

Date of Meeting	14 June 2018
Application Number	17/12461/OUT
Site Address	Tottenham House & Estate, Grand Avenue, Savernake, Marlborough, Wiltshire, SN8 3BE
Proposal	Hybrid planning application: 'Full application' for change of use and some extension/alteration of Tottenham House and grounds to residential use (C3 use) from educational use (C2 residential institution) and ancillary leisure development, related staff accommodation, and associated landscape works; 'outline application' for outlying related family houses and further related staff accommodation.
Applicant	Elephant Construction Limited
Parish Councils	GREAT BEDWYN / BURBAGE
Electoral Division	BURBAGE AND THE BEDWYNS – Cllr Stuart Wheeler
Grid Ref	424982 163926
Type of application	Hybrid
Case Officer	Andrew Guest

Reason for the application being considered by Committee

The application is before the Committee because the proposal raises unusual issues in the context of 'normal' planning policies and material considerations. It is also a relatively high profile proposal with previous national media interest.

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 application be approved subject to a Section 106 agreement being first completed and conditions.

2. Report Summary

This is a 'hybrid' (part outline / part full) planning application to change the use of and partly alter/extend Tottenham House and its Old Stables to 'single family' residential use. In addition it is proposed to create a 'country estate' within the 417 ha grounds, including estate offices and maintenance buildings, stables and riding schools, shoot accommodation, staff accommodation, guest house, 'extended family' houses, pools, a Banqueting House, cricket pitch & pavilion, helicopter hangar, gates, lakes and follies. It is also proposed to restore the Tottenham Park Registered Park and Garden, including construction of estate roads and tracks.

The proposed operational development elements of the proposal are in various locations across the full application site, although notably in the 'Core Area' (that is, close to Tottenham House), and at the outlying 'Lower Barn' and 'Upper Wolfhall Farm' sites (where the extended family houses and some estate cottages (the outline elements of the whole), and kennels and a helicopter hangar are planned).

The site includes land within the Parishes of Great Bedwyn and Burbage. Great Bedwyn Parish Council and Burbage Parish Council have both commented on the application – giving caveated support. Nearby Savernake Parish Council offers caveated support. Nearby Marlborough Town Council supports the application.

Eighteen interested parties have made representations. These give caveated support to the principle although with some detailed objections.

3. Site Description

The application site covers some 417 ha of 'open countryside', located at the southern edge of the Savernake Forest. The entire application site and all surrounding land lie within the North Wessex Downs Area of Outstanding Natural Beauty.

For its larger part the application site forms part of the Tottenham House and Savernake Forest Registered Park and Garden (listed grade II*), comprising most of the landscaped parkland and 'pleasure grounds' elements of this extensive and wider asset. It includes 'Tottenham House' (a grade I listed large country house); its stable block, 'The Old Stables' (grade II* listed); and other close-by buildings and services in the core area including the 'Gardener's Cottage', the walled gardens and related buildings/remnants, ha-has, etc. (all listed by association with Tottenham House).

Within the wider application site there are other historic buildings and features relating to the Park including, a garden folly, the 'Octagon Pavilion' (grade II* listed); the deer park, the entrance drive (forming part of the longer 'Column Ride'), and other rides and gallops. There is also a Scheduled Ancient Monument (comprising below ground remains of Romano British kilns).



Tottenham House and The Old Stables

Also within the Registered Park and Garden element of the application site is an isolated contemporary agricultural barn at Lower Barn (to the south-east of Tottenham House), set amongst fields and visible from Tottenham House, and elsewhere a small private reservoir / tank. That part of the application site lying outside of the Registered Park and Garden (to the south of Tottenham House) supports fields and three further contemporary agricultural barns at Upper Wolfhall Farm, not visible from the house.

Tottenham House is now essentially uninhabitable and in a state of disrepair, having been vacant for a number of years (with the exception of a security team). The Old Stables and The Octagon Pavilion are in poor condition; as are the Gardener's Cottage and the walled gardens and other related structures and/or their remains. Tottenham House, The Old Stables and the Park & Garden appear on Historic England's 'Buildings at Risk' register, classified as "highly vulnerable".

4. Relevant history

Tottenham House stands at the centre of the once vast Tottenham Park estate. Its present appearance dates mainly from the nineteenth century when an earlier house on the site was remodelled and enlarged. Residential 'country house' use of the house effectively ended during / just after World War II (following partial military occupation) when, in 1946, the Hawtreys Preparatory School took up occupation. This continued until 1994, followed by further residential institutional use by the Amber Foundation up to 2005. Since then the house has been unoccupied, and is now essentially uninhabitable due to neglect and deterioration prior to purchase by the present owner in c. 2014. The associated buildings and structures have also deteriorated – notably The Old Stables are now in a dangerous state and vulnerable to collapse.

In 2006 planning permission and listed building consent was given for "*Creation of golf resort hotel at Tottenham House; including the conversion of Tottenham House and stable block; the construction of additional suites in the kitchen garden and the formation of an 18 hole golf course to the south east of Tottenham House*" (refs. K/50771/F & K/50777/LBC). The permission and consent were not implemented and have lapsed (in 2011). Renewal applications were withdrawn.

This was a significant planning permission allowing conversion and extension of Tottenham House and The Old Stables to include conference facilities, construction of 'guest suites' (x128) throughout the walled gardens, formation of an 18 hole golf course (with lakes) to the south of the house, related club house and other buildings, and three car parks for 379 vehicles. Although expired, the planning permission remains relatively recent and so significant weight must still be given to it in the consideration of alternative proposals.

In 2016 listed building consent was given for "*Repairs to stable block*". This has not been implemented, and expires in March 2019.

Since purchase by the current owner works have been carried out to Tottenham House and the immediate gardens to manage the deterioration of recent years.

5. Proposal

The proposal the subject of the current planning application is to essentially re-instate Tottenham House as a 'single-family residence' at the centre of a small country estate with all supporting infrastructure including staff, guest and extended family housing.

The application is in hybrid form – that is, partly for full planning permission and partly for outline planning permission.

The full elements of the application propose the following:

- 'Main House' – Tottenham House to be restored as the single-family residence with some contained staff accommodation, with full repair of historic fabric and some alteration/extension (notably replacement of the existing north wing and associated service accommodation) – “to accommodate the requirements of twenty-first century domestic living on a grand scale”.
- 'The Old Stables' / 'Stable Belt' (the Core Area close to Tottenham House) – stables restored as ancillary accommodation to Tottenham House with new subterranean corridor link. Gardeners Cottage repaired as estate office with linked 'shoot accommodation' (x4 flats). Walled gardens and related buildings restored/re-instated, including 'Gardeners Cottage'. New build to comprise – two standalone dwellings ('Pepper Pot Lodge' and 'Guest House'); further staff accommodation (x11 flats in standalone buildings (x2) and new stables); new stables and indoor/outdoor riding schools; other pool/tennis pavilions.
- Outlying development within Registered Park and Garden: Security lodge on Grand Avenue; security point & entrance gates on Column Ride; 'Octagon Pavilion' restored; cricket pavilion in West Park; lakes and 'eye catcher' structures (x3) in East Park; 'Banqueting House' – a new building to be erected on the ridgeline of the hill to the south-west of Tottenham House, where historically an original banqueting house once stood, and now the approximate location of a disused reservoir / water tank which once served the main house; and kennels and a helicopter hangar at Upper Wolfhall Farm.

The outline elements of the application propose the following:

- Lower Barn – outlying 'family houses' (x1) and staff accommodation (x2 estate cottages), with access through the estate and via Byway GBED15 / 'Roman Road' from Crofton.
- Upper Wolfhall Farm – outlying 'family houses' (x2), staff accommodation (x4 estate cottages), with access through the estate and via Footpath BURB40 / Bridleway GBED35 from Wolfhall.

A network of estate roads or tracks would be provided, linking the existing and proposed developments and to enable better management of the estate.

In support of the planning application there are various reports and plans. These include Historic Development and Analysis reports, Landscape & Visual Impact Assessments, Landscape Management Plan / Planting Principles / Tree Management Proposals, Ecological Assessment, Archaeological Desk Based Assessment, Environmental Review, Transport Statement, Flood Risk Assessment, Ground Water Supply Feasibility Study / Water Usage Report, Energy and Sustainability Statement, Listed Building reports (various), Design Brief (for outline elements), Requirement for Additional Estate Infrastructure and Secondary Accommodation document / Headline Economic Outputs, and a Planning Statement.

There is a separate concurrent application for Listed Building Consent which relates to proposed structural works / alterations / additions to the listed buildings only – reference 18/00195/LBC.

- Site Boundary
- Existing Buildings
- Proposed Buildings
- Site Contours
- Existing Trees
- Proposed Trees
- Roads/Tracks
- Proposed Footpath/Track
- Grass Ride
- Water Body

General Notes:

1. This masterplan is subject to planning and other constraints and is not a guarantee of construction. It is intended to provide a general impression of the proposed development.
2. Do not scale off drawings for planning purposes, use listed dimensions only.
3. All proposed buildings are shown in plan only.
4. Unless otherwise noted, all dimensions are given in metres and rounded to the nearest metre.
5. All proposed buildings are shown in plan only. All buildings are shown in plan only. All buildings are shown in plan only.
6. All areas shown are shown in plan only.

PROPOSED PLANNING:

397 PLG 200

Tottenham House & Estate
 Site Masterplan
 Proposed

Scale: 1:1000
 Date: 14/09/2023
 Drawn: G.H.1
 Checked: J.K.



- Key:**
- Principal Buildings**
 - 1: Main House & Servants' Quarters
 - 2: The Old Stables & Livery
 - 3: New Stables
 - 4: Indoor Riding School
 - 5: Outdoor Riding School
 - 6: Pool Pavilion
 - 7: Pool Pavilion
 - 8: Boat House
 - 9: Boat House
 - 10: Boat House
 - 11: Boat House
 - 12: Boat House
 - 13: Boat House
 - 14: Boat House
 - 15: Boat House
 - 16: Boat House
 - 17: Boat House
 - 18: Boat House
 - 19: Boat House
 - 20: Boat House
 - 21: Boat House
 - 22: Boat House
 - 23: Boat House
 - 24: Boat House
 - 25: Boat House
 - 26: Boat House
 - 27: Boat House
 - 28: Boat House
 - 29: Boat House
 - Other Buildings**
 - 30: Boat House
 - 31: Boat House
 - 32: Boat House
 - 33: Boat House
 - 34: Boat House
 - 35: Boat House
 - 36: Boat House
 - 37: Boat House
 - 38: Boat House
 - 39: Boat House
 - 40: Boat House
 - 41: Boat House
 - 42: Boat House
 - 43: Boat House
 - 44: Boat House
 - 45: Boat House
 - 46: Boat House

Tottenham House & Estate – Site Masterplan

6. Planning Policy and Guidance

Legislation (statutory duties) –

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 state that applications for planning permission shall be determined in accordance with the development plan unless material considerations indicate otherwise.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require that, in considering whether to grant planning permission for development affecting a listed building or its setting, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest which it possesses.

Separately, Section 85 of the Countryside and Rights of Way Act 2000 states that in exercising or performing any functions in relation to, or so as to affect, land in an area of outstanding natural beauty, a relevant public body shall have regard to the purpose of conserving and enhancing the natural beauty of the area of outstanding natural beauty.

Wiltshire Core Strategy (the development plan) –

Core Policy 1 – Settlement Strategy
Core Policy 2 – Delivery Strategy
Core Policy 3 – Infrastructure Requirements
Core Policy 18 – Spatial Strategy for Pewsey Community Area
Core Policy 50 – Biodiversity and Geodiversity
Core Policy 51 – Landscape
Core Policy 53 – Wiltshire's Canals
Core Policy 56 – Contaminated Land
Core Policy 57 – Ensuring High Quality Design & Place Shaping
Core Policy 58 – Ensuring the Conservation of the Historic Environment
Core Policy 64 – Demand Management
Core Policy 67 – Flood Risk
Core Policy 68 – Water Resources

Kennet Landscape Conservation Strategy – May 2005

National Planning Policy Framework (NPPF) –

Relevant paragraphs are set out in the 'Planning Issues' section of this report.

