current proposal has now changed from a larger 28 bedroom scheme down to a simpler 22 bedroom scheme. Officer's consider that given the submitted TA and Highway Officer's advice, the proposed development is considered to accord with WCS Core Policies CP61 in respect of transport and new development and in line with guidance in the NPPF which seeks to supports a pattern of development which facilitates the use of sustainable transport.

Previous reason for refusal 3 is therefore considered to have been overcome.

10.7 Drainage and flood risk

This issue did not form a previous reason for refusal. A Flood Risk Assessment has been submitted with the application. The site is located within Flood Zone 1 & 2 (on edge of).

The FRA concludes:

The combined proposals are key to sustaining the existing hotel development and rely on existing facilities within the hotel. It is not feasible to locate the canteen facilities elsewhere. As such, the sequential test is deemed to have been addressed and the exception test need

not be addressed. The main source of flooding to the site is predominantly from the River Avon and other contributing fluvial sources.

The site is assessed to be at moderate risk of groundwater flooding. However, given the hardstanding nature of the site, groundwater emergence would be limited and any flooding would be expected to be conveyed off site before building to any significant depth. The proposals would be expected to have a negligible impact on flood risk elsewhere. Access and egress to the site will continue to be provided via Brown Street and St John's Street. While this is shown to be inundated in the 1 in 100 year flood event plus climate change events, safe refuge may be sought within the existing hotel until flood water recedes in the adjacent roads. Surface water runoff from the developed site can be sustainably managed in accordance with planning policy. The surface water drainage scheme provides a holistic approach to drainage in accordance with and satisfying the requirements of planning policy and as such will enable future development to adhere to this strategy. This report has demonstrated that the proposed development may be completed in accordance with the requirements of planning policy subject to the following:

- Finished floor levels to be set at 45.94m AOD in the southern block*
- Finished floor levels to be set at a minimum of 46.15m AOD in the eastern block*
- Finished floor levels to be set 150 mm above adjacent ground levels*
- The proposed hotel extension should not connect into the onsite surface water drainage system until the approved drainage plans for the serviced apartments (Reference 19/04857/FUL) have been implemented in full..."*

The Environment Agency has not objected, but provided general comments regards the need for an emergency escape plan and minimum floor levels.

A condition can be imposed to ensure the recommendations are implemented and further details of an emergency flood plan is deemed necessary.

Regarding surface water disposal / drainage, the records show that this drains to the public sewerage system. Because of the high ground water levels, traditional infiltration devices are not likely to work effectively. Therefore, an attenuation storage system will be provided (as approved under the PP for the serviced apartments) to restrict surface water runoff generated across roofs and hardstanding which includes the proposed hotel extension and the approved plans for the serviced apartments. It would be necessary to condition the provision of this attenuation tank storage accordingly.

The Council's Land Drainage team and Wessex Water have not objected to the scheme provided a suitable condition is imposed ensure the require drainage solution and discharge rate is achieved.

Impact on the River Avon Special Area of Conservation (Phosphates)

Policy CP50 (Biodiversity and Geodiversity) and the NPPF requires the Local Planning Authority to ensure protection of important habitats and species in relation to development and seeks enhancement for the benefit of biodiversity through the planning system. Whilst the site is not adjacent to any rivers or in any respective flood zones, it is situated within the River Avon Special Area of Conservation (SAC) catchment area. This development therefore has potential to cause adverse effects alone or in combination with other developments through discharge of phosphorus in wastewater.

The Council has agreed through a Memorandum of Understanding with Natural England and others that measures will be put in place to ensure all developments permitted between March 2018 and March 2026 are phosphorus neutral in perpetuity. To this end it is currently

implementing a phosphorous mitigation strategy to offset all planned residential development, both sewered and non sewered, permitted during this period.

The generic appropriate assessment has now been amended to include hotel/holiday accommodation. The Council's ecologist has advised that this hotel extension would be covered by the revised assessment, the Council were satisfied that they had minimised and avoid impacts as far as possible on-site. At the time of writing the ecologist is awaiting the generic AA to be agreed with Natural England. This is expected to occur by the end of March 2022.

As such, subject to the revised AA being agreed with Natural England, it can be concluded that the scheme will not lead to adverse impacts alone and in-combination with other plans and projects on the River Avon SAC.

Consequently, should Members be minded to approve the development, planning permission cannot be granted until the revised AA has been agreed. Only then will the scheme address Wiltshire Core Strategy policies CP50 (Biodiversity and Geodiversity) and CP69 (Protection of the River Avon SAC); and the National Planning Policy Framework.

CONCLUSION AND PLANNING BALANCE

The current application seeks to address a number of the concerns associated with the previous refused applications, which was refused on amenity, parking, and heritage impact grounds. This revised scheme is now much smaller overall than the previous refused scheme. The amended design now relates to only 22 new bedrooms, located in a much smaller rear extension, than that previously refused.

In principle, the enlargement and improvement of the hotel is considered to accord with national and local plan policies in terms of the economic and employment policies and tourism policies. Significant weight can be given to this additional provision.

The works are located at the rear of the main hotel building within the Chequer, where its impact on the wider townscape views, the listed buildings, and the Conservation Area would not be significant. Whilst other surrounding buildings are also listed and are heritage assets, both the Council's Conservation officer and Historic England have withdrawn their objections to the proposals. On that basis, and whilst the third party comments regards the impacts on the heritage assets have been considered, a refusal of the proposal on heritage impact grounds would be difficult to justify in officers opinion. Whilst part of the listed building would not be retained, the overall heritage asset would be retained and enhanced, and the element of the building that is being removed is considered to be of low or limited heritage significance. Furthermore, retaining and enhancing a heritage asset in its preferred use is also in line with the NPPF. The works enable the heritage asset to continue in its use as a hotel and for those facilities to be enhanced. The currently poor visual quality of part of the St John Street façade will also be enhanced, and thus the part of the listed building of most significance would also be enhanced by this proposal.

The adjacent listed dwellings adjacent the site are considered to be of lesser heritage significance than the White Hart Hotel, being of grade 2 quality, and of less historical significance. Whilst the works would alter the setting of the surrounding listed buildings in Brown Street and Ivy Street, the existing setting of these buildings is already characterised by a mixture of urban development related to the historic commercial use of the hotel, and consequently, to add additional hotel buildings into this setting is not considered to have a significant impact on the setting of those adjacent listed buildings, thus also according with the general aims of the NPPF and Core Strategy heritage policies.

However, notwithstanding the heritage issues, the works would be located directly adjacent to surrounding residential properties. In officers opinion, having seen a number of iterations for extension and enlargement works over the last 20 years, it would be very difficult to meaningfully enlarge the accommodation offer of this hotel in this rear location without having some form of impact on adjacent amenity. In particular, the adjusted smaller extension would still have an impact on the properties to the east along Brown Street in terms of significant loss of privacy through actual or perceived overlooking from the new windows on the eastern elevation of the extension. Similarly, even the revised smaller scheme subject of this report is likely to have an impact on the properties along Ivy Street to the north of the site, in terms of some feeling of dominance and some overshadowing.

The impact on amenity is also of significant weight. However, the enhancement of the hotel, a heritage asset, both in terms of its character and its prolonged/continued use as a hotel and as an economic and tourism asset to the city is also considered to be of significant weight. Members and officers therefore face a difficult choice of balancing two competing issues.

In officers opinion, whilst there is an impact on the amenities of the dwellings surrounding the site to the north and east, those dwellings have historically been located within very close proximity to the hotel use, and have had a somewhat reduced level of amenity compared to other similar dwellings elsewhere in the area. Historically, all dwellings would have suffered from general noise and disturbance at close quarters, and together with the introduction of the rear 1970's accommodation extension, the dwellings adjacent would have had a much reduced level of privacy for at least the past 50 years. It should also be noted that the now private dwellings/buildings along Brown Street were part of the hotel complex until fairly recently. Thus, until recent years, the dwellings in Ivy Street would have effectively formed the northern flank of a "court yard" serving the hotel use.

The new revised accommodation block introduces a three storey block closer to the Ivy Street properties than the 1970's extension, and the eastern elevation will introduce more windows facing the adjacent Brown Street properties. However, given the already close proximity and the historic low levels of privacy and amenity, it is considered that a refusal on this point may be difficult to justify, particularly as the new windows would be fixed shut and contain sunlight fins which would reduce the ability of internal occupiers being able to overlook adjacent properties. It should also be noted that the new accommodation block would be set some distance back from either the rear of Brown Street properties or the façade of the existing 1970's extension.

Similarly, with regards Ivy Street, the new accommodation would tend to increase the likelihood of overshadowing. However, the proposed accommodation block would now be positioned several metres away from the northern boundary with Ivy Street, and the applicant shadow diagram report indicates that the level of overshadowing is unlikely to be so acute during most of the average day or year as to warrant a refusal. The two elongated windows in the northern elevation of the block would serve non habitable areas and can be obscure glazed, and thus, the actual impact of these features in terms of privacy would tend to be limited.

As a consequence, in officer opinion and on balance, and given the tight knit urban and city centre location, the amenity impacts of the proposal would not be so severe or so significant as to warrant a refusal of this amended proposal, particularly when weighed against the positive benefits resulting from the improvement and enhancement of the listed building (the hotel), its continued use, and the general economic enhancement and benefits to the wider city.

With regards to the previous highway concerns, the level of accommodation has been reduced to 22 bedrooms from the refused application. Members should note that the hotel is located in a sustainable location where car journeys should not be encouraged. The Council's Highways officer has raised no objections to the proposal. Notwithstanding, there would still remain a substantial car park area serving the hotel. Consequently, in officers opinion, a refusal on highway issues would be difficult to justify.

Other matters can be covered by various conditions as outlined in this report.

Members should note that the planning permission cannot be approved until the revised generic appropriate assessment has been agreed with Natural England.