At the time of writing the Government has published for consultation a draft updated version of the National Planning Policy Framework. The emerging draft policies on issues relevant to this application are currently proposed to be retained in broadly the same form.

North Wessex Downs AONB Management Plan

Referred to in the 'Planning Issues' section of this report.

7. Consultations

Burbage Parish Council: Supports application subject to all construction traffic being required to approach from the A4 to the north thereby avoiding Durley, Stibb Green, Burbage High Street and its Conservation Area.

Great Bedwyn Parish Council: Mixed comments.

- *In favour of the change of use and plans for the restoration of Tottenham House and Stable Block.*
- *In favour of the many ancillary buildings proposed nearer to the main house and accessed via the Grand Avenue entrance. We feel that tight planning conditions should ensure that Tottenham House and Stable Block are restored before the ancillary residential buildings are built in order to mitigate the danger of the extra buildings being built without the main restoration work being completed.*
- *Planning conditions should ensure the whole estate is retained under single ownership and that there is no possibility of the new buildings being sold off separately.*
- *Traffic during the building phase – there should be a plan that makes sure all construction traffic is steered towards the main A4 rather than via congested villages and lanes.*
- *We are against the proposal for a cricket pitch and pavilion in the West Park. We note that this to be sited in a dip in the land; however we feel that the parkland to the west of the Durley road should be preserved without trackways or buildings. Column Ride should be preserved as a wide grassed ride.*
- *We question the proposed lay out of the new security gates on the main drive from the column to the house. Perhaps if the flanking pavilions could be moved further outwards and the railings extended it would protect this important vista particularly as appreciated from the Durley Road and the column beyond. It is also thought that the parking of security vehicles may blight this splendid approach to the house.*
- *We object to a park fence being erected following the St Katherine's to Durley footpath across to front of the Main House. This would introduce a line across the landscape that might eventually be fenced or walled and seriously detract from the integrity of the historic parkland design. Different grazing rotations will slowly introduce a meaningless element into the historic landscape. A fence of this kind cannot be justified in the interests of security as it easy to cross.*
- *We object to the substantial new developments at Upper Wolfhall and Lower Barn, Crofton and question the access plans for these additional properties. Extra traffic will be pushed onto a small local road. Vehicle access towards the main house is along small trackways and there will be inevitable pressure to both improve these estate tracks - which would then be detrimental to the historic park layout.*
- *We feel that the lapsed 1992 Upper Wolfhall Farm permission for a Dairy Unit and House is irrelevant. Farming planning constraints are different those applying to residential property.*
- *There is a footpath that evidently once connected Wolf Hall with Tottenham House. One end of this has been cut off over time (just below the proposed Banqueting House) and it is a now a dead end. We feel that a development at Upper Wolfhall will inevitable mean that this is cut off in the interests of security. The issue of this footpath should be addressed at this stage and perhaps an alternative recreational amenity be given to the public in return.*
- *We note the comments made by other consultees in relation to the Helicopter pad and hanger and it is easy to feel that this has been shifted into somebody else's back yard.*
- *We have no objection to the Banqueting House being re-instated however we are concerned that if this becomes a residence there may be pressure for change and further development on this very sensitive site.*

Savernake Parish Council: Mixed comments.

- *We have no objection to the proposals for the renovation of the listed buildings and structures within the application.*
- *We do however have significant concerns regarding the amount of new building which is proposed, and understand that the current owners are submitting this application with the intention of selling the Estate on with the benefit of planning and listed building consent, and that they are therefore trying to anticipate anything that a prospective buyer might want and are asking consent for everything, this provides potential for buildings to be erected and then sold away from the Estate in the future.*
- *The application refers to the various accesses to the Estate but all of these save the primary access, and that opposite the Grand Avenue which are both off Savernake Road, are poor and go through farms, an owner is not going to want to see his staff using the main drive so this means much of the traffic will be through, Wolfhall Farm or Crofton Farm, whilst rights of way exist, these are currently little used and any increase will adversely affect the adjacent homes and businesses.*
- *We object to the proposed Helipad at Upper Wolfhall Farm – if an owner wishes to use a helicopter he should have the noise and inconvenience close to their own property rather than place it on the edge of the Estate where it will inconvenience the neighbouring properties and the noise will also effect the existing dairy herd at Wolfhall Farm.*
- *We also object to the proposed new housing at Upper Wolfhall Farm, We believe there is an expired consent for an agricultural farmhouse on the site but 4 new cottages and two substantial houses is not acceptable, these are new properties in open countryside in clear breach of planning policy.*
- *It is very important that should any additional dwelling be allowed on the Estate, then the erection of any of these is subject to **all** the listed buildings being satisfactorily repaired prior to any new building be commenced.*
- *English Heritage, should inspect and agree that the repairs have been carried out in accordance with the listed building consent and to the required standard before consent is granted for any new buildings to be erected.*
- *It is very important that should any additional dwelling be allowed on the Estate, then the erection of any of these is subject to all the listed building being satisfactorily repaired prior to any new building be commenced, also any additional building must be ring fenced to the house and estate so that it cannot be sold or transferred away from the remainder of the current Estate.*

Marlborough Town Council (adjoining parish): Supports application.

WC Highways: no objection.

WC Conservation: no objection.

The following comments address issues from the point of view of the built historic environment.

Site: the application relates to Tottenham House and the associated listed and curtilage listed buildings and structures within the current estate. The property is a country house estate located a few miles to the south-east of Marlborough and lying between the villages of Great Bedwyn (to the NE) and Burbage (to the SW). Originally a much larger estate, the current land holding covers an area of around 400 hectares centred on the Grade I listed Tottenham House.

Historically the estate was part of Savernake Forest, a royal hunting forest with a documented history from the 11th century. From the 15th century the estate was owned by the Seymour family of Wolfhall (to the south of the estate) who had a hunting lodge in the location of the current Tottenham House. The estate was inherited by the Bruce family in 1714 and Charles Bruce enlisted his brother-in-law, Lord Burlington, to design a new house and grounds in the Palladian style on the site of the hunting lodge, which had become the favoured location for the

main family home in place of Wolfhall. Burlington's landscape was modified through the 18th century to accord with fashion by Lancelot 'Capability' Brown, working with the estate steward Charles Bill.

At the beginning of the 19th century Charles Brudenell-Bruce inherited the estate and the title regained by his father (becoming 1st Marquess of Ailesbury) and embarked on a grand remodelling of the house. Through the mid 19th century the father and son architects, Thomas Cundy the Elder and Younger, were responsible for the construction of a prominent stable block and the alteration and substantial extension of Burlington's brick house which was re-clad in stone. The fortunes of the family had begun to decline by the later 19th century and the final phases of the works were not executed to the same standard at which the works commenced. It is this house which remains largely extant today.

At the centre of the estate, Tottenham House is listed at Grade I, reflecting its position amongst the nation's most valued buildings of architectural and historic interest. The Stable Block is listed at Grade II* and the Octagon Pavilion, an eye-catcher remaining from Lord Burlington's landscape, is also listed at II*. As part of the wider Savernake Estate, Tottenham Park and Pleasure Grounds are a designated landscape, included on the National Heritage List as a registered Park and Garden at Grade II*.

During the 20th century, in common with many historic estates in the country, the estate gradually declined into poor condition. A large part of the estate was transferred to the Forestry Commission in 1939 and the remainder suffered a lack of management. The house was partially requisitioned by the army during the war and subsequently occupied by a preparatory school until the 1990s when it was briefly home to a charity helping homeless and unemployed young people. The house suffered from a lack of investment and the neglect of routine maintenance, particularly following the removal of Hawtreys School. By the time the current owner purchased the estate in 2015 the house, associated buildings and surrounding estate were uniformly in extremely poor condition. The registered Park and Garden, house and stable block are all included on Historic England's Heritage at Risk register, as is a scheduled roman kiln site immediately to the south-east of the house. Whilst works have recently been carried out to stabilise the condition of the house, the stable block is in a perilous state with large areas of the roof and first floor collapsed. Built features within the Park, including the ha-ha and walled garden are in a similar state of dereliction.

Proposals: the application proposes the repair and development of the estate to support an intended purchase as a single family home. The works proposed centre on the major repairs, in some areas amounting to substantial reconstruction, required to bring the house and associated buildings and structures (including curtilage listed garden buildings and structures) back into a good state of repair to house family, staff and functions associated with the running of the estate.

In the area of the north quadrant of the main house former service areas are proposed for partial demolition and replacement with new service accommodation, a basement garage, energy plant, access from the north and an underground link to the stable block. The old Stable Block is proposed for repair and reinstatement to house leisure uses.

In addition, new development is proposed around the estate to accommodate the perceived functional and leisure requirements of a high status family unit to create a self-contained 'estate', albeit at a much smaller scale than the historic estate. Various new buildings are proposed in the central area around and within the former walled gardens and old Stable Block. These include new stables and indoor riding school, staff and guest accommodation, greenhouses and grounds maintenance buildings. Elsewhere, security points or cottages intended to provide security are proposed on the incoming routes. At the top of Tottenham Ridge to the south of the house, in the location of Burlington's banqueting house, it is proposed

to construct a new building to reintroduce an eyecatcher on this main axis from the house. Within the East Park it is proposed to introduce a new lake, intended to be in the 'Brownian' style. In the West Park, on the opposite side of Durley Road, there is provision for the creation of a cricket pitch and pavilion.

In addition, the application includes outline proposals for three new family houses and six estate cottages towards the outskirts of the current estate, at Lower Barn and Upper Wolfhall Farm.

The planning application is accompanied by a listed building consent application which centres on the detailed proposals for the repairs to the house, stable block, Octagon Pavilion and associated curtilage listed buildings and structures. Internally in the house, relatively minor changes to the layout are proposed to reverse changes which accompanied the former institutional uses and to accommodate the perceived requirements of 'modern family living' on a grand scale including the installation of lifts and the excavation of a basement under the conservatory to service a proposed formal banqueting room in the orangery and the excavation of a swimming pool in the north range at basement level in an area used by the school as a gymnasium.

The proposals have been subject of a long period of discussion and negotiation with the Council, Historic England and other interested parties.

Policy: from the point of view of the historic environment, the primary consideration will be the duty placed on the Council under section 66 of the Planning (Listed Building and Conservation Areas) Act, to 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.

The National Planning Policy Framework (NPPF) outlines government policy, including its policy in respect of the historic environment (Section 12). The policy requires that great weight be given to the conservation of heritage assets (para 132) and advises a balanced approach with the public benefits which may result from proposals being weighed against any harm caused (paragraph 134). National Planning Practice Guidance provides guidance on interpreting the NPPF.

Historic England Advice Note 2 – Making changes to Heritage assets illustrates the application of policies set out in the NPPF in determining applications for PP and LBC.

The Council's Core Strategy Policy CP58 'Ensuring the conservation of the historic environment' requires that "designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance."

Assessment: the proposals have been subject of a long period of discussion between the owner's team, the Council and Historic England and a number of changes have been made to limit the impact of the works and respond to suggestions made. A very high standard of information and record is provided to support the application.

These highly valued heritage assets are currently in an extremely poor state of repair and a very substantial level of investment will be required to bring them back into a good state of repair. A high standard of supporting information has been provided to accompany the associated listed building consent to inform proposals for repair which are largely in like for like manner using traditional techniques and materials. There is a commitment to retaining the maximum of historic fabric and necessary structural interventions during the repairs and are largely sensitively designed to limit their impact. Proposals for the repair of the listed and curtilage listed structures and their return to beneficial use which can hopefully ensure their future maintenance in good condition are welcomed.