RECOMMENDATION FOR PLANNING APPLICATION: SUBJECT TO CONFIRMATION FROM WC ECOLOGY THAT THE REVISED GENERIC APPROPRIATE ASSESSMENT HAS BEEN AGREED BETWEEN THE COUNCIL AND NATURAL ENGLAND , then APPROVE, subject to the following conditions:

CONDITIONS:

Three Year commencement

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

Plans

2.The development shall be carried out in accordance with the following plans:

Location Plan PS7 – 01
Existing site plan PS7-02
Existing site survey PS7-21 Rev A
Existing Ground Floor Plan PS7 -04
Existing First Floor Plan PS7-05
Existing Second Floor Plan PS7-06

Proposed site plan SK01-03

Demolition Plan Ground Floor PS7-17
Demolition Plan First Floor PS7-18
Demolition Plan Second Floor PS7 -19

Proposed ground floor plan – SK01-07
Proposed first floor plan – SK01-08
Proposed second floor plan -SK01 -09

Three storey accommodation block:

Proposed elevation – east (facing Brown Street) SK01 -12
Proposed elevation – north (facing Ivy Street) SK01-15
Proposed elevation – north (2) (facing Ivy Street) SK01-16
Proposed elevation – west (internal courtyard) SK01 - 13

Proposed elevation St Johns Street – PS7 10 REV B
Proposed section through St Johns street elevation PS7-22 Rev A

Proposed south elevation of undercroft works – PS7 11 REV A

REASON: For the avoidance of doubt

Materials and planting

3. Before the development comes into use/occupied, details of the materials to be used for the external walls and roofing of the buildings, and hardsurfaces, including large scale details of all windows, large scale details of the changes to the St John Street façade, details of any bat/bird bricks/tiles, and details of the planting, including that for the flat roofed areas and the car parking areas, shall be submitted to and agreed in writing by the Local Planning Authority. The Development and any planting shall be carried out in accordance with the agreed details.

REASON: In the interests of the visual appearance and amenity of the development and area

4. 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. 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.

Water efficiency

5. The development hereby approved shall be designed to ensure it does not exceed 110 litres per person per day water consumption levels (which includes external water usage). Within 3 months of each phase being completed and the housing being brought into use, a post construction stage certificate certifying that this standard has been achieved shall be submitted to the local planning authority for its written approval.

REASON: To ensure compliance with the mitigation strategy for nutrient neutrality in the River Avon SAC catchment.

Amenity

6. The development and an associated plant shall be sited and operated in accordance with the submitted Hayes McKenzie Environmental Noise Impact Assessment Report (ref: HM 3425 R01 EXT 3) dated 5th August 2020. Notwithstanding, the air conditioning units shown on the flat roof of the rear accommodation block shall not come into operation until a scheme of mitigation has been submitted to and approved in writing by the Local Planning Authority which demonstrates that the noise rating level of the air conditioning units shall meet the criteria being 5dB below background noise at the nearest off site receptor at 2 Ivy Street. The scheme shall be implemented in full and maintained at all times thereafter.

Reason: In the interests of amenity.

CEMP

7. No development shall commence on site (including any works of demolition), until a Construction Method Statement and Management Plan has been submitted to and approved in writing by the local planning authority. The plan shall include details of the measures that will be taken to reduce and manage the emission of noise, vibration and dust during the demolition and/or construction phase of the development, including the mitigation measures outlined in Section 3.4 of the Air Quality Assessment Version 3 dated March 2019 (updated 2020) (Aether Ltd), and measures to control drainage pollution. It shall also include details of the following:

- I. The movement of construction vehicles;
- II. The cutting or other processing of building materials on site;
- III. Wheel washing and vehicle wash down facilities;
- IV. The transportation and storage of waste and building materials;
- V. The recycling of waste materials (if any)
- VI. The loading and unloading of equipment and materials
- VII. The location and use of generators and temporary site accommodation
- VIII. Pile driving (If it is to be within 200m of residential properties)

The submitted details shall also outline how the structures adjacent to the works, including the existing hotel buildings and the adjacent third party properties, are to be protected, repaired and stabilised during construction.

The plan shall be carried in in accordance with the approved details.

REASON: In the interest of amenity and to limit the impact on adjacent structures, including the listed buildings, and third party structures.

8. Before the extension first comes into use/occupied:

- i) the stairwell and corridor elongated windows shown on the approved plans on part of the northern elevation of the three storey accommodation block shall be glazed with obscure glass to an obscurity level of 5, and
- ii) The windows serving the three storey accommodation, east elevation facing Brown Street, shall be of a non-openable (fixed shut) design, and have been fitted with the sunlight/fins shown on the approved plans

The windows shall be maintained in that condition thereafter.

REASON: In the interest of amenity

9. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting or amending that Order with or without modification), no windows, doors, or other form of openings other than those shown on the approved plans, shall be inserted in the north facing side elevations of the development (the 3 storey accommodation block) hereby permitted.

REASON: In the interests of amenity

10. The flat roofed area of the rear extension adjacent Ivy Street properties shall only be accessible by staff for maintenance purposes, and shall not be used as an outdoor area for members of the public or guests.

REASON: In the interests of amenity

11. No construction or demolition work shall take place on Sundays or Public Holidays or outside the hours of 08:00 to 18:00 Monday to Friday and 08:00 to 13:00 on Saturdays.

REASON: In the interest of amenity

Archaeology

12. No development shall commence within the area indicated by application 20/10860/FUL until:

- a) A written programme of archaeological investigation, 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
- b) 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.

Highways

13. The development hereby permitted shall not be first brought into use until the car parking and the cycle parking facilities shown on the approved plans have been provided in full and made available for use. The parking facilities shall be retained for use in accordance with the approved details at all times thereafter.

REASON: To ensure that satisfactory facilities for the parking of cycles are provided and to encourage travel by means other than the private car.

14. The development hereby permitted shall not be first brought into use until a Green Travel Plan has been submitted to and approved in writing by the Local Planning Authority which contains initiatives to promote non car related sustainable travel. The Travel Plan shall include details of implementation and monitoring and shall be implemented in accordance with these agreed details. The results of the implementation and monitoring shall be made available to the Local Planning Authority on request, together with any changes to the plan arising from those results.

REASON: In the interests of reducing vehicular traffic to the development.

Drainage and flooding

15.The development shall not be occupied until the drainage system referred to in the submitted Flood Risk Assessment (FRA) V3.1 November 2020 by Weetwood and associated drainage plan and calculations, has been implemented in full on site. Finished floor levels shall be no lower than the existing building and shall be as specified in the FRA document.

REASON: In order to limit the risk of flooding or drainage issue with regards the development.

Restriction of use

16.The accommodation hereby approved shall be solely use as serviced hotel guest accommodation only and for no other use within Class C1 of the Town and County Planning Use classes Order 1987 (as amended), as part of the existing hotel business operation / business (currently known as White Hart Hotel) or any subsequent operator.

REASON: The proposed use is acceptable as an extension to the existing hotel business but the Local Planning Authority wish to consider any future proposals to segregate or change of use, having regard to the circumstances of the case.

INFORMATIVE:

Highways

The application involves the closure of an existing vehicle access/dropped kerb. The consent hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a licence will be required from Wiltshire's Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. Please contact our Vehicle Crossing Team on vehicleaccess@wiltshire.gov.uk and/or 01225 713352 or visit their website at <http://wiltshire.gov.uk/highways-streets> to make an application.

Archaeology

All work should be carried out following standards and guidelines set out by the Chartered Institute for Archaeologists (CIfA). The costs of this work are to be borne by the applicant.

RECOMMENDATION FOR LISTED BUILDING APPLICATION : APPROVE subject to the following conditions:

Three year period

1.The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

Plans

2.The development shall be carried out in accordance with the following plans:

Location Plan PS7 – 01
Existing site plan PS7-02
Existing site survey PS7-21 Rev A
Existing Ground Floor Plan PS7 -04
Existing First Floor Plan PS7-05
Existing Second Floor Plan PS7-06

Proposed site plan SK01-03

Demolition Plan Ground Floor PS7-17
Demolition Plan First Floor PS7-18
Demolition Plan Second Floor PS7 -19

Proposed ground floor plan – SK01-07
Proposed first floor plan – SK01-08
Proposed second floor plan -SK01 -09

Three storey accommodation block:

Proposed elevation – east (facing Brown Street) SK01 -12
Proposed elevation – north (facing Ivy Street) SK01-15
Proposed elevation – north (2) (facing Ivy Street) SK01-16
Proposed elevation – west (internal courtyard) SK01 - 13

Proposed elevation St Johns Street – PS7 10 REV B
Proposed section through St Johns street elevation PS7-22 Rev A

Proposed south elevation of undercroft works – PS7 11 REV A

REASON: For the avoidance of doubt

Materials

3.Before the development comes into use/occupied, details of the materials to be used for the external walls and roofing of the buildings, and hardsurfaces, including large scale details of all windows, large scale details of the changes to the St John Street façade, and details of the planting, including that for the flat roofed areas and the car parking areas, shall be submitted to and agreed in writing by the Local Planning Authority. The Development and any planting shall be carried out in accordance with the agreed details.

REASON: In the interests of the visual appearance and amenity of the heritage assets

Protection of heritage assets during construction

4. Before any demolition works commence, details of how the structures adjacent to the works, including the existing listed hotel buildings and the adjacent third party listed properties, are to be protected, repaired and stabilised during construction works.

The development shall be carried in in accordance with the approved details.

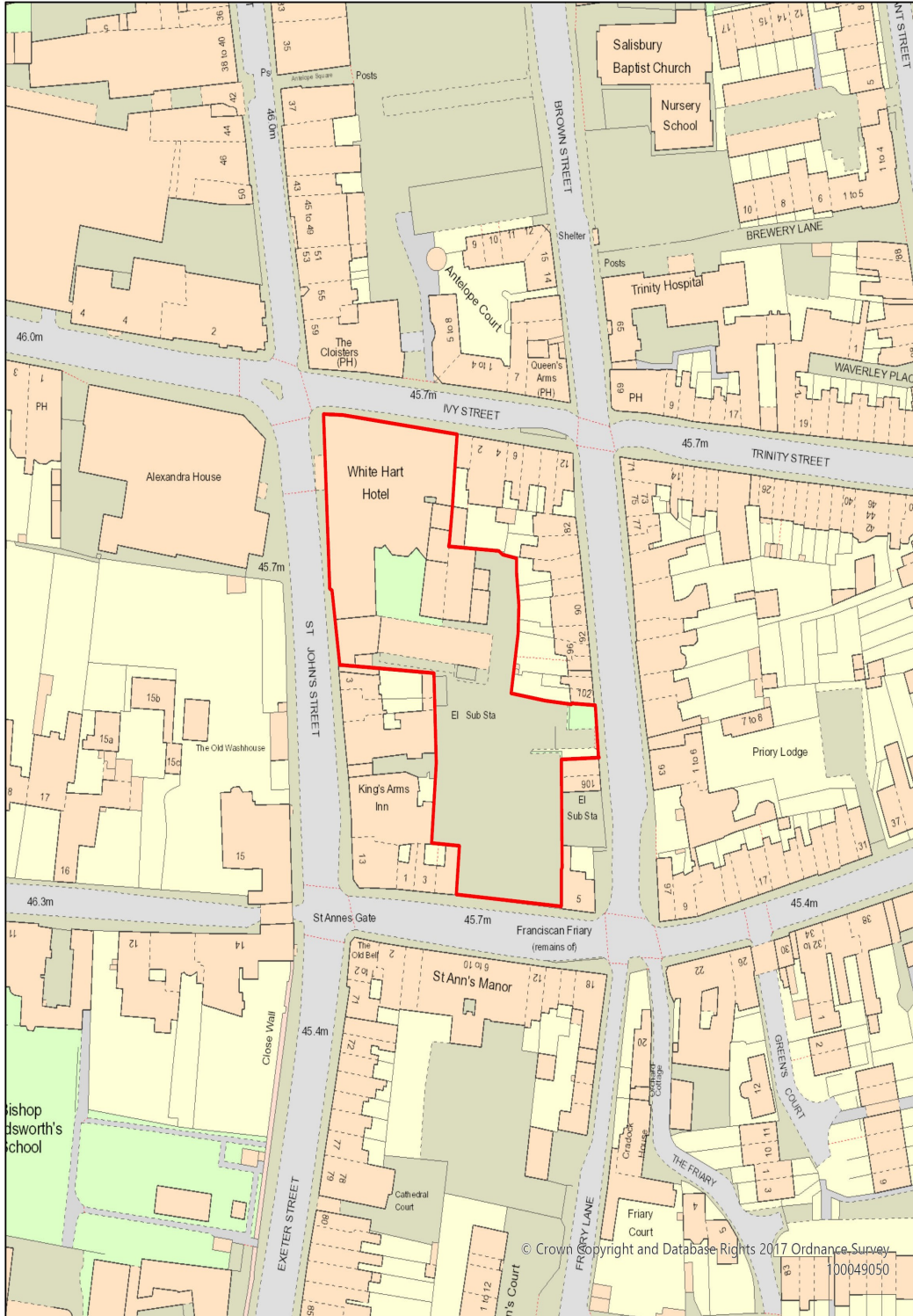
REASON: To limit the impact on adjacent listed structures/heritage assets.

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Wiltshire Council

20/10860/FUL & 21/00267/LBC

The White Hart Hotel, St Johns Street, Salisbury, SP1 2SD



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REPORT OUTLINE FOR AREA PLANNING COMMITTEES

Report No.

Date of Meeting	31 st March 2022
Application Numbers	PL/2021/08150 & PL/2021/08151
Site Address	POND CLOSE COTTAGE ANSTY SALISBURY SP3 5PU
Proposal	The demolition of an existing two storey residential annexe and modern conservatory at Pond Close Cottage (Grade II Listed), and the creation of a new two storey guest annexe, connected to the existing cottage by a discrete, single storey link.
Applicants	Mr and Mrs Tennant
Town/Parish Council	Donhead St Andrew
Electoral Division	Tisbury - Councillor Nick Errington
Grid Ref	51.029823, -2.100275
Types of application	Full Planning and Listed Building Consent
Case Officer	Jonathan Maidman

Reason for the applications being considered by Committee

The application has been called in by Councillor Errington citing concerns regarding the Visual impact upon the surrounding area, Relationship to adjoining properties and Design - bulk, height, general appearance.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the applications be approved.

2. Site Description

Pond Close Cottage is a Grade II listed dwellinghouse situated outside of any settlement and is located within the open countryside of the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty (AONB). The site is also located within the Grade II* Registered Park and Garden – Wardour Castle and Old Wardour Castle.

The existing outbuildings are already in use as an annexe to the main dwelling.

Planning History

21/00870/LBC & 20/11569/FUL – Demolition of an existing single and two storey residential annexe and modern conservatory and creation of a new two storey guest annexe, connected to the existing cottage by a discrete, single storey, glazed link – **withdrawn**
S/2005/0324 – Construction of swimming pool and earth sheltered changing/plant/equipment room – **approved**
S/2001/0322 – Conservatory and revised parking – **approved**
S/2001/0321 – Conservatory and revised parking – **approved**
S/2000/0796 – Demolish conservatory and build double pile extension – **approved**
S/2000/0795 – Demolish conservatory and build double pile extension – **approved**

3. The Proposal

The application proposal description is: The demolition of an existing two storey residential annexe and modern conservatory at Pond Close Cottage (Grade II Listed), and the creation of a new two storey guest annexe, connected to the existing cottage by a single storey link. It is also proposed to create an enlarged parking area adjacent to the rear of the main dwelling and new annexe which will involve some modest engineering works. The existing driveway will be modified at this location also. The applications also involve minor adjustments to the main listed building to change a rear window into a doorway from the ground floor dining room into the new single storey link leading to the new annexe.

4. Planning Policy

National Planning Policy Framework

- 2. Achieving Sustainable Development
- 4. Decision-making
- 12. Achieving well-designed places
- 15. Conserving and enhancing the natural environment
- 16. Conserving and enhancing the historic environment

Wiltshire Core Strategy

- Core Policy 1: Settlement Strategy
- Core Policy 2: Delivery Strategy
- Core Policy 27: Spatial Strategy: Tisbury Community Area
- Core Policy 50: Biodiversity and Geodiversity
- Core Policy 51: Landscape
- Core Policy 57: Ensuring high quality design and place shaping
- Core Policy 58: Ensuring the conservation of the historic environment
- Core Policy 64: Demand Management
- Core Policy 67: Flood Risk

Salisbury District Local Plan 2011

- Saved Policy C24 – Extensions to buildings in the countryside
- Saved Policy H31 – Extensions to dwellings in the countryside
- Saved Policy H33 – Accommodation for dependant persons

Cranborne Chase AONB Management Plan 2019-2024

5. Consultation responses

WC Conservation – No objection

The proposals were the subject of pre-application discussions as well as two applications (for planning permission and listed building consent) submitted earlier this year

(21/00870/LBC and 20/11569/FUL). My comments in respect of the previous applications were as follows:

'The existing building, Pond Close Cottage, is grade II listed. This also means that anything attached to the building (even if it is a modern extension) is covered by the listing and any free-standing structures in the curtilage of the building, which predate July 1948 are deemed to be 'curtilage listed' (and would therefore also need listed building consent).

In addition, the cottage is sited within a registered park and landscape, designated by Historic England.

The listed building legislation [Section 66 of the Planning (LB and CA) Act 1990] says that

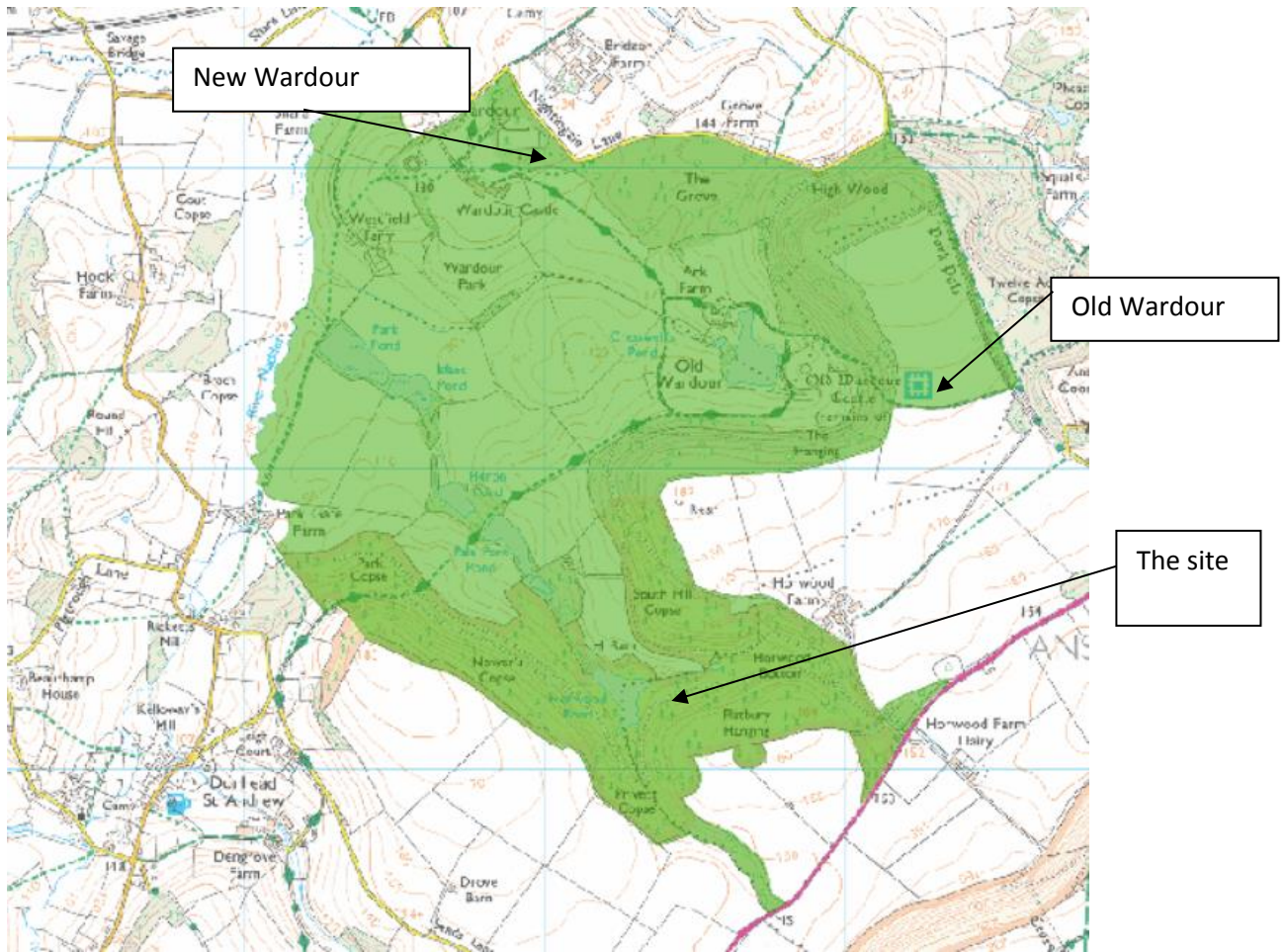
'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority Shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.