Proposals for additional development within the estate are put forward under the premise that additional development is required to support the long term use of the estate within single family ownership. The proposals are based on analysis of the 'requirements' of other comparatively high status property units within the country. The argument is that the proposals represent the minimum amount of supporting development required to attract a future owner prepared to make the level of investment which will be involved in repairing and restoring the house, associated buildings and structures and the area of the registered park within the estate to good condition such that it can be removed from the National Heritage List. From a conservation perspective the test will be whether the proposals result in harm to the significance of heritage assets which is of such a level that it will not be outweighed by the significant benefits of bringing the estate back into good order.

To consider the works which require planning permission in turn:

Main house - proposals for the remodelling of the north quadrant are significant. However, it is acknowledged that this area, one of the last to be completed and apparently to inferior standards due to reduced financial circumstances, is generally in both a poorer state of repair and of lesser historic and architectural interest in comparison with other areas of the building. As a result, alterations here will have a lesser impact on the overall special interest of the building than they would in other, more sensitive, areas and it makes sense that the requirements which attract the greatest level of change (such as the need to accommodate parking/plant etc. are located here). For similar reasons this area was granted consent under the previous golf course/hotel proposals for conversion/alteration to form a conference centre.

Overall, subject to final details, it is considered that the proposals are capable of achieving the restoration and conservation of the house without unacceptable harm to its historic fabric or character.

New development and reconstruction in the 'core area' within and around the walled garden and stable block – proposals include restoration and reinstatement of the surrounding walls and reuse of the walled garden. Within the garden, buildings will be reinstated against the walls in the historic locations where similar structures were located and the intention is that the southern part of the gardens be returned to productive horticultural use to support the estate. The northern sector will be subject to a greater level of change with a number of new buildings introduced. An area adjacent to the east wall will be given over to estate maintenance requirements, accessed from a new entrance, and the remainder provides the location for a new 'Guest house' and leisure uses including tennis courts and a swimming pool and associated plant and facilities.

Against the walls outside the garden, the proposed reinstatement of the former maintenance buildings against the walls to the exterior of the garden is uncontroversial. There is less evidence to support the detailed design of the interior buildings, which are largely collapsed and other buildings are new introductions. The new orangery and proposed Guest House are of definitely more formal design than historic structures in this location. However, the use of the walled garden will be perpetuated and the overall character and form of the area will remain legible and, taking into account planning history attached to the site (previous golf course proposals included allowance for construction of 128 units of accommodation within the walled garden), the proposals are considered to provide an appropriate balance between conservation and the need to provide a viable use to secure the future maintenance of the area.

Outside the walled garden is the 'slips' area which was originally the site of the Home Farm before its removal to Warren Farm and the relocation of the walled garden from the east side of the house. Here, the repair and conversion of the former estate stewards house (more recently known as 'Gardeners Cottage') to serve as the estate office is welcomed. Proposed new flanking wings, attached via walling, to house staff and shoot accommodation will be at a lower

level towards the walled garden and should thereby avoid the tendency to dominate the setting of the existing building.

A number of large new structures are also proposed in this vicinity, including a new stable block, indoor riding school and outdoor manège and a new staff accommodation block. I have some reservations about the scale of the new buildings and the encroachment into the park of the paddocks, fencing and the manège. However, the visual impact of the buildings is proposed to be mitigated by maintenance and strengthening of the existing tree belts and by hedgerow planting around the manège. In addition the lie of the land means that the area occupied by these proposed features is just over the brow of the hill and has a limited visual impact in key views from the main approach to the house and a reduced impact from the footpath across the west Home Park. Even so, there will be a level of change and a loss of openness within the park which will cause a degree of harm.

Around the estate –

Proposals to introduce security in the form of lodges and gates at the approaches to the main house have been of concern as the wider estate already has lodges at its periphery and the introduction of lodges much closer in to the house has the potential to confuse understanding of the historic ownership of the land and is out of character with the landscape design intention of emphasising the ‘endless’ control of the owner across the landscape. The column ride in particular is an intentionally impressive clear view from the house to the column nearly a mile and a half away. Modest timber gates at Durlley Road already have a limited visual impact but the introduction of formal lodges gates and railings would have provided a significant visual break which would have been intrusive and unwelcome within this vista. In response to concerns, the gate lodges in this location have been reduced to ‘security points’ and located within the first of the ‘platoons’ of trees to minimise their impact. Although the level of visual harm has been reduced to an extent by the reduction of the lodges and siting within trees, I retain concerns with regard to the scale and character of the gates and piers, which are substantial and extremely ornate and continue to imply that this is the edge of the estate. On the Grand Avenue the lodge (which although now called an ‘estate cottage’ continues to read as a gate lodge and is clearly designed in this manner) has been set back from the road slightly along the avenue to reduce its prominence. In other locations, it is assumed that gates are of simpler type in accordance with the fencing type, although details are not provided. I consider that the proposed security points on both the Column Drive and Grand Avenue will have a harmful impact on the historic character of the estate and Tottenham House by virtue of their emphasis on contracted estate boundaries which do not accord with the historic landscape design intentions for the estate.

The proposed Banqueting House is located on the site of Burlington’s structure. The north-eastern elevation of the proposed new building resembles that of Burlington’s structure reasonably closely but, overall, this is a larger, double pile, building which takes advantage of the ground levels such that the south-western elevation will appear as a much larger, more heavily fenestrated building in comparison with Burlington’s relatively modest and almost blank façade. From a built conservation viewpoint the proposals will reinstate the eyecatcher at the terminus of views along the rising ground of Great Walk, in line with Burlington’s intentions and the impact on the significance of the designated assets will be broadly positive. However, I would expect those commenting from the point of view of the wider landscape and the AONB to have greater reservations about the visual impact within the wider landscape, particularly after darkness when the heavily fenestrated rear elevation has the potential to be a prominent feature on the Tottenham Ridge.

The design of the proposed new lake has been amended to create a more sinuous appearance which is more ‘Brownian’ in character than the original proposals and has a better fit with the historic landscape intentions for the site. I retain some concerns regarding the tendency of the

proposals to reduce the legibility of the historic landscape and the precise level of engineering works required also remains slightly unclear. However, the revised layout will appear more in character with the landscape and the change will be apparent to scholars if not to casual observers and I am therefore content to accord with the views of expert national advisors on historic landscapes at the Garden History Society and Historic England assuming that they are now content that the impact on the significance of the designated Park will not be unacceptably harmful.

I have some concerns regarding the introduction of considerable levels of additional fencing across the Park. Proposals for fencing the footpath across the Home Park have been removed from the scheme and this change is welcomed. However, I retain some concern that the additional fencing will reduce the openness and potentially encourage different use regimes, changing the character of the landscape in a way which will harm its special interest and coherence as an example of a landscaped Park – additional fencing to that proposed currently should be controlled. In addition the fencing details are unclear at present. The images on the plan refer to both stock fencing and post and rail fencing with livestock mesh (which will have a greater visual impact) but the latter is not included on the legend and it is unclear where this is intended to be installed. There are no details of the gates proposed for each fencing type. Further details should be required via condition.

The need for new estate roads to provide access around the estate is acknowledged and it is welcome that the majority of those are proposed as grass and chipping tracks which should have a limited landscape impact.

To my mind, the planting plans appear to increase the level of enclosure of the East Park from the surrounding landscape in contrast with the intentions of the historic landscape architects seeking to give the sense of the wider landscape being included within the estate. However, it is acknowledged that the overall impact on the landscape will be greatly reduced in comparison with previously approved proposals for the creation of a golf course and I am happy to accord with the views of expert national advisors on historic landscapes at the Garden History Society and Historic England who are content that the impact on the significance of the designated Park will not be unacceptable.

The proposed cricket pitch and pavilion have been relocated from their originally proposed location in the Home Park and the current location in the West Park will much less visually prominent. Although it will introduce a greater level of formality to the Park in the immediate area and introduce a need for access the impact on the significance of designated assets from this facility in this location should be broadly neutral.

Development at 'Upper Wolfhall' – the location is relatively discreet. It lies outside the Registered Park and, tucked down at the base of the scarp slope adjacent to the old railway branch line, it will not be prominent in outward views from Tottenham Ridge. However, from the wider landscape, there are likely to be glimpses of the proposed development.

The helicopter hangar will be slightly lower down the hill than the existing barn that it replaces, the estate store is refurbishment of an existing building and the proposed kennels replace an existing building. Subject to the use of appropriate cladding materials the proposals should have no greater visual impact than existing functional buildings in this location and there are no objections from the point of view of the built historic environment. It will be for other consultees to comment on other issues such as those involved with noise etc.

The proposed family houses are located at the lower edge of the field above the former branch line embankment. There is a significant dip at the lower edge of this field and provided that the built form is restricted to this lower area – say below the 150m contour – views of the development should largely be restricted to glimpses. The proposed estate cottages are located

at a lower level still, below the embankment of the former branch line and between this and the current railway line. Whilst they will be visible from the railway line itself and the canal bridge, they will not be prominent in other views.

I note comments from an objector that the proposals will have an adverse impact on the setting of Wolfhall and Wolfhall Farmhouse (also known as the Laundry) as well as the setting of Tottenham House and the registered Tottenham Park. However, I am not aware of any remaining formal designed landscape associated with either of the former properties and the main contribution of the area to the significance of all three would seem to lie with the route between the houses and the connection in terms of historic land ownership. The estate has changed in extent many times historically and is set within an agricultural landscape which has seen all the usual changes associated with the historical development of agricultural practices. The route between the properties will be maintained and provided that the development is of an appropriate scale and design such that it does not appear unusual in the landscape the impact on the contribution that this element of the setting of the various properties should be largely neutral. On this basis we were concerned at the level of development originally proposed and the design of the new 'family houses'. The very substantial scale of these and the formal nature of the architectural treatment proposed would have meant not only that two such properties in such close proximity would have been entirely out of character in the landscape but also that they would have challenged the primacy of Tottenham house itself in architectural terms, diminishing the special interest of Tottenham House as a mansion intended to subtly dominate the surrounding landscape and indicate the status and power of the owner.

The scheme now proposes that these elements be dealt with in outline. The revised design brief will hopefully be interpreted to final specification of a more modest scale and form of development. However I retain some concerns about the scale of the proposed development and the requirement for two houses. I also have significant reservations about the description of the new houses as 'manorial' in the design brief, which is inappropriate in this location and context, and I would suggest that this description be omitted. On balance, taking into account that relatively low visual impact of the site I consider that, subject to very careful consideration of siting, scale, massing, and design at the reserved matters stage, there is opportunity to design an appropriate development which will limit the impact on the setting of designated heritage assets and the wider built historic environment. However, I acknowledge that colleagues concerned with the impact on the wider landscape in general or other issues such as ecology may have greater concerns.

Development at Lower Barn – this site will potentially be more visible within the wider landscape and the land beyond can be identified as parkland from surrounding rising land although distance will reduce the tendency to see development here as part of the direct visual context of Tottenham House.

This area is fundamentally connected with the estate. It lies within the registered area and for part of its history was brought into the park rather being in agricultural use. Whilst not prominent in views from the house itself, it is seen as part of the wider borrowed landscape from designed routes around the estate. Fragmentation of the land ownership would be regrettable and would have an adverse impact on the special interest of the estate by breaking the long historical association in ownership terms. This should be avoided.

Again the original proposal, for two very large and very high status (in terms of their architectural treatment) houses, would have appeared not only alien within the landscape but would have diminished the special interest of Tottenham House and Estate by challenging the primacy of the main house. However, hopefully the revised design brief can be interpreted to final specification of a more modest scale and form of development although, as noted above, I also have significant reservations about the description of the new houses as 'manorial' in the design brief, which is inappropriate in this location and context, and I would suggest that this

description be omitted. On balance, I consider that subject to very careful consideration of siting, scale, massing, and design at the reserved matters stage, there is opportunity to design an appropriate development which will limit the impact on the setting of designated heritage assets and the wider built historic environment. However, I acknowledge that colleagues concerned with the impact on the wider landscape in general or other issues such as ecology may have greater concerns.

Summary and conclusions: the proposals involve significant development within the landscape and there will be change both to the character and appearance of the registered park and the setting of the various listed buildings. The proposed development is generally respectful in terms of its character and quality of design (additional security regarding the quality of execution can be secured via conditions controlling materials and final details) and the original layout and historic elements will remain legible to informed visitors. As a result the impact on the significance of designated assets has been limited. However, there will be harm caused by various elements including the proposed security points, new lake, the scale of some of the buildings within the core area and encroachment into the Park and additional fencing. This harm will affect only certain areas of the estate and should be considered as less than substantial harm for the purposes of interpreting the NPPF. However, there is a high presumption set out within the NPPF against any harm to designated assets of the highest level of significance, which includes these grade I & II listed buildings and the grade II* registered park. It is also understood there is also a policy presumption against the proposed new development, which for policy purposes lies within the open countryside.*

The implementation of new elements within the development would not stand alone and their construction without the restoration of the principle buildings and the designated historic landscape would almost certainly lead to fragmentation in the ownership of the estate and consequent harm in the long term to the coherence of the design and ability to appreciate the historic landscape. Further delay will lead to the loss of the stable block, which has reached a critical point, and to the continuing deterioration of other assets. Careful control of phasing will therefore be required to secure delivery of the anticipated public benefits in terms of the restoration of the designated buildings and landscape. Appropriate legal ties are also required to avoid future fragmentation in ownership. Assuming that these can be secured, very significant conservation benefits will result from repairing and upgrading the highly designated assets (including the historic landscape itself) and their return to a full use (their originally intended use) which can secure their future and ensure ongoing maintenance in good condition.

On this basis it is agreed that, from the point of view of conservation, the harm that will result from the proposals, including the insertion of new development, will be offset by public benefits of an appropriate level such that they outweigh the harm caused. The application is therefore considered to comply with the requirements of primary legislation and with government policy contained within the NPPF in so far as they relate to conservation issues and I have no objection to the approval of the applications subject to legal agreement to reduce the chance of fragmentation in the ownership of the estate and conditions

WC Archaeology: No objection, subject to condition.

An archaeological evaluation was undertaken and reported in December 2005 (Wessex Archaeology 2005, ref. 60890.01) in relation to a previous scheme for a hotel and golf course. A total of 148 trenches were opened of which 79 contained archaeological features. Finds across the site ranged in date from the Mesolithic to the post-medieval period and established primarily four zones of significant archaeological remains including: an area of prehistoric enclosure and associated remains; late Bronze Age/early Iron Age activity indicative of settlement; Roman settlement with enclosures and field systems along with Roman kilns and associated features indicative of a pottery production site. The Roman road from Mildenhall (Cunetio) to Winchester

(Venta Belgarum) was found along its projected line in five trenches running northwest to southeast across the site.

I have been involved in pre-application discussion and as a consequence some design amendments have been made in order to avoid impact in significant archaeological zones. In line with the National Planning Policy Framework, in recognition of the impact on archaeological remains and their relative significance I consider further investigation will be required in advance of construction and other areas of impact including landscaping works to enable preservation via record (NPPF policy 141).

In relation to the Scheduled Monument titled Romano-British kilns 150yds (135m) SSW of Tottenham House (national ref. 1004706) there appears to be proposed planting in this area. My understanding from discussions with Historic England is that no additional planting should take place in the scheduled area. It should also be protected from any operations which would be damaging to the archaeological remains, such as dumping or heavy machinery. Any works within the scheduled area will require Scheduled Monument Consent.

WC Landscape: no objection, subject to conditions.

Background -

This application follows a pre-application and subsequent feedback from WC officers and Historic England.

Following informal comments on the outlying residential accommodation for the full application these proposals have been revised and a Design Brief submitted for the outline element of the hybrid application for 'Only access and scale to the three family houses (one at Lower Barn and two at Upper Wolfhall Farm) and six estate cottages (two cottages at Lower Barn and four cottages at Upper Wolfhall Farm.)'

As Historic England are commenting on the details relating specifically to the heritage assets, including the new buildings, my comments relate to the proposals in their broadest sense with regard to CP51, CP52 and CP57 (local character place shaping aspects only), and in particular the wider parkland proposals and the outlying family houses and estate cottages.

Documents referred to:

*Design Statement, Adam Architecture Dec 2017
Illustrative Historic Analysis, Balston Agius Dec 2017
Landscape Design Statement, Balston Agius Dec 2017
Site Masterplan Proposed BA Dwg. 200 Rev D
Landscape Management Plan, Balston Agius Dec 2017
Planting Principles, Balston Agius Dec 2017
Site Wide Planting Principles BA Dwg. 301-304 Rev A
Tree Management Proposals, The Tree & Woodland Company Dec 2017
Landscape and Visual Impact Assessment, Landvision Feb 2018
Design Brief for Lower Barn and Upper Wolfhall Farm Family Houses, Estate and Service Cottages, Adam Architecture Mar 2018 and General Arrangement Plans for Lower Barn and Upper Wolfhall Farm sites BA Dwgs. 234A, 237A, 245A, 246A, 247A.*

Relevant Policy, Guidance and Legislative requirements

- *NPPF (2012) - Para 7: Achieving sustainable development;*
- *NPPF (2012) - Para 17: Core Planning Principles;*

- *NPPF (2012) - Section 7: Requiring good design;*
- *NPPF (2012) - Policy 11: Conserving and enhancing the natural environment;*
- *NPPF (2012) - Para 115: Conserving landscape and scenic beauty in AONBs;*
- *Wiltshire Core Strategy (2015) - Core Policy 51: Landscape;*
- *Wiltshire Core Strategy (2015) - Core Policy 52: Green Infrastructure;*
- *Wiltshire Core Strategy (2015) - Core Policy 57: Ensuring high quality design and place shaping;*
- *Wiltshire Council's Landscape evidence base comprising: Wiltshire Landscape Character Assessment (2005); Kennet Landscape Character Assessment (1998); Kennet Landscape Conservation Strategy (2005); North Wessex Downs AONB Integrated Landscape Character Assessment (2002); North Wessex Downs AONB Management Plan (2014); and*
- *Countryside & Rights of Way Act 2000 (CRoW Act 2000).*

Matters Considered:

Landscape and visual effects, in particular –

- *the wider parkland proposals in the overall context of the historic parkland, the Savernake Plateau LCA and the wider AONB; and*
- *the location and scale of the outlying family houses and estate cottages in the context of the historic parkland, the Savernake Plateau LCA and the wider AONB*

CP51 requires that '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. Proposals should be informed by and sympathetic to the distinctive character areas identified in the relevant Landscape Character Assessment(s) and any other relevant assessments and studies.' This policy lists aspects of landscape character that should be conserved and where possible enhanced through sensitive design, landscape mitigation and enhancement measures.

CP51 states 'Proposals for development within or affecting the Areas of Outstanding Natural Beauty (AONBs) shall demonstrate that they have taken account of the objectives, policies and actions set out in the relevant Management Plans for these areas.'

The site is within the North Wessex Downs AONB which has the highest level of protection with the purpose to 'conserve and enhance natural beauty.' NPPF para.115 states 'Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty.' In addition the CRoW Act 2000, under section 85 (1) places a duty on public bodies that, 'In exercising or performing any functions in relation to, or so as to affect, land in an Area of Outstanding Natural Beauty, a relevant authority shall have regard to the purpose of conserving and enhancing the natural beauty of the area of outstanding natural beauty.'

CP52 requires that 'Development shall make provision for the retention and enhancement of Wiltshire's green infrastructure network, and shall ensure that suitable links to the network are provided and maintained.'

CP57 requires that '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 complementary to the locality.'

Comments and Observations -

The site lies within the Berkshire and Marlborough Downs NCA 116, the 2A Savernake Plateau (Wooded Downland: Wiltshire Landscape Character Assessment), 3A Savernake Plateau (Wooded Plateau: Kennet LCA) and 3 Wooded Plateau (North Wessex Downs AONB Integrated Landscape Character Assessment).

Key characteristics described in the landscape character assessments are the peaceful, tranquil and secluded rural landscape, sparsely settled, with sheltered enclosed woodland areas contrasting with more open, remote downland. The wooded framework which encloses a mosaic of arable farmland comprises wooded pasture, copses and ancient semi-natural woodland, wooded commons and deer parks from the royal hunting forests, as at Savernake. The wooded character creates a landscape of low intervisibility, but with more open and panoramic views from the downlands. The area is sparsely settled mainly with widely scattered farmsteads and hamlets such as Crofton.

The management objectives, as outlined in the various landscape character assessments are to conserve the rural intimate peaceful character of the landscape, its sense of remoteness and isolation, with sparse settlement and road network and limited visible development, and to conserve the character of small hamlets and villages.

The Kennet Landscape Conservation Strategy for the Savernake Plateau states:

'This area contains large tracts of woodland of considerable landscape and ecological significance. It is essentially rural in character and only small-scale development required for the rural economy is acceptable outside the settlements. It will be sensitively designed and where possible integrated into existing developments. Landscape planting using native species will be introduced to mitigate the impact of all new developments bordering or visually affecting the countryside. Developments within the woodland areas, particularly those covered by nature conservation designations, or affecting registered historic parks and gardens, will have to demonstrate that they do not have an adverse impact on the landscape or ecological resource of the area.

Woodland Strategy for the Savernake Plateau

Enhancement of the Savernake Plateau should be largely based on the management of the existing woodlands and new plantings. New planting should take the form of areas of native trees on cultivated land, linking existing woodland and reinforcing the mosaic of woodland and farmland, taking account of natural boundaries in order to enhance the landscape. The continued felling and replanting of coniferous plantations within the Savernake area will remain as an economic priority, but the hard edges and boundaries of these woodland areas should always be softened by the planting of a native broadleaf tree and shrub mix.

The restoration and replanting of designed parkland features such as copses, woods, avenues and specimen trees is also a priority. Boundary and hedgerow tree planting using native species is also a priority.'

The North Wessex Downs AONB Integrated Landscape Character Assessment makes reference to the special qualities of the wooded plateau consisting of extensive tracts of semi-natural ancient woodland, wood pasture with majestic veteran trees, the sense of remoteness and tranquillity and dark skies. New developments that individually or cumulatively result in a material increase in lighting, noise and or activity into the countryside are likely to be opposed.

Within the Kennet Landscape Conservation Strategy, Tottenham Park, including the Lower Barn site lies within the CONSERVE category which is defined as 'landscapes of high scenic quality with a strong sense of place, unspoilt character in good condition, with areas of ecological and cultural significance.'

The Upper Wolfhall Farm site lies at the boundary of the STRENGTHEN and REPAIR categories. Landscapes within the Strengthen category are defined as those with attractive qualities and where character, structure and sense of place are comparatively strong. These landscapes are important to conserve but would benefit from some modest enhancement to strengthen character, structure, and to reinforce local distinctiveness. Landscapes within the Repair category are landscapes which have been more substantially weakened by intensive farming, Dutch elm disease and non-agricultural activity. These landscapes require more significant intervention to repair landscape structure and features and may require mitigation of detracting land uses or features.

The LVIA report submitted with this application makes reference to the LCAs and gives some indication of the likely landscape and visual effects of the proposed development.

The following are abstracted from this report:

(Page 27) 'This is a locally distinctive landscape type being Historic Parkland and Wooded Downland on Savernake Plateau. There is enclosure of the Site on three sides, from long distance views, due to the Savernake Forest in the north west and to the remnant small woodlands to the south west (Langfield Copse), with Parkland trees and avenues on site. In addition, there are Haw Wood and Bloxham Copse to the southeast, with numerous intermittent small copses in intervening fields which enclose some views from the east and parts of the southeast.