Section 66 of the Planning (LB and CA) Act 1990



II

Detached cottage. Late C17, altered mid C19. Dressed limestone, Welsh slate roof, gable end brick stacks. Integral outshut. Two-storey, 3-window west front. Central gabled porch with Tudor-arched opening and coped verge, planked door, 15-pane sash either side. First floor has 3-light casement either side of 2-light casement. Coped verges. Right return has single-light and 2-light casements. Left return has C20 conservatory attached to ground floor, 2-light casement to first floor. Rear has planked door with 3-light casement either side. Interior has open fireplace with timber lintel, reused beams, grey marble fireplace in drawing room. Former keeper's cottage for Wardour Estate, in isolated position.



Above is a map of the registered park and garden and the following is snipped from the description. I think it is the past relevant to Pond Close Cottage:

By the early C18 (Buck, 1732), Old Wardour Castle was surrounded by formal gardens with hedges, parterres, and topiary, probably dating from the late C17. This layout corresponds with the 'Pleasure Garden' indicated on a survey of Wardour dated 1753, which describes the area immediately to the north-east of the Castle as a 'Bowling Green'. Later, as shown on an undated view by James Canter (probably made between 1753 and the early 1770s; reproduced in Laird 1999), the Castle's ruins had a series of rectangular flower borders in the grounds to its west. During the 1770s this area may have been replanted and further improved as part of the wider landscape works recommended by Richard Woods (Laird 1999).

PARK The park lies to the south and south-east of Wardour Castle and is enclosed to the north by woodland called The Grove and High Wood, to the east by The Hanging and South Hill Copse, to the south-east by Horwood Bottom and Flatbury Hanging, and to the south-west by Park Copse and Nower's Copse.

In addition, there is a Management Plan for the RPG that has been drawn up by a number of key stakeholders within the boundary of the designation (including English Heritage who manage Old Wardour). The document is clearly not an adopted document for Council purposes.

As the list description notes, this was a former game keepers cottage set in an isolated

position. It was therefore originally a modest dwelling of a character/appearance that one would expect within the context of the Wardour Estate. It has clearly been extended and made into a much grander double-pile house and at some point later, a conservatory, dormers and a porch added. It now has more the appearance of a gentleman's residence rather than a gamekeepers cottage.

The existing house has a series of detached single and one and a half storey structures set to the west of the house. I note that the preapplication documentation says 'the outbuildings are brick, both one and two storey and of a range of periods from late C19th up to the present day but all much changed and arranged together in an incoherent form'.

I have no reason to question this and this would suggest that the structures are of no historic interest/significance, however, listed building consent would be required for their demolition (or at least the 'older' buildings which would be considered curtilage listed) and thus the applicant would need to evidence their lack of interest (I note that the pre-application documentation explains that a heritage assessment is being compiled and this is welcomed). The conservatory too is of no historic interest (but would require LBC for its removal).'

The present application

Significance of the barns

The application is supported by a Heritage report and heritage impact assessment (Donald Insall Associates) and this is welcomed. The report notes that, whilst the HE list description refers to a late 17C building (the main building), it doesn't reliably appear on any maps until the first OS Map of 1888 (although it is pencilled in on an earlier estate map but when it was included on the map is not known). The authors are clear that the building was likely a gamekeeper's dwelling as kennels and a pheasantry are noted on the map.

The 1900 OS map evidences a barn with additional outbuildings by 1924.

Photographs taken in the 1970s or 1980s, of the barns, are included in the report. They evidence two abutting red brick structures under a mixture of slate and clay tiled roofs. Under the significance section (page 26) the author says:

'The barn and its additions are shown on the 1887 OS map and appear to have been built in three phases, from south to north perhaps in the mid-19th century. As late as the OS map of 1925, here were a collection of other agricultural buildings to the west, meaning that the extant barns formed the eastern side of a courtyard of which they are now the only survivors. In our view these structures are curtilage listed. The barn to the south perhaps has the most interest, the other two elements having been very altered when converted to residential accommodation, but even here there are signs of rebuilding in the 20th century on the south and west elevations. Only parts of the south and west elevation contain historic brickwork'.

The barn is of some significance as an ancillary building of the mid-19th century, but it has also been very altered. Elsewhere in the report:

'The barn is a 19th century structure, which as converted to residential accommodation and extended significantly to the east in the mid-20th century. The building has some character as an ancillary building although its conversion to residential accommodation has undermined this to a degree. Its original openings were lost before its conversion'. In terms of an assessment of its significance, at 4.4 the author says:

*'The barn is of **some significance** as an ancillary building of the mid-19th century, but it has also been very altered' (pg29)*

Refining the degree of significance, the author notes that, because of later alterations to residential conversion, it is only the barn/stable that retains any historic significance, and this is limited as the building has been greatly altered.

And

That their conversion to residential has 'reduced their contribution to the setting of the main house'.

As such, I consider the buildings have low significance.

Setting of the house

The house is sited in an isolated position approached from the north by a long drive. The conservatory is a modern overly-large addition to the house (c2000). The removal of the structure would reveal the currently covered (original) historic stone gable wall and as such I would consider the removal of said structure would enhance the interest of the listed building.

The new annex would be sited in the same approximate position as the existing outbuildings and would be linked by a modest single storey narrow structure. The annex would also be set back from the front façade of the house and into the hillside.

In respect of the replacement structure, the author of the heritage report says:

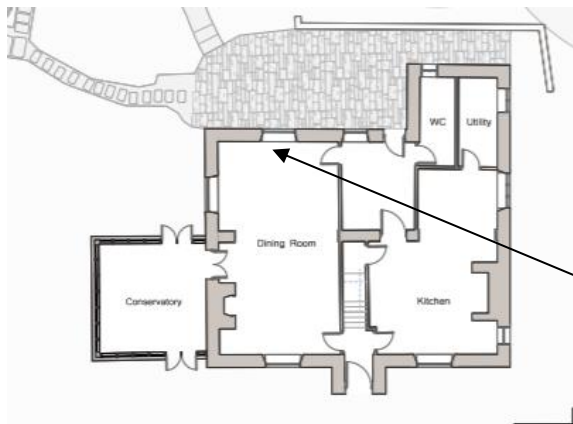
'In this instance the proposed annexe has responded to the scale of the existing outbuildings with a lightweight subservient link forming a sympathetic connection to the main building..... The introduction of new, high quality architecture such as this has a place in the historic environment where it complements, rather than detracts from the established significance and where, as in this case, it has been demonstrated that this will enhance local distinctiveness in its response to the surrounding environment'.

*I do not disagree with this statement. **I consider that the proposals, as conceived and now presented, would preserve the setting of the house.***

I do have one minor comment though and this relates to the link and the existing historic building. I note that the author of the heritage report says:

'The interior has not been assessed as part of these proposals' (4.4).

This is despite the fact that one window on the rear of the listed building is converted to a door. This will presumably entail the removal of said windows and removing the masonry below cill. The photo below, suggests this is an original window. Clarification should be sought and I would question whether this aspect of the proposals was necessary.



Window converted to door.
Photo/assessment of the
interest of this window is
required

Wider setting within Registered Park and Garden

The heritage report also considers the setting of the cottage/house and the interrelationship with the registered parkland and I am persuaded that:

'The Pond Close area of the landscape has no inter-visibility between either of the Wardour Castles and is largely hidden amongst thick trees'. (1.3).

On this basis, I raise no objections in terms of the proposed impact on the RPG.

As you will see, I only had slight reservations relating to the rear (east elevation) of the existing cottage. I note that the floor plans are as previous and I don't believe there has been an addendum to the heritage statement?

WC Ecology - Comments

First off, no bat mitigation is included in the application drawings/plans. Therefore, none of it can be properly enforced. This will need to be corrected prior to determination.

The boundary vegetation, in particular the northern boundary has been identified as a key route for light sensitive bats, species associated with the Chilmark Quarries bat SAC. The new annex introduces additional residual lighting (roughly x4 increase in glazed units on the annex elevation facing the northern boundary vegetation and lots more glazing on the annex eastern elevation) will could have potential to impact the ability of the Annex II bats to use the flight lines.

This needs an ecologist to assess the proposal based on the report's conclusion that (para 5.4.4): "Due to the Annex II bat species identified being light averse, any additional light here could have an adverse impact upon local bat populations and this area must be kept dark to avoid any impacts. Mitigation measures will be required to be put in place so that the development does not have a negative impact upon this hedgerows function as a dark corridor linking woodland and other optimal foraging habitat."

Does the proposal result in an increase in light level on the boundary vegetation? If it does, then the bats associated with the SAC are impacted. HRA needs to be considered. The proposal needs to comply with the developers guidance here:

<https://www.wiltshire.gov.uk/planning-bio-ecological-survey>.

The applicant's agent has since amended the plans to incorporate the bat mitigation measures. With regards to the preservation of the dark corridor along the boundary, the applicant's agent has provided the following response:

The dark corridor along the northern boundary is preserved in the proposed scheme. The following measures have been taken to ensure that there is no increase in light level along the existing hedgerow to this northern boundary;

- *The lower floor is partially sunken, with the two glazed opening set behind new planting and a stone retaining wall - for clarity the wall is now shown dashed on Elevation FF (1204_P305_rev E)*
- *It is proposed to plant a row of trees between the northern elevation and the existing boundary hedgerow. These are shown in the previously submitted Landscaping plans, but have now been more clearly highlighted on the attached Site Plan (1214_003_rev C), as has the position of the existing hedgerow.*
- *All proposed glazing will have a Visible Light Transmission (VLT) value of 0.65 - this is now noted on the attached elevation drawings.*
- *The upper floor is set back from the Northern Boundary, and the two windows at this level have raised cills.*
- *No external lighting is proposed to the stepped walkway from the carpark along the northern boundary.*
- *Lighting to the carpark and pedestrian access elsewhere will be fully shielded and operated by movement sensors to minimise glare and light spill. We welcome a pre-commencement condition requiring a detailed external lighting plan for Local Authority approval.*

WC Highways – No objection

I refer to the above planning application for the demolition of an existing two storey residential annexe and modern conservatory and the creation of a new two storey guest annexe, connected to the existing cottage by a discrete, single storey link.

The site is accessed along a private track far from the public highway and therefore the proposal will not have a negative impact on highway safety. I wish to raise no highway objection.

WC Landscape – Holding objection

Request a full landscaping scheme and have provided the following comments:

Whilst it is true that generally for householder planning applications that detailed planting plans can be left for reserved matters in this case the site is within the Cranbourne Chase AONB and forms part of the Grade II listed parks and gardens of Wardour Castle. I would*

therefore propose that the choice of species of structural planting (Trees / hedges / etc – I'm not worried about the content of herbaceous borders) their size and location at planting are of significant importance in this regard. The existing house is only Grade II listed and yet the Design and Access statement is quite happy to list the material type for the building extension in order to match in with its historic surroundings. If English Heritage regard the surrounding landscape as even more important (Grade II) than the building which sits in it then I believe I and my previous colleague on this application are justified in requesting a similar level of detail for the landscaping at this stage rather than leaving it to reserved matters. I would argue that the prior approval of the detailed design of the landscape in this situation is just as important as the detailed approval of the size, scale and materiality of the building itself.*

LVIA's often provide some indication of species and size of planting in a section on mitigation. Whilst the LVIA for this project mentions mitigating planting and its impacts on lessening the schemes overall impact on the surrounding environment post 15 years planting it gives no indication of species types or size at planting. It is therefore difficult to judge whether the assumptions of the LVIA are correct in terms of the impact of the planting when I don't know where the planting is going, it's height when it was planted, and its species type (which will give an indication of the level of screening (summer / winter) and maturity after 15 years).

It may well be that the trees noted as proposed on the landscape plan will be native species to match the surrounding parkland setting with enough room to allow full canopy establishment but I cannot tell this from the current landscape plan. Indeed whilst the landscape plan key indicates two tones of green trees (existing / proposed) the plan itself has a variety of tones of tree colour making it difficult to fully establish how many trees are being proposed and in what locations. With no indication of what size these trees will be planted at it is also difficult to judge how long it will take for them to reach the size they are drawn at let alone maturity (is the plan indicating 15 year maturity to link in with the LVIA?). The landscape plan undoubtedly looks nice graphicly but it gives me little information as to what is proposed in terms of softworks. The plan gives me information on the hardworks (stone / clay / gravel paving etc) but the context of the landscape setting is a listed parkland and therefore I believe I am justified in asking for a plan that sets out tree species, hedge mix(es), proposed sizes (in accordance with National Planting Specifications) and locations so I can better understand how the scheme will sit within its historically important landscape context.

Historic England – No comment

Thank you for your letter of 13 October 2021 regarding the above application for listed building consent. On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.

It is not necessary for us to be consulted on this application again, unless there are material changes to the proposals. However, if you would like detailed advice from us, please contact us to explain your request.

Cranborne Chase AONB - Objection

The AONB Partnership has the following comments (extract) on this application.

13. The site appears to be in the Vale of Wardour landscape character area of the Rolling Clay Vales landscape character type, close to its interface with the Fovant Greensand Terrace landscape character area of the Greensand Terrace landscape character type, of the AONB's landscape character assessment. Greater details of the landscape, buildings and settlement characteristics can be found in the Landscape Character Assessment 2003. That document should be available in your office, and it can be viewed in full on our website.

14. In this International Dark Sky Reserve all external lighting should be specifically approved by the Local Planning Authority and comply with the AONB's Position Statement on Light Pollution and Good Practice Notes on Good External Lighting and dark sky criteria in order to avoid light pollution and conserve and enhance the dark skies of this AONB. That will, of course, mean the removal of Permitted Development Rights for lights so that the Local Planning Authority can exercise light control in this International Dark Sky Reserve. Any approved lighting should be installed as approved and maintained thereafter.

15. I see from the Landscape Statement that there is a proposal to reroute the access but, despite the numerous documents in the submission, there does not appear to be any details about that. The application benefits from a helpful and wide-reaching Landscape and Visual Impact Assessment. That report also acknowledges the importance of the dark skies of the AONB but, again, there is very little information elsewhere within the documentation on how the proposals would deal satisfactorily with those matters. 16. The location is adjacent to a Grade II Listed Building and doubtless your Conservation Officer will have some comments on the appropriateness of the proposed design. The site is also within a Registered Park and Garden that is Grade II in addition to being within this Area of Outstanding Natural Beauty. Therefore, the challenge is to achieve a particularly high standard of design that also integrates with the landscape character.*

17. As the LVIA correctly identifies, policy PT26 of the AONB Management Plan is particularly relevant, and the AONB's Position Statement on Housing also helps in relation to the increased floor space that is normally acceptable. It appears that the proposed scheme, albeit a reduction from the earlier one, still exceeds the floor space threshold.

18. The Wessex Ridgeway is the nearest Public Right of Way and the LVIA helpfully addresses views, and perceptions of the site, from that route.

19. The proposed new annex is clearly two storeys, with a basement element. The link to the existing, Listed, building is shown as having a solid roof and recessed lighting within that roof. So long as that is the only lighting within that connecting passageway it is unlikely to conflict with dark night skies lighting criteria.

20. The main structure is still extremely rectilinear in form and profile. That rectilinear structure is emphasised, rather than softened, by the floor to ceiling glazed areas. All of those glazed areas have significant capacity to contribute to light pollution. The combination of those factors indicate that the current design jars and conflicts with the soft forms of the surrounding landscape. From an AONB perspective, the contrast between the proposed structures and the existing Listed Building is also too great.

21. The Landscape Plan as presented is too vague and lacking in detail to demonstrate that the concept scheme will help the proposed structures integrate with the landscape, and that that is achievable in a short period of time. A detailed landscape specification and plans,

together with the rerouting of the access, should be provided before you come to a decision on the application.

22. The AONB is, nevertheless, very concerned that despite the LVIA drawing attention to dark sky issues there is no lighting strategy and specification. There is no indication how light spill from the extensive floor to ceiling glazing would be controlled. Furthermore, the comments on external lighting are very generalised and lack specificity. Without details of the ways in which light pollution will be reduced from the existing situation and avoided in the new construction, the AONB will have to maintain an objection.

23. It is very disappointing that a number of issues raised previously have still not been adequately addressed. I hope they can now be given the attention needed and the AONB would, of course, be happy to comment on any further information you may receive. I hope these comments are helpful to you.

6. Publicity

Donhead St Andrew Parish Council - Objection

This is such an important site to the village as it is within a Registered Park and Garden that is Grade II listed in addition to being within an Area of Outstanding Natural Beauty and it is viewed from a popular, public right of way.

The Parish Council feels that the changes made in this application are not significant enough to address the issues raised in the initial application 20/11569/FUL.

The Parish Council appreciate that the application now benefits from a Landscape and Visual Impact Assessment which acknowledges the importance of the dark skies of the AONB but there is no lighting strategy and specification information and proposals on how these matters would be dealt with satisfactorily. This doesn't fulfil requirements detailed within Cranborne Chase AONB Management Plan.

It was still felt that the overall proposal to demolish the grade II listed buildings, replacing them with a large linear structure, that was not subservient to the existing grade II listed cottage, directly contravened the core policy 58 from the Wiltshire Core Strategy to "protect, conserve and where possible enhance the current historic environment". PCnlrs again referred to the Village Design Statement which states in part 3 Section 2 that "Conversions, extensions and alterations should be compatible in terms of scale, design and character with the existing and adjoining properties and use quality complimentary/matching materials and components.

Neighbour / Third party representations

The application was advertised by neighbour notification letters, newspaper advert and the posting of a site notice outside the site. The proposal has generated 2 letters of support and no letters of objections.

7. Planning Considerations

- Principle of development

- Scale, siting, design, impact on the heritage assets (listed building and the registered park and garden) and the wider landscape within the AONB
- Impact on amenity
- Highways
- Ecology
- Flood risk

8. Assessment

Principle of development

In general, the proposed development at the site is considered acceptable in principle, provided the development is appropriate in terms of its scale, siting and design to its context, and provided other interests including the impact on the landscape character of the area and heritage assets, amenity, highways, ecology, flood risk are addressed.