This is an "intimate and secret landscape" (Kennet LCA), of formal Parkland and localised views enclosed by mature Ancient Woodland and old hedgerows on the Estate farmland. The landscape structure of the formal designed Parkland in wooded chalk uplands on Savernake Plateau Area 3, and the woodlands and their fragile landscape resource have been preserved intact over the centuries. Perceptual and experiential qualities which stem from the natural beauty and relative wildness are high value landscape qualities which are important on this Estate. There is great time depth, strong sense of place, relative tranquillity and a sense of remoteness in certain parts of the Estate.

The Site is mostly located on Savernake plateau, elevated above the Vale of Pewsey. The southern edge of the Estate however, lies on the lower slopes of the Savernake plateau, at Upper Wolfhall the farm land of the south of the estate is adjacent to the railway line and to the Kennet & Avon canal.'

Paragraphs from the Executive Summary:

'The NCA and LCA identify key landscape features of historic Parkland including ancient pasture and woodland. These form part of the highly intact landscape which is highly representative of the landscape character area.....

In the majority of the areas where new development is proposed, the dual effects of topography and of land cover, combine to create a high degree of enclosure with low intervisibility between parts of the Estate overall. The viewing experience from within the Estate Parkland was expressly designed to retain privacy on the Estate. This means that the Tottenham House and Walled Garden proposals will not be visible from the majority of public rights of way (PROW) on or near to the Estate.....'

This assessment report is however overcomplicated in its methodology and too general in its findings. In particular it is not clear how this lengthy assessment has informed the choice of location for the two sites for the outlying residential developments at Lower Barn and Upper Wolfhall Farm, or influenced the outline design proposals. The ZTVs are particularly confusing and the viewpoint photos are taken in summer which is not best practice.

Specific comments which require further consideration/clarification:

Parkland Proposals -

1. Parkland tree planting proposals - Site Wide Planting Principles BA Dwgs. 301 to 304 Rev. A

The BA Planting Principles report reflects the recommendations of the Tree Management Proposals report which identifies the tree management strategy and proposed tree planting throughout the various areas within the parkland. Proposals are largely based on historic analysis, and the 1786 map which shows the layout of the estate during Burlington's time following Lancelot Brown's input. These include additional tree planting to define the platoons along Column Ride and Saddle Ride, additional tree clumps within the open areas to reinforce historic rides and vistas, specimen tree planting to Tottenham Coppice, Great Walk and Lady Lawn and a new tree avenue to Tottenham Ridge. Successional tree planting is an important aspect of the proposals and the longer term management of the parkland.

There is some discrepancy between the plans and reports submitted, for example the proposed individual trees shown on Dwgs. 301 to 304 Rev. A appear to be indicative rather than reflective of the numbers proposed in the Tree Management Proposals report, and trees suggested for removal are shown as being retained on the BA plans.

An Arboricultural Impact Assessment report to identify the 'Trees to be removed' should have been submitted along with the Tree Management Proposals. It is noted that the Tree Constraints Plans cover only the main house and core areas.

The BA report suggests 'Cutting and facing historic rides to Langfield Copse'. It is unclear what this means, and the implications on the ancient woodland.

The planting species proposed suggest Ash, which should be substituted and Whitebeam and Sycamore should be avoided.

The Landscape Management Plan is essentially an outline descriptive report, and does not contain the level of detail required for a management plan. The Action Plan Section 8 of the Landscape Management Plan is unclear.

2. Lakes -

Very limited information has been submitted and the reports claim that the lakes will contribute to SuDS and alleviate flooding which is misleading. The shape of the lakes has been revised to reflect the designs more typical of Brownian landscapes as advised by The Gardens Trust. The illustrative sections suggest that the excavations will be 5-8m below existing levels which will involve a considerable amount of earth moving, and an earth dam, approx. 7m above existing levels at the northern end. It is unclear whether any mature trees would be lost, whether cut and fill would be balanced on site, or whether there would be excavated surplus material, and where this could be spread. This could potentially impact existing levels and trees within the registered parkland.

It is not clear as to the water supply for the lakes. There is inconsistency between the Water Usage Report which suggests that the lakes will be supplied by rainwater collected from the

main house roof and hard landscaping, whereas the Ground Water Supply Feasibility Report states that a groundwater supply for the lakes will be required with an abstraction licence from the EA.

3. New Stables and Outdoor Menage -

These are sited at the edge of the core area and are not screened by the belt of existing trees at Stable Belt. It is difficult to assess whether these would be prominent from Home Park and detract from the main view of the existing Stables when approaching the main house. Will the menage be lit? Likewise the fencing to the paddock areas could be intrusive.

4. Access and Circulation, Dwg. 255 Rev. A

..... There are a number of tracks through Langfield Copse (Ancient and Semi-natural Woodland) with potential impacts from lighting and noise.

There appears to be no historic precedent for the track proposed to the north of Tottenham Coppice (and through it) which would be highly visible from Home Park and the approach to Tottenham House.

..... It is not clear as to the access around the Octagon Pavilion lawn or how this relates to the ha-ha.

The tracks are shown as Grass and Chipping surface – will this be adequate, will the surface need to be upgraded to a different wearing course

The turning area at The Grand Avenue Security Point could be better designed, and is unclear whether any existing trees will be removed.

Family Houses and Estate Cottages -

The sites for the outlying family houses and estate cottages are broadly described in the Landscape Design Statement, with some analysis of the site context given within the Design Brief. It is noted that the Design Brief refers to a traditional 'East Wiltshire evolved farmstead' described as 'Manor' house type. The external space requirements have not been given which could be considerable for parking and delivery etc. There are no detailed plans showing the overall access, driveway alignments or surface treatments. Planting proposals will need to reflect the detailed design and any proposed mitigation.

6. Lower Barn Site

This site has been chosen because agricultural buildings have existed at this location since 1730 and the site is below the horizon of East Park with no intervisibility with Tottenham House or other buildings within the parkland. The site is however within the registered park, on the line of the Roman Road, at the end of the byway with public access and near to the ancient woodlands at Langfield Copse and Haw Wood.

The site analysis information is shown on the plan AA Lower Barn Site – Constraints and Opportunities and p.40 of the BA Illustrative Historic Landscape Analysis report (included as an extract within the Design Brief, Fig 4). It is noted that the Constraints and Opportunities plan refers to 'Potential visibility of barn roof in winter' which is vague and the Section AA shows that there is likely to be intervisibility with Tottenham House and the proposed dwellings.

Far reaching views from Tottenham House along its main axis eastwards and to the south east towards the borrowed landscape and ridgeline around Wilton and Bedwyn Brail wood is an

important design principle which is emphasised in the proposed reinstatement of the tree avenue to the south of Haw Wood. These views of the borrowed landscape could be compromised if the new buildings exceed the height of the intermediate ridgeline of East Park.

Views from this wider landscape to the southeast towards Tottenham House have been assessed in Viewpoints 17, 22 and 23. Having visited these viewpoints in winter, on a clear day with good visibility the findings of the LVIA report are particularly misleading, and the site is not low-lying as suggested. From the Roman Road (publically accessible track) and the PROW crossing the ridgeline (BGED12), which connect with the canal towpath and Mid Wilts Way, there are extensive panoramic views across the Vale of Pewsey and the wooded landscape of Tottenham Park, and of Tottenham House in its wider landscape setting. It is clear that any proposed development at the Lower Barn site would be seen in juxtaposition with Tottenham House, which could potentially be detrimental to the overall wider landscape setting of Tottenham House. This aspect has not been considered in the LVIA report.

These issues of intervisibility are important design considerations which must be addressed in the iterative design process for the detailed design, i.e. that the proposed outlying residential development must sit below the horizon of East Park so that it is not visible from Tottenham House and that the development should not be unduly prominent to detract from the wider landscape setting of Tottenham House. The layout will also need to reflect the requirement for an ecology buffer to the existing hedgeline and provide adequate offsets to existing mature trees.

It is presumed that the development footprint, including areas for parking and turning of delivery vehicles etc. will be confined to the area marked as 'Area of Development' on the Dwgs. 234 Rev A and 237 Rev A.

7. Upper Wolfhall Farm Site

This site is outside of the registered park, below the horizon of Tottenham ridge and next to the wooded byway with the railway and canal directly to the south. Two of the three large barns are to be demolished. The dismantled railway with trees along the embankment crosses the site.

The site analysis information is shown on the plan AA Upper Wolfhall Farm Site – Constraints and Opportunities and p.41 of the BA Illustrative Historic Landscape Analysis report (included as an extract within the Design Brief, Fig.11).

In comparison to the Lower Barn site the Upper Wolfhall Farm site is less sensitive in landscape and visual terms, with visibility of the site largely contained to the immediate areas. The mature trees to the dismantled railway and the railway/ canal corridor, which contribute to the wider GI corridors, will provide some immediate screening of the proposed development and should be retained wherever possible.

The ground rises relatively steeply beyond the proposed site for the two family houses marked 'Area of development' on the Dwg. 247 Rev A which should preclude any built development. (It is noted that this plan does not extend to cover the full extent of area of development.)

The layout will need to reflect the requirement for an ecology buffer and provide adequate offsets to existing mature trees.

The existing barn on the dismantled railway, which is to be retained as an estate store, is particularly prominent from elevated parts of the wider landscape and should be better screened with proposed tree planting.

Summary and Conclusions -

It is generally accepted that the parkland proposals for the Full element of the application will 'conserve and enhance' as required by CP51.

I have some concern over the level of detail submitted for the outline element – the three large family dwellings and six estate cottages. It is envisaged that the proposed developments would resemble local vernacular farmsteads, of appropriate scale, which are not uncharacteristic of the area, but the effects of traffic noise and lighting could be detrimental to the special qualities of the AONB, particularly at the Lower Barn site which is more prominent within the wider landscape. It will be critical that the detailed design responds to the site context, with appropriate and robust analysis to inform the iterative design process and fully support any reserved matters application.

WC Ecology: Comments; some additional information required.

Ancient Woodland - Naturally Wild Consultants Limited have carried out thorough and comprehensive surveys of the site since 2015 and I consider that the current ecological knowledge of the site, as detailed in their report dated 20/11/17 is sufficient to fully inform the application. They have correctly identified that the application site lies immediately adjacent to Savernake Forest SSSI and that Langfield Copse Local Wildlife Site (LWS) lies within the application site, while Haw Wood LWS lies to the immediate north east of the site boundary. Savernake Forest SSSI is a large area of Ancient Woodland, managed by the Forestry Commission and is unlikely to be adversely affected by the proposals for Tottenham House. Haw Wood LWS is also an area of Ancient Woodland, which is UK Biodiversity Action Plan Priority Habitat, a habitat which is irreplaceable. Langfield Copse is replanted Ancient Woodland, (conifers planted on Ancient Woodland soils) and although the planting is not native, it is imperative that the Ancient Woodland Soils are conserved. The proposal within the management plan to replant with native broadleaf species is welcome. I advise that once a more detailed management plan has been drawn up, liaison with the Local Wildlife Sites Project Officer for Wiltshire would be beneficial, to ensure that management prescriptions fit with conservation objectives for Local Wildlife Sites. I further advise that all trees qualifying as Veteran Trees should be identified and marked on the site drawings, then given specific consideration within the management plan for the wider site, so that their integrity can be protected for the benefit of the biodiversity that they support and the next generation of veteran trees around them can be identified and pro-actively managed.

Lake Creation - Consideration must be given to whether any of the areas of Ancient Woodland, or Veteran Trees will be affected in any way by the proposed construction and subsequent management plan for the site. Of particular concern is the proposed creation of the lakes, to the west of Haw Wood and to the north of Langfield Copse.