Regards the annexe works, saved policy H33 states that:

Proposals to create separate units of accommodation for dependant persons will be permitted provided that either:

- i) *The accommodation is created wholly or partly within the existing dwelling or takes the form of an extension to that dwelling;*
- ii) *The design and internal arrangement of the proposed unit of accommodation would allow it to be re-absorbed into the main dwelling when it is no longer required to house a dependant person; and*
- iii) *Where an extension is proposed, its setting and design is acceptable and the remaining external space around the building is adequate, or*
- iv) *The accommodation is created as a result of a conversion of an existing building within the curtilage of the main dwelling; and*
- v) *Is subject to a restrictive occupancy condition..that the ancillary accommodation will not be let or sold separately from the main dwelling*

On the face of it, the proposed new annexe building does not therefore seem to comply neatly with policy H33 in that it is a new large building not a conversion, and not intended for a “dependant person”.

However, the proposal is somewhat unusual as the dwelling already benefits from large annexe accommodation within the existing separate outbuildings. The existing accommodation layout is as shown below, and includes 4 bedrooms, two bathrooms, and a kitchen, as well as a large reception area and storage areas. Whilst the new annexe would have accommodation on two floors, together with a small basement area, the overall massing of the final building is not dissimilar to that of the existing outbuildings.



Existing layout of annexe

Further, the new annexe does link with the main house, whereas the existing annexe is a separate building. The existing annexe accommodation appears to have been in place for at least 20 years or more (it is mentioned in passing in officer reports for the early 2000's applications listed above), and it appears that the accommodation may not be the subject of any planning restrictions.

Thus the new building tends to comply with the aim of H33 that the annexe should be an extension of the main house that could be re-absorbed, thus essentially addressing criterion i,ii,iii above. A suitably restrictive condition can be imposed on the accommodation to satisfy criterion v). Consequently, unless potential harm can be identified resulting from the new building compared to the existing building, the proposal would appear to essentially address the main aims of H33, and a refusal may be difficult to justify, particular if a benefit of consent is to impose a restrictive use condition on the accommodation.

Scale, siting, design, impact on the heritage assets (listed building and the registered park and garden) and the wider landscape within the AONB

Core Policy CP51 states development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures.

Core Policy CP57 states a high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complimentary to the locality.

Core Policy CP58 states that designation of a conservation area or listed building does not preclude the possibility of new development. In considering applications for new development, the council will seek to ensure that the form, scale, design, and materials of new buildings are complementary to the historic context.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant listed building consent for any works the local planning authority [or the Secretary of State] shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

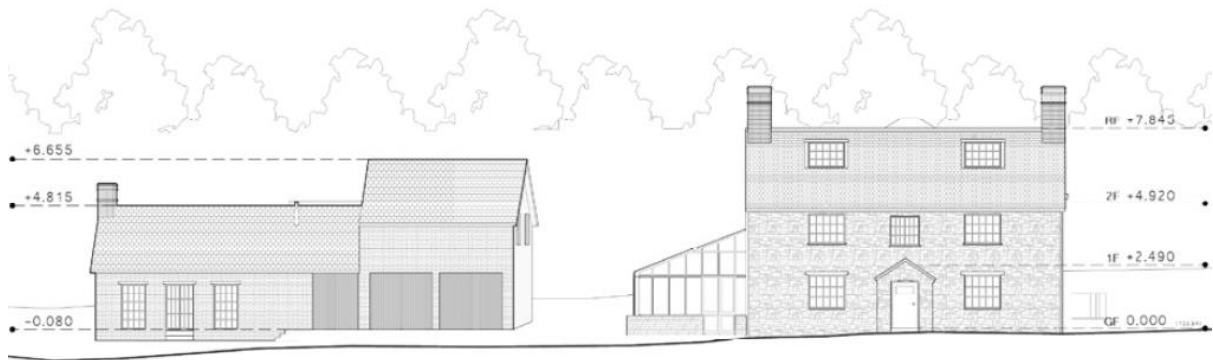
Section 66 & 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires 'special regard' to be given to the desirability of preserving a listed building or its setting.

The main cottage is Grade 2 listed. The listing description is below:

Detached cottage. Late C17, altered mid C19. Dressed limestone, Welsh slate roof, gable end brick stacks. Integral outshut. Two-storey, 3-window west front. Central gabled porch with Tudor-arched opening and coped verge, planked door, 15-pane sash either side. First floor has 3-light casement either side of 2-light casement. Coped verges. Right return has single-light and 2-light casements. Left return has C20 conservatory attached to ground floor, 2-light casement to first floor. Rear has planked door with 3-light casement either side. Interior has open fireplace with timber lintel, reused beams, grey marble fireplace in drawing room. Former keeper's cottage for Wardour Estate, in isolated position.

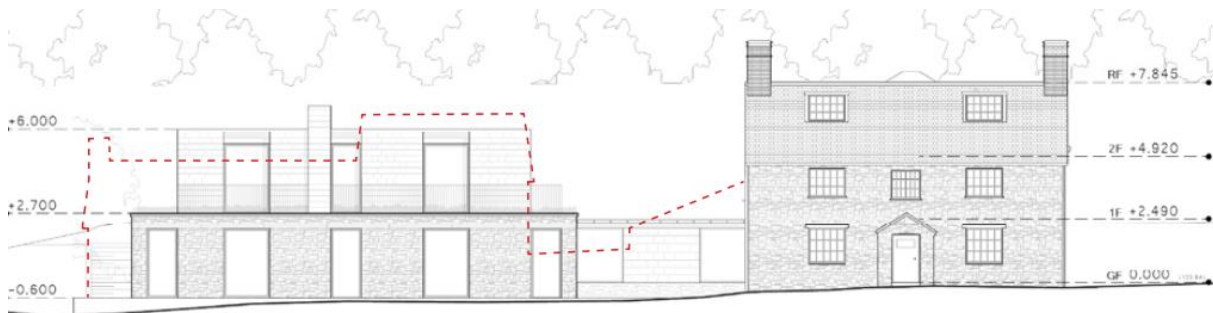
The applications propose the demolition of the existing outbuilding which is constructed with red brick and red clay tiles and the erection of a replacement structure. There is no reference to this outbuilding in the above listed description, so it is assumed that the building is not listed in its own right, but is curtilage listed.

The existing outbuilding is set away at an angle to the main dwelling and is formed of two sections: a two-storey section providing storage on the ground floor and accommodation above and an adjacent single storey section. The existing outbuilding is noted to provide 4no bedrooms, 2no bathrooms, living accommodation and storage.



Existing Southwest front Elevation/Section

Following removal of the existing annexe outbuilding, the ground would be regraded and be approximately 0.6m lower than the existing. The proposed replacement main structure would be set closer to the main dwelling and would have a comparable overall building height as shown in the overlay outlined in the proposed section below.



Proposed Southwest front Elevation/Section

The existing conservatory sited on the northwest elevation of the main dwelling would be removed. A 3m wide link along the northeast elevation is proposed which would extend 6.5m from the northwest elevation connecting to the southeast elevation of the replacement structure.

The replacement two storey structure would be formed of two rectangular sections. It would be constructed using local limestone to match the main listed dwelling. The ground floor would be clad in Greenstone Rubble, dressed to match the cottage and the first floor would be clad in Greenstone Ashlar, with a sawn and rubbed finish. A “green” roof is proposed. The roof of the single storey link would be covered in zinc. Proposed materials are detailed on the plans.



Proposed Southwest front Elevation

Other works

Regards the main dwelling itself, a new doorway would be formed at ground floor level from the dining room to link to the single storey linkway to the annexe. This structure would be attached to the rear of part of the listed building.

In addition to the proposed replacement annexe, a section of land forming the parking area to the rear of the existing outbuilding would be regraded and enlarged with ground levels proposed to be raised, together with minor adjustment to the existing driveway route.

In having special regard to the desirability of preserving and enhancing the appearance and character of the Listed Building and the impact on the registered park and garden, the Conservation Officer does not raise an objection. Historic England have been consulted for their views on the impact on the registered park and garden, however they have returned a no comment response. In the absence of any strong objection from Historic England or WC Conservation, the proposal is considered acceptable with regards heritage impacts.

The site is within a highly sensitive landscape setting, within the Cranborne Chase AONB and a Registered Park and Garden. Notwithstanding the acceptability of the scheme from a heritage perspective, the proposal has generated landscape objections from both WC landscape and The Cranborne Chase AONB.

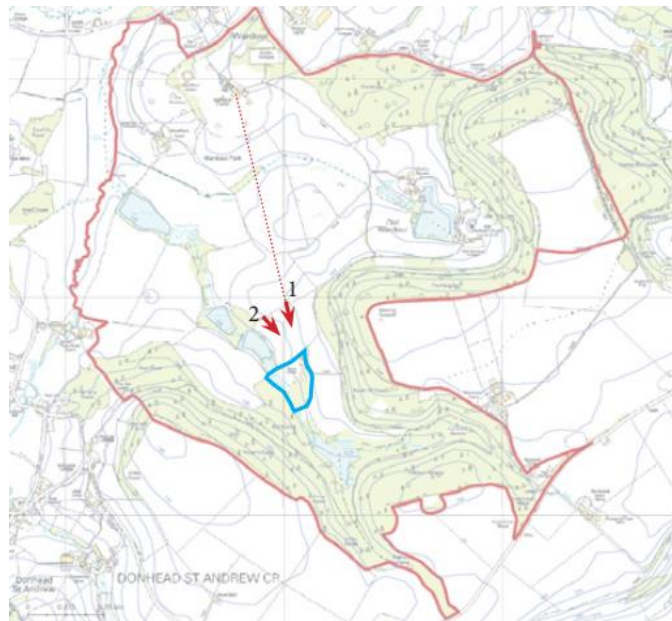
Comments from WC Landscape predominately relate to there being insufficient information to form a view on the proposals. The applicant's agent disagrees with this conclusion and has requested the current application to proceed to determination based on what has been submitted. The applicant has submitted detailed drawings, sections and elevations and indicative landscaping plans. Most importantly from a landscape impact perspective, the application is also accompanied by a Landscape and Visual Impact Assessment undertaken by a chartered landscape architect in accordance with best practice. National and local list requirements have been fully met.

Planning Practice Guidance advises that *information requested with a particular planning application must be:*

- *reasonable having regard, in particular, to the nature and scale of the proposed development; and*
- *about a matter which it is reasonable to think will be a material consideration in the determination of the application.*

The sensitivity of the site is fully appreciated however it is concluded that it not reasonable to require the applicant to provide a comprehensive landscaping scheme (in addition to the large volume of information and plans already submitted) for this householder planning application. In officers opinion, sufficient information has been submitted to enable a conclusion to be reached as to the acceptability of the proposals from a landscape perspective, particularly given the Conservation Officers opposing view that the scheme would not have an impact on the registered park and garden.

In terms of long-range views from New Wardour looking southwards (View 1 in the map below), the existing two storey outbuilding is not visible in this long-range. Due to the topography, the proposal will therefore also not be visible in this view, as the roof level is approximately half a metre lower than the existing annexe's ridge line.



The existing cottage and annexe are however clearly visible from the footpath beyond the northern boundary (from View 2 as shown in the map above with the application site outlined in blue).

The footpath in question is shown in purple on the following plan (labelled DSTA7) with the application site at the bottom of the map.



The case officer walked the length of this footpath at the end of February 2022 at a time of the year when trees and vegetation are at their sparsest to assist in assessing the visual impact of the proposals.

The top image below shows the existing buildings and overlaid on the middle image it shows the massing of the existing buildings. The bottom image shows the massing of the proposals when viewed from a point on this footpath which assists in giving an indication the impact the proposals would have.



Images from applicants landscape assessment

The proposal is rectilinear in form and profile. It is simply designed and does not seek to compete or replicate the main building but instead appear as a modern, distinct element which would be attached by a discrete link. Extending historic and listed buildings in this contemporary architectural way is not uncommon. It would appear very different from the current arrangement however the fact it would be different does not necessarily mean it would be harmful.

The proposals will be visible in views from certain parts of the footpath. The applicant is however proposing to plant a row of trees between the northern elevation and the existing boundary hedgerow (which is being retained). Whilst the exact positions have not been specified, they are shown in the submitted indicative landscaping plans and site plan. The agreement, implementation and management of a suitable landscaping scheme can be

secured by condition. As time progresses and the new trees grow and establish, the development will become significantly less visible when viewed from the footpath.

Concerns have also been raised, particularly from the Parish Council and the Cranborne Chase AONB about light pollution and that the development is likely to prejudice the AONB's dark skies initiative.

Taking account of the existing cottage and annexe, it is estimated that the amount of glazing is approximately 101sqm. As a result of the proposals the amount of glazing in total would be approximately 112.5 sqm thus resulting in a modest increase of 11% in glazed area from the existing situation.

The design has taken account the impact which lighting would have. For example, the lighting in the connecting link is designed to minimise light spill by incorporating warm-white narrow angled downlights placed centrally.

Whilst there would be a modest increase in the amount of glazing, it is not considered that refusal of the application for this reason could realistically be sustained.

No external lighting is proposed to the stepped walkway from the carpark along the northern boundary. Lighting to the carpark and pedestrian access elsewhere will be fully shielded and operated by movement sensors to minimise glare and light spill. Furthermore, a pre-commencement condition requiring a detailed external lighting plan can ensure that the Local Planning Authority has control over the final scheme and that lighting is kept to the absolute minimum.

It is clear from the comments from the various consultees that there is a differing of opinions with regards to the acceptability of the current proposals. Taking account of all the comments which have been raised, the case officer concludes that whilst the proposals would result in a very different appearance from the current arrangement, the development would not be harmful. The Conservation Officer has concluded that the existing building which is to be demolished has low significance. Removal of the conservatory from the main dwelling is also welcomed as it is an unsympathetic modern addition and demolishing it will better reveal the main historic cottage. The development would result in a high-quality architectural addition which would complement its setting and enhance local distinctiveness. It is an appropriately scaled and designed addition in this very sensitive setting. Furthermore, several planning conditions are proposed relating to matters such as landscaping and lighting to ensure the development sensitively integrates into its surroundings. It is concluded that the development would not harm the distinctive landscape qualities of the area.

Impact on amenity

Core Policy CP57 requires that development should ensure the impact on the amenities of existing occupants is acceptable and ensuring that appropriate levels of amenity are achievable within the development itself, and the NPPF (paragraph 130f) states that planning decisions should 'create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.'

It is considered that the proposals accord with the requirements of CP57. Given the setting and resultant separation distances, the proposals would not give rise to undue harm to the nearest residential properties.

Highways

Core policy CP57 ix. states that proposals should ensure that the public realm, including new roads and other rights of way, are designed to create places of character which are legible, safe and accessible.

WC Highways have been consulted and do not raise an objection. The proposal is not considered to impact on highway safety.

Ecology

Core policy CP50 of the Wiltshire Core Strategy and the National Planning Policy Framework requires that the planning authority ensures protection of important habitats and species in relation to development and seeks enhancement for the benefit of biodiversity through the planning system.

An Arboricultural Method Statement and Ecological Appraisal have been submitted for consideration. The development would not result in the loss of any important trees and new tree planting is proposed as part of the application which can be secured by conditions.

The submitted Protected Species Report has been undertaken by an ecology and sustainability consultancy.

A maternity soprano pipistrelle roost was present within the main house, and a satellite roost present within the annexe. A feeding roost/resting place for serotine bats was also recorded on the wisteria to the west of the main house on one visit. The hedgerow and connected landscape close to the existing annexe was also found to support several species of bat.

A bat mitigation licence will be required for works to proceed. The construction of the new structure will avoid disturbance to the maternity roost within the cottage, and the new annexe will provide replacement roosting habitat to ensure the satellite roost is not lost and that the soprano pipistrelle bat roosts will remain at a favourable conservation status.

The dark corridor along the northern boundary is preserved in the proposed scheme and the applicant has taken measures to ensure there is no increase in light levels along the existing hedgerow on the northern boundary (these measures are detailed in section 5. Consultation responses of this report under the part titled 'WC Ecology'). The case officer considers that the measures put forward by the applicant are acceptable and subject to the imposition of conditions, it is concluded that the development would not have a harmful impact on ecology. In officers view, even if there were to be minimal harm to a short section of existing hedging along side the development, this would be unlikely to require a full scale appropriate assessment of the impacts of the works on the Chilmark Quarry SAC.

However, a response from WC Ecology is awaited and any further comments will be reported to the Planning Committee.

Flood Risk

The site does not lie within a Flood Zone 2/3 however it does lie within a Flood Zone 1 and a review of the Council's mapping data indicates that the site would require the submission of a Flood Risk Assessment due to the risk of ground and surface water flooding.

A Flood risk assessment has been submitted which demonstrates the location of the dwelling and annexe are away from the surface water risk area and as such the level of flood risk would be low. Flooding mitigation would not be required in this instance.

Conclusion (The Planning Balance)

The dwelling already benefits from a separate annexe building which has significant accommodation within it. This proposal relates mainly to the replacement of that existing annexe building with an annexe of more contemporary design, including a new single storey link with the main house. The replacement annexe accommodation is considered to be acceptable in principle.

Whilst this new annexe building would result in the loss of the existing annexe building, it is considered that this existing building, being much altered, has a low heritage significance. Additionally, the proposed annexe building, although contemporary in design, is considered to preserve the setting of the main listed house.

It is clear from the comments from the various consultees that there is a differing of opinions with regards to the acceptability of the current proposals particularly regarding landscape impact and on the registered park and garden. Taking account of the comments which have been raised by the various consultees, and the additional landscaping and mitigation proposed, it is concluded that whilst the proposals would result in a very different visual appearance from the current arrangement, the development would not be harmful. The development would result in a high-quality architectural addition which would complement its setting and enhance local distinctiveness. It is an appropriately scaled and designed addition in this very sensitive setting. Furthermore, several conditions are proposed relating to matters such as landscaping and lighting to ensure the development sensitively integrates into its surroundings. As a result, it is considered that the proposals would cause less than substantial harm, and that there would be some public benefit to controlling the use of the annexe.

Other associated works to enlarge the existing car parking and adjust the driveway are considered to have no significant impact on the wider area of the registered park and garden, or on the character or setting of the listed building. Similarly, works to the main house to include a doorway and linkage to the new annexe is not considered to have a significant impact on the character or setting of the listed building. No harm results from these other changes in officers view.

The proposed development accords with the aims of saved policies H33, C24, H31, and core policies 57 & 58 of the Wiltshire Core Strategy and the aims of the NPPF. Therefore, the Local Planning Authority considers that planning permission and listed building consent should be granted.

Regards the biodiversity issues raised by policy CP50 and the ecologist, officers consider that the additional bat mitigation and proposed planting addresses the concerns, and that any harm that might result from the works proposed on the protected species is unlikely to be significant, and may result in an improvement in habitat in the longer term.