Notwithstanding concerns about loss of water to Ancient Woodland blocks and Veteran Trees, I will expect to see detailed habitat creation proposals for the lake edges that will benefit wildlife species currently supported within the site or in immediately adjacent areas. Although some recreational use of the lakes is likely intended, they must also function for biodiversity. These proposals should be drawn together to contribute to an overall Mitigation and Enhancement Strategy for the site. The excavation and creation of the lakes will also need to be described in detail within an Ecological Construction Method Statement to ensure that sufficient precautionary measures can be in place to prevent harm to wildlife species.

Protected Species - The ecological survey work across the site was scoped to identify use of the site by any European Protected Species and in particular the presence of any key commuting route or foraging area used by Annex II bat species (listed on Annex II of the Conservation of Habitats Directive). The former railway tunnel to the immediate south west of Marlborough is an important hibernation and swarming site for several bat species and

Savernake Forest, which abuts the western end of the application site, supports *Barbastelle* and *Bechstein's* bats (both Annex II bat species). It is therefore imperative that connectivity of habitat is maintained and increased wherever possible and this includes across adjacent areas, i.e. across the application site.

Targeted bat surveys did identify the presence of *Barbastelle* bats flying through the site, although not in the numbers that might have been expected. However, of concern is their use of Langfield Copse and a connecting hedgerow and the potential impact on bat commuting and foraging that the location of the two proposed family dwellings at Lower Barn could have. Another likely key foraging/commuting route, although not specifically surveyed as it is outside the site boundary, (and originally no development was proposed in the southern part of the site), is the railway and canal corridor to the south and south west of the site. Each woodland block and connecting tree line and hedgerow within the wider landscape area is likely to contribute to primary connective habitat used by bats. The railway and canal corridor is also likely to be key to many other species of bird and mammal moving between different habitat areas in the local landscape.

With this in mind I have addressed the three separate areas of proposed development within the site, under separate headings, as follows:

Renovation of Tottenham House, The Old Stables and Creation of New Dwellings in the Walled Garden/Stable Yard –

The proposed renovations and new builds in this part of the site will all be contained within a relatively close area around the western side of the main house and close to the old stables. However, there will need to be very careful control of potential impacts to mature trees and other vegetation. All retained mature trees will need a calculated root protection zone, inside which there must be no disturbance of the ground, or storage of materials or machinery. In addition, consideration must be given to wildlife species using the tree and shrub vegetated area on the north and north west boundary. Light spill from all buildings in this area must be controlled so that the levels are no higher than 0.5 lux at the edge of the tree and shrub line. I request production and submission of an ecological parameters plan for this area, which shows all root protection zones and includes a lux plot demonstrating that it will be possible to achieve and maintain this low level of light at the edges of important commuting corridors. It will be necessary for this plan to be agreed prior to determination of the application as this part of the site forms the full application part of the hybrid and in order to approve it, the LPA must be reasonably sure that the proposal will not result in unacceptable adverse impacts on protected habitats and species.

Residential Development at Lower Barn –

The ... dwellings proposed for the site at Lower Barn are now intended to be located on the footprint of the existing agricultural barn. This will therefore not amount to development in a completely green area, however there is a significant difference between the impacts of an agricultural barn and family sized dwellings. The mass of the buildings contributes to a wider issue, since there will be some vegetation lost, however the most significant impact is likely to be from external lighting. The Annex II bat species in particular are very sensitive to increases in light levels on established foraging and commuting routes and the ecological surveys by Natural Wild ecologists have shown that *Barbastelles* do use this part of the site.

The Ecological Assessment Report by Naturally Wild documents the evidence in Figure 8: *Bat Foraging/Commuting Routes*, of a major commuting and foraging route along the hedge line that runs past Lower Barn. They further report that most of the bat activity is on the southern side of the hedgerow. I therefore request that the dwellings be pulled back away from the

hedgerow by a distance of at least 20m and the edge of each property should be fenced, planted or both, to avoid **any** increase in lux levels within the 20m buffer.

I further request a parameters plan for the area of development around Lower Barn, showing all tree root protection zones, clear indications of which trees will need to be removed and a comprehensive list of additional planting (including age and size of plants used). The parameters plan must also include a lighting strategy for the development, together with a lux plot showing that current levels will not increase at the sensitive woodland edges and hedgerows adjacent to the houses. Any opportunity to reduce current lux levels will be welcomed. It is acknowledged that it is difficult to control additional lighting once the houses are occupied, therefore it is important to use additional planting to ensure that darkened corridors for bats are maintained. A parameters plan agreeing these constraints and solutions at the outset, prior to determination, is the most effective way of achieving this.

Residential Development at Upper Wolfhall –

Immediately adjacent to the southern and south western boundary of the application site, Kennett & Avon Canal and the mainline South West to Paddington railway, together with their associated vegetation assemblages, provide a significant opportunity for commuting and foraging by a large and varied range of wildlife species, particularly birds, bats and other small mammals. Corridors such as this are acknowledged as hotspots for biodiversity, providing primary connectivity between other habitat areas and often covering long linear distances. There are existing records for water vole and otter associated with this corridor, together with bat records, badger records and records of red kites nesting nearby. During site surveys Naturally Wild found evidence of a barn owl roosting in the existing agricultural barn at Upper Wolfhall and this is likely to hunt in the area between the existing agricultural barn and the railway corridor. They do not report having conducted bat surveys in this area, probably since initially this was not an area identified for the location of any dwellings and the landscape would remain unaltered. However it is obvious that any dwellings located in this part of the site would be likely to contribute to physical disturbance to wildlife species through noise and human presence, as well as the adverse effects of lighting. Development in this part of the wider site is not welcome as it will radically change the function of the landscape for biodiversity by introducing light to a currently dark area and by the presence of human activity and noise.

A separate issue for this part of the site is that of access. It is proposed that the bridge over the railway will be used to access these dwellings. However I believe that bridge is in the ownership of a different landowner and that access is not assured. If access from the south is not possible, it means all traffic to these dwellings would have to come through the estate, putting additional pressure on tracks and paths throughout the rest of the site. It is unlikely that they would stand up to much increased use and it would not be long before there was a requirement to tarmac them, which I have already stated above would be inappropriate. The access issue is obviously key to a decision as to whether development in this part of the site could work and would be acceptable at all.

If any development is to be allowed in the southern part of the site, it must be sited a minimum distance from the railway/canal corridor, to protect the integrity and functionality of the local landscape for hunting barn owl, kites, commuting birds, bats and other small mammals in this area. No additional lighting will be allowed in this area, including for the bridge and at the site entrance, and a parameters plan will be required showing planted areas at the edges of all buildings to buffer the development together with current and predicted lux levels within the buffer strip.

WC Public Protection: No objection, subject to a CEMP being provided, a further updated asbestos removal strategy, contamination survey and de-contamination if/as necessary (oil tanks), and further updated reports on potential munitions tips.

WC Education: No objection, subject to financial contribution towards secondary education on provision:

- *There is no spare capacity at St John's, Marlborough.*
- *We therefore require a full developer contribution towards the provision of the 3 new secondary places that the development would generate a need for.*
- *Using the current (but soon to be updated), cost multiplier of £23,316 per place x 3 = £69,948 (subject to indexation).*
- *This funding would contribute towards an expansion of provision at St John's, Marlborough.*
- *The contribution would be secured via a Section 106 Agreement, to which the Council's standard terms will apply.*

WC Housing: no requirements.

Having considered the revised plans it would appear that the new dwellings will be tied to the new Tottenham Park estate as staff or related family/guest accommodation via a S106 (the 'land' tie) and by conditions (the 'occupancy' ties - as staff accommodation, agricultural workers accommodation, ancillary family housing, or ancillary guest houses).

As such CP 43 will not be triggered and we would not seek an affordable housing contribution.

Historic England: No objection.

Historic England has had extensive pre-application discussions with regards to these proposals for Tottenham House Estate. The Estate includes the Grade I listed Tottenham House, Grade II Stable Block and Grade II* Registered Park and Garden. Tottenham House (Grade I) and the Stable Block (Grade II*) are both on the Heritage at Risk Register and site within the Tottenham House RPG which is Grade II*. Formal advice has been provided at interim points through the process. We are pleased to be able to support the principle of the scheme and have appreciated the collaborative nature displayed to date.*

While the heritage significance and history of the site has been laid out in numerous pre-application letters previously, I will briefly outline the details here again.

The House, its Stable Block, its Registered Landscape and the Scheduled Romano-British Kilns are on our Heritage at Risk Register, and it is acknowledged that other structures on the site are in poor condition. The larger historic estate is now in multiple ownerships, with Tottenham House, the Old Stables and a proportion of the historic parkland being retained as estate grounds.

Tottenham House itself is one of the largest houses in Wiltshire. An earlier building by Lord Burlington was heavily remodelled for Charles Brudenell-Bruce, Earl of Ailesbury, in 1825 by Thomas Cundy. The main block is of seventeen bays connected by quadrant wings with outer pavilions in a restrained Palladian style. At the centre of the house is a large staircase hall with a cantilever staircase with iron balustrading to first floor and full balcony around the top floor. The central part of the internal plan form retains its association with the earlier building designed by Lord Burlington in some respects, in particular the four corner towers which can be identified on plan. The Grey Parlour is the only room left that appears to retain its Burlington decorative scheme and the reason for its retention within such a thorough remodelling is not understood.

Either side of the main house the screen walls connect two pavilions. One of which is an Orangery. One screen wall hides a large conservatory out of site; a structure that following

bomb damage is in a derelict state. The Northern service wing is clearly identifiable as a different architectural form from the rest of the building. This change is thought to relate to the financial constraints of the build. It is incongruous within the architectural approach taken across the rest of the house and detracts in views towards the house from the North. While it is not without some interest, it has been heavily altered internally and is of lesser value when considered against the rest of the building.

Alongside the main house, the estate includes the Grade II Old Stable Block, built by Cundy. The stable is a large ostentatious building with internal courtyard and clock tower. It is a clear marker of the core of the estate within the wider parkland but is currently in a derelict and deteriorating condition.*

The kitchen garden, moved to its current location as part of the Capability Brown re-landscaping, is interesting due to its size and two part design. Surviving ancillary buildings within the estate include the Gardener's cottage, derelict garden buildings and further afield an Octagonal pavilion. These buildings relate to a range of dates and provide evidence of the Estate's changing function and fortunes over time.

The Tottenham House Registered Park and Garden is registered at Grade II and is extensive. It spreads further than the current ownership of the house itself. The landscape has been altered and manipulated by a number of hands over time, but the result of the Brownian works is to knit together the formal gardens, parkland and wider woodlands with a network of rides and paths. Eye catchers remain visible across the landscape and connected by these routes; creating cohesion that surpasses the ownership fragmentation.*

The estate is an important heritage asset, showcasing the changing status and architectural approach of a large Wiltshire estate. The buildings on the estate are architecturally important as the work of Thomas Cundy and his predecessor Lord Burlington. While the fragmentation of the larger estate is unfortunate, it is still clearly legible as the former estate parkland and its eye-catchers and connecting rides provide a cohesiveness that has been retained.

The application for the Tottenham House Estate is extensive and much ground has been covered in our pre-application discussions. We are mindful of the wider policy context in which Wiltshire Council must view the proposals, however, our comments must inevitably focus on the impact on the proposals on the historic environment and the significance of the designated heritage assets. Our advice is outlined below categorised into three sub-areas; Historic Core, Landscape and Larger Estate, Phasing Details.

Some areas of the scheme have been much debated during the pre-application stage, and actions have been taken by the applicant to alleviate our concerns. In these areas only general comments will be made here.

Main House - Overall we fully support the restoration of the Main House and, by and large, the general approach to repairs indicated on the plans and elevations seems well considered. We support the removal of the accretions at the lower levels of the internal light wells. We do not object to the principle of providing a glazed covering to these areas, which in our view will retain the character of these areas in the main part. The introduction of lifts have been accepted in principle at pre-application stage, however detailed drawings of the pits should be submitted at the appropriate time.

Alex Walter, Historic England Engineer, has reviewed the structural works to the proposals and has a number of comments to make:

- The proposed cantilever beam on hangers which supports the entrance hall floors could potentially put the rear hangers into compression. The engineers would need to verify*

that the hangers, by their calculations, will not under the worst case loading conditions will all remain in tension.

- A method statement should be submitted for the load testing of the cantilever staircase to ensure that failure and therefore irreversible damage does not occur.*
- It should be noted that any items being removed, altered or replaced should be recorded beforehand.*
- Assuming at this stage that the detailed structural drawings and repair details have yet to be worked up, these should be submitted for approval prior to works being instructed and undertaken.*

We welcome the restoration of the winter garden and conservatories. We do not object to the principle of the new corridor under the curved wing, although our engineer recommends that trial holes and/or window sample should verify the ground and foundation details. A methodology for the cleaning and repair of the cast iron frame should be submitted prior to works being undertaken.

We would also recommend that the existing ground and foundation details for the proposed swimming pool should be confirmed. Checks for the potential differential settlement should be made when marrying in the new and existing foundations.

The works to the North pavilion, wing and service courtyard are more extensive than elsewhere; however, it is accepted that this area is of lesser significance than other parts of the building. The area has been significantly altered over time and does not represent a cohesive part of the original Cundy designs. The proposed demolition and new use will cause some harm to historic fabric and earlier plan form, however we accept that this has been justified through a thorough assessment of significance. The ability to provide functional requirements outside the main body of the main house is considered an acceptable benefit.

We do not object to the principle of a new basement to accommodate service functions and we accept the architectural approach taken to the outer service courtyard.

Ancillary Development within the Walled Gardens - The Walled Gardens is a particularly important and significant structure within the Registered Landscape and the setting of the listed Stables and House. Although not listed in their own right, along with many other structures, they are curtilage listed. The legibility of the walled garden as a space is key to our considerations of the proposals. Any subdivisions within this space should be porous and not prevent views across it.

Proposals for a new Orangery along the line of the dividing wall are considered to be a more formal building than would historically have been located here and slightly incongruous to it. However, given the generally positive impact that the restoration will have and the marked change through the introduction of new features and buildings within the wider garden area, on balance, we do not object. The breach in the historic wall being repaired is welcomed. We continue to find the location of the Machine Store, more or less on the central axis of the Guest House, curious. Overall, however, we do not object to the proposals within the Walled Gardens.

Old Stable Block including Tunnel - We welcome the restoration of the Stables and do not object to the principle of an underground tunnel linking this building to the main house. Ideally we would prefer the stable block to be restored to its original use, however given the history of the site and the ability for this building to relieve the pressures on the main house

we accept the principle of the new use.

Given the lack of access possible a definitive response to the specifics of the scheme is not possible. Further advice will need to be sought once access into the building has been achieved and a condition survey undertaken. Where historic fabric is found to survive works should be altered to accommodate where appropriate.

Ancillary Development around the Walled Gardens - We accept the proposed ancillary buildings in and around the Walled Garden. We welcome the restoration of the Gardener's Cottage and do not object to the details of the two new flanking blocks. The Maintenance Office will re-use an existing building and we welcome this restoration which will impact on the historic garden wall.

New Stable Block, manège and Indoor Riding School - Ideally the historic Stable Block should be re-used for its original purpose. However, given the acceptability of the principle of the new uses in that building we do not object to the location and scale of the new Stable Block.

Concerns have previously been expressed about the proposed location of the manège, in that it might interrupt views of the Gardener's Cottage from the main drive (Column Ride). However, having looked at historic maps, it appears that the Gardener's Cottage was probably largely obscured by planting, in views from the Column Ride, and was designed to impress (architecturally) from closer quarters. That said the manège and new stable block (including possible associated fencing, lighting, etc.) does have the potential to be a distracting modern intrusion in the designed landscape. It has been agreed that the manège is acceptable given the use of 'invisible green' fencing, however we continue to feel that further screening of the new stable block would be beneficial to the scheme. This would minimise the potential for the new block to compete for primacy with the Old Stable block when progressing along Column Ride.

The scale of the Indoor Riding School continues to raise some concerns but on balance we do not object.

Landscape –

Main Entrance Gates on the Column Ride - We recognise that the size of the structures has been reduced, although the degree of architectural sophistication of the entrance, particularly the gates and gate piers, remains a concern. We do accept that they will sit within large circular stand of trees, and overall we do not object. We welcome the intention to reinforce/reinstate the platoons along with Column Ride.

Fencing - We raise some concerns regarding the introduction of more formal fencing radiating out from this new entrance gate. Their presence demarcates the park, giving the suggestion that it is limited to the area around the House and potentially diminishing the legibility and significance of the wider historic park. That being said we are aware that historically fencing was in a variety of ways and we would therefore just request that care is taken to ensure that these remain modest and pastoral in scale and appearance.

Lake - We have previously discussed the introduction of lake as being a bold and somewhat controversial move within such a landscape. However, given the appropriately Brownian form now being taken and the fact that water bodies are often features of designed landscapes such as this, we do not object to this change.

We are pleased to see that the new plans propose a more sinuous form to this body of water and that the dam/bunds and ground modelling has been altered to minimise any impact on

the wider landscape and views across, through and into the park. These amendments have alleviated our concerns regarding this feature and we do not object to its introduction. The natural water source is also a key factor in our acceptance of these features. Details of the Temple, Grotto and Boathouse are all accepted in association with it.

Octagon Pavilion, Southern Garden, Lady Lawn - We welcome the repair of the Ha-ha along its entire length, including its northern section, the Octagonal Pavilion, Southern Garden, Lady Lawn and the reinstatement of Pleasure Ground.

General Planting - While little of the proposed planting appears to be aimed at restoring or reinforcing the earlier phases/layers of development, we do not object to the overall principle. No one layer of history dominates the history of this landscape and therefore the general approach taken is considered acceptable.

Cricket Pitch - The new location for the cricket pitch is agreed to be more acceptable, being further from the historic core of the property and the traditional building form being taken.

Tracks and Roads - We still have some concerns regarding proposed tracks and roads through the Registered landscape, especially where it is proposed to introduce new routes e.g. in relation to the Banqueting house. Where possible should remain dirt tracks or light touch materials. The use of widespread black tarmac and hard kerbs is discouraged.

Banqueting Hall - The reinstatement of the Banqueting House will recreate an important feature at a high point within the park; terminating the south end of the Great Walk and offering a panoramic view of the countryside beyond the park. While that proposed is somewhat larger than its historical counterpart, being double pile, it is clear that this building takes references from the surviving evidence of the original Banqueting House and concerns regarding car parking have been alleviated. It will be important that no additional domestic curtilage is introduced around this building in order to preserve its association to the main house and historic connection as a folly.

Archaeology and the Scheduled Ancient Monument (including line of Roman Road, etc.) - Rural Solutions have met on site with our Heritage at Risk Project Officer, Nick Croxson, and the Wiltshire archaeologist, Rachel Foster, on 5 March 2017 to discuss the archaeological implications of the proposals. With regards the Scheduled Romano-British Kilns the realignment of the track around the current boundary of the scheduled areas is welcomed and the general improvement in management and tree works will enhance the Monument. An archaeological watching brief should be in place while the track is being constructed. We hope that these works will allow us to remove this scheduled area from the Heritage at Risk Register.

Ancillary Accommodation at Lower Barn & Upper Wolfhall Sites - The ancillary accommodation proposed at these sites have been an on-going matter of concern for Historic England throughout the pre-application process, in particular Lower Barn. The Wolf Hall site is located outside the RPG with limited visual connection to it. As such, we leave the details of this site for review by the Wiltshire Conservation Team.

Having had considerable concerns regarding the size, scale and grandeur of that originally proposed in this application, we are pleased that the decision has now been taken to gain outline planning only for these sites. Having worked hard with the applicant to create a brief that outlines a potentially acceptable development we are now able to accept the principle of this development. We continue to have concerns regarding the existence of these dwellings increasing the future potential for fragmentation of the RPG, and any actions that can be taken by Wiltshire Council to minimise this risk should be taken.

The Design Brief provided is a positive step forward, lowering the number of proposed dwellings from two family houses at Lower Barn to one, and reducing the number of Estate Cottages at Wolf Hall. The references to Farmsteads is also a comfort in ensuring that any future building in this location should not compete in any way with the main house, or create a distracting feature in views from or towards the house from both inside and outside the RPG.

We continue to be concerned by the inclusion of the term 'Manor', which by definition means 'a large country house with lands' (Oxford Dictionary). As reiterated in our numerous discussions on this brief, Historic England does not feel that a 'Country House' style building would be appropriate in this location, but instead the architectural language, size and scale should represent and visually reference a local farmstead. As already outlined above, the building should be designed so as to not create a distraction within the setting of Tottenham House. We continue to be of the view that the justification and need for these buildings is in question, however, given the overall benefits of the scheme as a whole we will not object to the principle of some development in these areas as outlined in the updated Design Brief with details to be confirmed by reserved matters at a later date.

Phasing –

The approach taken to the phasing of works on this scheme are of the utmost importance with regards to ensuring that the benefits for the assets currently on the Heritage At Risk Register are realised. It is imperative that, as a minimum, these works are undertaken in the shortest time possible in order to ensure that the heritage significance of this important estate is preserved for the future. With this in mind we would recommend that all buildings currently on the Heritage at Risk Register are made fully wind and weather tight within the first phase. Further works to fully restore these structures should also be a clear priority within the phasing plan. Where appropriate this should precede construction, completion or habitation of the new build elements being proposed.

Recommendation –

We consider that the application, in general, meets the requirements of the NPPF, in particular paragraph numbers 128, 132 and 134.

In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

Thames Water: No objection.

Water supply - recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

Wessex Water: Comment only.

Wessex Water operate water mains up to the nearby settlement of Durley with a 3" cast iron main in Savernake Road.

Network Rail: No objection. Recommends informatives.

Drainage - Additional or increased flows of surface water should not be discharged onto Network Rail land or into Network Rail's culvert or drains. In the interest of the long-term stability of the railway, soakaways/attenuation ponds should not be constructed within 20 metres of Network Rail's boundary. Any surface water run-off from the site must drain away from the railway boundary and must NOT drain in the direction of the railway as this could import a risk of flooding and / or pollution onto Network Rail land.

Landscaping - It is recommended no trees are planted closer than 1.5 times their mature height to the boundary fence. The developer should adhere to Network Rail's advice guide on acceptable tree/plant species. Any tree felling works where there is a risk of the trees or branches falling across the boundary fence will require railway supervision.

Canal & Rivers Trust: No objection / comments.

Defence Infrastructure Organisation: Site is outside of MoD safeguarding areas. Therefore, no safeguarding objections.

8. Consultations – Conservation Amenity Groups

The Gardens Trust: no objection.

The Tottenham estate is included on HE's Register at Grade II. Over the course of its long history and associations with many influential people, during the C18 Lancelot 'Capability' Brown (CB), arguably the greatest English landscape gardener in the English style, played a crucial role in its development. Although the current application site is now just over 1000 acres, substantially less than the original 9000 acres, Tottenham is one of the largest sites Brown worked on. Brown's work here is well documented and, in as much as we know of what was implemented, largely complete. It is reasonable to suggest that, despite the current state of dilapidation and neglect, Tottenham remains within the top 20 of his surviving landscapes. Any development within such a very sensitive site needs to be extremely carefully considered, and the GT has very much appreciated being involved in collaborative pre-application discussions with Balston Agius (BA).*

Due to the dereliction of most of the buildings and as a result of many years of little management or attention, the situation at Tottenham is desperate and the cost of remedial work prohibitive. In order for this important landscape and associated buildings not to deteriorate further, a solution that will not fatally compromise the designed historic landscape whilst providing a sustainable long-term solution is essential. We were initially concerned at the inclusion of family houses within the estate, but during protracted discussions with BA and also discussions with HE, the GT are satisfied that the current positioning and access arrangements succeed in this delicate balancing exercise. The houses at Lower Barn are on approximately the same footprint as earlier estate buildings, which have been there since the C18, and are also not visible from the house or its immediate surroundings. The family houses at Wolf Hall are outside the Registered boundary and will be completely screened from the main house due to topography and planting.