RECOMMENDATION FOR PL/2021/08150 (planning application): Subject to any further comments from WC Ecology, then APPROVE 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) The development hereby permitted shall be carried out in accordance with the following approved plans:

1214_001 (Location Plan) dated 18/12/20
1214_003-revE (Proposed Site Plan) dated 10/03/22
1214_P010 (Demolition Plan) dated 18/12/20
1214_P110-revA (Proposed Basement Plan) dated 02/07/21
1214_P111-revD (Proposed Ground Floor Plan) dated 13/07/21
1214_P112-revC (Proposed First Floor Plan) dated 13/07/21
1214_P113-revA (Proposed Roof Plan) dated 13/07/21
1214_P300-revE (Proposed Elevations AA – Annexe and house west elevation) dated 11/02/22
1214_P301-revC (Proposed Elevations BB – Annexe and house south elevation) dated 13/07/21
1214_P302-revD (Proposed Elevations CC – Proposed east (whole) elevation including house and link to annexe) dated 13/07/21
1214_P303-revB (Proposed Elevations DD – Proposed east (part hidden) elevations of house and annexe) dated 13/07/21
1214_P304-revC (Proposed Elevations EE – Proposed north side elevations of house and link to annexe) dated 13/07/21
1214_P305-revE (Proposed Elevations FF – Proposed north east side elevations of house and annexe) dated 11/02/22
1214_400-revB (Existing and Proposed Site Section AA – north elevation) dated 21/07/21
1214_401-revC (Existing and Proposed Site Section BB – front view of house and annexe) dated 21/07/21
638-P-00-100 P02 (Proposed Landscape Plan) dated 12/07/21
638-S-AA-101 P02 (Proposed General Arrangement AA – west elevation of house and annexe) dated 08/07/21
638-S-BB-102 P02 (Proposed General Arrangement BB – north side elevation of house and link) dated 12/07/21
638-S-CC-103 P02 (Proposed General Arrangement CC – north side elevation of house and annexe) dated 12/07/21

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

- 3) No external lighting shall be installed on-site until plans showing the type of light appliance, the height and position of fitting, illumination levels and light spillage in accordance with the appropriate Environmental Zone standards set out by the Institution of Lighting Professionals in their publication “The Reduction of Obtrusive

Light” Guidance Note 01/21 (reference GN01/21), have been submitted to and approved in writing by the Local Planning Authority. The approved lighting shall be installed and shall be maintained in accordance with the approved details and no additional external lighting shall be installed.

REASON: In the interests of the amenities of the area and to minimise unnecessary light spillage above and outside the development site.

- 4) No development shall commence on site until a scheme of hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority, the details of which shall include:-

- location and current canopy spread of all existing trees and hedgerows on the land;
- full details of any to be retained, together with measures for their protection in the course of development;
- a detailed planting specification showing all plant species, supply and planting sizes and planting densities;
- finished levels and contours;
- means of enclosure;
- car park layouts;
- other vehicle and pedestrian access and circulation areas;
- all hard and soft surfacing materials;
- minor artefacts and structures (e.g. furniture, play equipment, refuse and other storage units, signs, lighting etc);
- proposed and existing functional services above and below ground (e.g. drainage, power, communications, cables, pipelines etc indicating lines, manholes, supports etc);
- retained historic landscape features and proposed restoration, where relevant.

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

- 5) 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 annexe 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.

- 6) The mitigation measures detailed in the approved Protected Species Report (1372.01 rep 01 KC.docx dated 19/07/2021) and shown on the approved plans shall be carried out in full prior to the first bringing into use/occupation of the development.

REASON: To mitigate against the loss of existing biodiversity and nature habitats.

- 7) All works shall be carried out in strict accordance with the approved Arboricultural Method Statement (AMS) from Woodland & Countryside Management Ltd dated 19/07/2021.

REASON: In order that the Local Planning Authority may be satisfied that the trees to be retained on and adjacent to the site will not be damaged during the construction works and to ensure that as far as possible the work is carried out in accordance with current best practice and section 197 of the Town & Country Planning Act 1990.

- 8) The new replacement annexe building hereby permitted shall not be occupied at any time other than for purposes ancillary to the residential use of the main dwelling, known as Pond Close Cottage and it shall remain within the same planning unit as the main dwelling.

REASON: The additional accommodation is sited in a position where the Local Planning Authority, having regard to the reasonable standards of residential amenity, access, and planning policies pertaining to the area, would not permit a wholly separate dwelling.

Informatives

- 1) Any alterations to the approved plans, brought about by compliance with Building Regulations or any other reason must first be agreed in writing with the Local Planning Authority before commencement of work.
- 2) The applicant is reminded that this planning permission must be read in conjunction with listed building consent PL/2021/08151.

AND

RECOMMENDATION FOR PL/2021/08151 (listed building): APPROVE subject to the following conditions:

- 1) The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

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

1214_001 (Location Plan) dated 18/12/20
1214_003-revE (Proposed Site Plan) dated 10/03/22
1214_P010 (Demolition Plan) dated 18/12/20
1214_P110-revA (Proposed Basement Plan) dated 02/07/21
1214_P111-revD (Proposed Ground Floor Plan) dated 13/07/21
1214_P112-revC (Proposed First Floor Plan) dated 13/07/21
1214_P113-revA (Proposed Roof Plan) dated 13/07/21
1214_P300-revE (Proposed Elevations AA – Annexe and house west elevation) dated 11/02/22
1214_P301-revC (Proposed Elevations BB – Annexe and house south elevation) dated 13/07/21

1214_P302-revD (Proposed Elevations CC – Proposed east (whole) elevation including house and link to annexe) dated 13/07/21
1214_P303-revB (Proposed Elevations DD – Proposed east (part hidden) elevations of house and annexe) dated 13/07/21
1214_P304-revC (Proposed Elevations EE – Proposed north side elevations of house and link to annexe) dated 13/07/21
1214_P305-revE (Proposed Elevations FF – Proposed north east side elevations of house and annexe) dated 11/02/22
1214_400-revB (Existing and Proposed Site Section AA – north elevation) dated 21/07/21
1214_401-revC (Existing and Proposed Site Section BB – front view of house and annexe) dated 21/07/21
638-P-00-100 P02 (Proposed Landscape Plan) dated 12/07/21
638-S-AA-101 P02 (Proposed General Arrangement AA – west elevation of house and annexe) dated 08/07/21
638-S-BB-102 P02 (Proposed General Arrangement BB – north side elevation of house and link) dated 12/07/21
638-S-CC-103 P02 (Proposed General Arrangement CC – north side elevation of house and annexe) dated 12/07/21

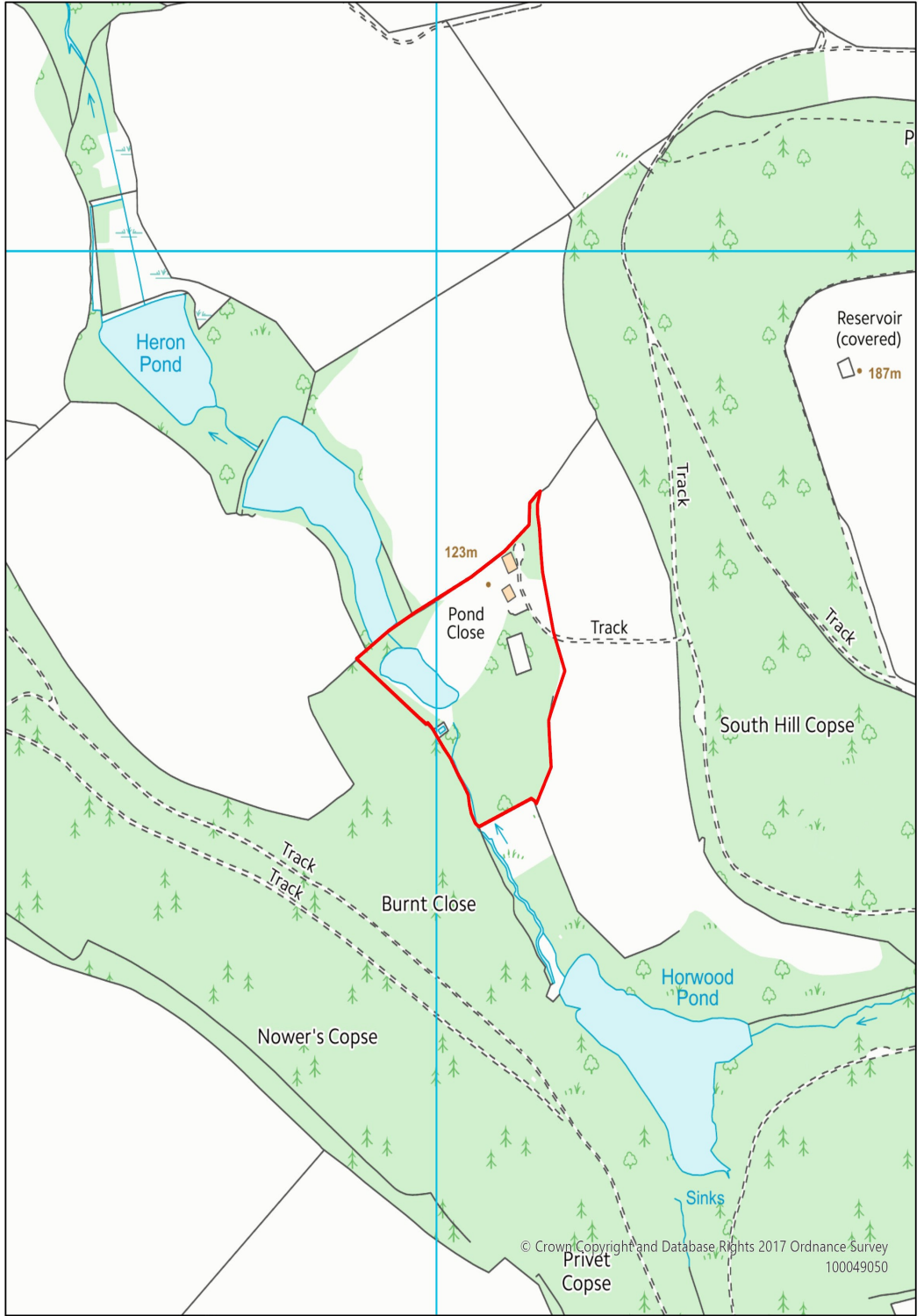
Informative

- 1) The applicant is reminded that this listed building consent must be read in conjunction with planning permission PL/2021/08150.

Wiltshire Council

PL/2021/08150 & PL/2021/08151

POND CLOSE COTTAGE,
ANSTY, SALISBURY, SP3 5PU



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