The inclusion of a totally new water feature is more controversial with differing opinions as to the suitability of new lakes at all, as well as how they should lie within the landscape. The GT has consulted Brown experts and considered why Brown did not put a lake at Tottenham. In the archive of Brown instructions re Tottenham there are references to 'the canal' and water supply in the Upper Pond and the 'Leak in the Lower Canal' and mention of water collection from Dairy or Durley Coppice (ie Durley Woods A11 and Dairy House Wood A10 on the 1716 Thomas Price map). This is in exactly the same area as Ram Alley Ponds. Bearing in mind the scale of the landscape Brown was working in, and in line with recent research into Brown's holistic

working methods, particularly with regard to water-engineering, the 'bigger picture' needs to be considered. If the canal Brown was talking about was a canalized section between mills at Crofton and if the afore-mentioned leak problems were there, then his advising on water engine repair and planting up 'a serpentine in the hollow beyond' makes sense. Certainly, a reservoir below Crofton, Wilton Water today (or Wide Waters), was later created to supply the Kennet & Avon Canal with which Brudenell-Bruce was involved. This might explain why no lake was ever created nearer the house, as the main water feature would have been the more industrially significant and cost-effective canal below with water supplied by the serpentine reservoir beyond.

In subsequent years, the wider canal landscape below Tottenham has changed radically, especially with the arrival of the railways and the unregistered Crofton area no longer belonging to the Park. Therefore, on balance, the GT believes that BA's proposal for new lakes in the East Park would seem to be in the recognizable spirit of natural landscape design. To a purist they may be considered pastiche, but done well, and on a big enough scale, this new water would unite all the 21st century changes and new planting, and enhance the setting in line with Brown's all-embracing philosophy of improvement for the 'whole' estate.

Having justified the concept of a new water body within the park, the GT had many discussions with Marie Louise Agius of BA, who took on board our comments and refined their vision for the lakes several times. The current outlines draw upon research into Brown's lake shapes by Hal Moggridge, past President of the Landscape Institute, and former principal of Colvin & Moggridge, the oldest surviving British landscape practice. Our slight caveat is the positioning of the island, which ideally we would prefer nearer the head of the northern lake, closer to the boathouse, as at Wimpole for example. Should there be continued uncertainty regarding the lakes we would urge that the detail of the lakes should be conditioned, allowing further discussions without holding up the planning permission.

The GT feels that this new vision for Tottenham maintains the spirit and sense of place. Crucially the West and East Parks will each have very different 'feel', maintaining the variety of landscape Brown intended, whilst adding a 21st century layer.

The Georgian Group: No objection

Tottenham House is a Grade I mansion sitting in a Grade II Capability Brown landscape. The original house was built by Lord Burlington in 1714, and later remodelled and extended by Thomas Cundy the Elder and Thomas Cundy the Younger between 1820 and 1873. The house, stables (Grade II) and landscape are all on the Historic England Buildings at Risk Register.*

The Georgian Group attended a site visit to Tottenham House on the 31st January with the architect, George Saumarez Smith, and subsequently presented the application to the Casework Committee, who generally considered the proposed structural changes and development to be benign. Consequently, we have no objection to the proposals. However, we request that we are informed of any material changes to the proposals and are consulted on any further applications relating to the buildings and landscape.

We defer to The Gardens Trust regarding the proposed lake.

9. Representations

Eighteen representations have been received from neighbours and other local interested parties. These are all generally supportive of the proposals to repair/restore the heritage assets at the site and re-use them for residential purposes. However, seventeen of the representations also raise detailed objections for the following summarised reasons:

- New build elements inappropriate in countryside and AONB and not justified in terms of agricultural/forestry/other countryside need; too much new build/over-development (particularly at Upper Wolfhall Farm, which is isolated from the rest of the estate); new build would set a dangerous precedent; new build would be sold off at a later date; Tottenham House is large enough to contain staff accommodation. Just a speculative proposal.
- New build (including roads) detrimental to Registered Park and Garden.
- New build should not occur before restoration/repair of all heritage assets.
- Controls required to manage future change of use.
- Banqueting House would destroy views of ridge.
- Banqueting House would cause light pollution.
- Access to outlying houses/developments would be via tracks/road unsuited to more intensive use leading to disturbance to neighbours and highway safety issues.
- Helipad/hangar towards at Upper Wolfhall Farm would cause noise/disturbance to neighbours.
- Helicopter noise may be harmful to nearby livestock farming businesses.
- Using Upper Wolfhall Farm as a base for 'shoots' would lead to further noise disturbance to users of the Kennet and Avon Canal and the AONB in general.
- Insufficient details of foul drainage arrangements.
- Potential problems with water supply due to low pressure in area. Water supply should be via mains and not boreholes.
- Electricity supply needs improving; and broadband communication.
- Traffic generation – inadequate roads used by pedestrians including children; speed restrictions and controls required.
- Existing public footpaths must be retained/maintained and added to. Grand Avenue has been used effectively as a public footpath for more than 20 yrs – this should be allowed to continue.
- Right of way BURB23 & GBED22 must not be fenced; GBED15 must not be gated; GBED15 & GBED35 must not be closed unless replaced by alternative rights of way which provide connectivity to wider network.
- Section 106 matters – development must contribute like any other.
- Application excessively focuses on Tottenham Park in the Georgian and later periods, and so is inadequate in terms of assessing impacts on Wolfhall and the earlier historical landscape from which it emerged. Proposals at Upper Wolfhall Farm would be harmful to Wolfhall and its setting, the character or settlements hereabouts and the AONB in general.
- Proposals at Upper Wolfhall Farm harmful to setting of canal and listed canal bridges.
- Insufficient archaeological investigation.
- Tree removal (in Grand Avenue in particular) should not be allowed, particularly where to just provide an HGV turning space.
- Internal vehicle infrastructure should be minimised and out of site.

10. Planning Issues

The main issues to be considered in this case are –

- The principle of the overall proposal – notably to return Tottenham House to residential use and the related re-creation of a small 'country estate' with supporting infrastructure, including further residential development;
- The impact and relevance of the above on matters of acknowledged importance –
 - Designated and un-designated heritage assets;

- Landscape / AONB, and visual amenity in general;
- Ecology interests;
- Highway safety, including during construction;
- Residential amenity;
- Services / utilities.

In considering the principle there is inevitably some overlap with the consideration of the other matters of acknowledged importance – in particular, the impact of the proposal on heritage assets and the area of outstanding natural beauty.

Principle

Policy, guidance and legislation -

Paragraphs 11 and 12 of the NPPF re-state that planning law requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise, and that the NPPF does not change the statutory status of the development plan as the starting point for decision making. This guidance must be read in the context of other primary legislation – notably the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires local planning authorities to have ‘special regard’ to the desirability of preserving listed buildings, their setting or any features of special architectural or historic interest which they possess (Section 66); and the Countryside and Rights of Way Act 2000 which requires relevant public bodies to ‘have regard’ to the purposes of conserving and enhancing the natural beauty of areas of outstanding natural beauty (Section 85).

So, taking the development plan as the starting point, in this case the Wiltshire Core Strategy has a number of policies which are relevant to the consideration of the principle of the proposed development. Firstly, Core Policies 1 and 2 set out Settlement and Delivery Strategies for new development across the county in general. Under these policies the application site lies in ‘open countryside’ where there is normally a presumption against new development – and in particular, new residential development – unless essential to the countryside. On face value the proposal – to introduce new uses, housing and related development at the site – conflicts with these policies.

This said, the development plan contains other policies which must also be considered ‘in the mix’. These include Core Policy 48 (Supporting Rural Life) which permits dwellings in the countryside where these meet accommodation needs required to enable workers to live at or in the immediate vicinity of their place of work in the interests of agriculture, forestry or employment essential to the countryside; and, separately, which permits the conversion and re-use of rural buildings. Both of these ‘exceptions’ to the basic principles of Core Policies 1 and 2 are subject to strict criteria, to be considered later in this report. Separately, Core Policy 58 (Conservation) seeks to ensure the conservation of the historic environment, noting in particular that proposed development which would improve heritage assets at risk will be encouraged.

The NPPF provides guidance in relation to the matter of principle. Notably, paragraph 17 – which sets out core land-use planning principles – states that planning should, amongst other things –

- *Not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve places in which people live their lives; and*
- *Conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.*

More particularly, paragraph 28 states that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development; and support the sustainable growth and expansion of all types of businesses and enterprises in rural areas, through conversion of existing buildings and well-designed new buildings.

In relation to housing, paragraph 55 in many ways compliments Core Policies 1 and 2 of the development plan, stating that isolated homes in the countryside should be avoided – that is, unless there are ‘special circumstances’, listed as:

- *The essential need for a rural worker to live permanently at or near their place of work in the countryside; or*
- *Where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future use of heritage assets; or*
- *Where the development would re-use redundant or disused buildings and lead to an enhancement of the immediate setting; or*
- *The exceptional quality or innovative nature of the design of the dwelling.*

Specifically on heritage assets, the NPPF at paragraph 126 states that local planning authorities should have a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. The paragraph continues - in doing this it should be recognised that heritage assets “are an irreplaceable resource”, and that they should be conserved “in a manner appropriate to their significance”. The paragraph concludes by stating that local planning authorities should take into account:

- *The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *The wider social, cultural, economic and environmental benefits that conservation of historic environment can bring;*
- *The desirability of new development making a positive contribution to local character and distinctiveness; and*
- *Opportunities to draw on the contribution made by the historic environment to the character of a place.*

Paragraph 115 of the NPPF refers to landscape matters. It states that great weight should be given to conserving landscape and scenic beauty, including within AONB’s “... which have the highest status of protection in relation to landscape and scenic beauty”. Paragraph 116 adds that planning permission should be refused for major developments in these designated areas except in exceptional circumstances.

Other paragraphs in the NPPF consider the potential for harm to be caused to heritage assets by proposed development. These are considered later in this report.

Against this policy, guidance and legislative background the principle of the proposed development must be assessed.

The Proposal –

As the centre piece of the overall planned development it is proposed to re-introduce to Tottenham House a 'single family' residential use (incorporating some staff and home office accommodation), and to reach this end the House and its surrounding associated heritage assets would be repaired and/or restored, and accordingly put back into active use.

The re-use of Tottenham House as a dwelling accords with Core Policy 48 of the development plan (which allows re-use of rural buildings per se) and paragraph 55, bullet point 3 of the NPPF. Under Core Policy 48 residential re-use would normally be expected as the last resort, although in this instance 'special circumstances' apply – notably Tottenham House started life as a dwelling and the proposal appropriately seeks a return to this.

Separately, repair and restoration of Tottenham House and the surrounding heritage assets would achieve conservation of the assets "... in a manner appropriate to their significance". This in isolation, and at the highest level of consideration, accords with Core Policy 58 of the development plan and paragraphs 17 and 55 (bullet point 2) of the NPPF.

Inevitably some alteration to the house and assets is also proposed – to bring the accommodation up to a standard that can reasonably be expected by a 21st century occupying 'family' – but this is acceptable as far as the effects on the significance of the buildings are concerned (specifically, the effects have a neutral impact on the assets and/or cause less than substantial harm to the assets which is outweighed by the public benefit arising from their repair – this is considered in greater detail below).

Intrinsically linked with the proposal to re-use Tottenham House is the proposed re-creation of a 'country estate' across the wider holding. This involves the inclusion of new estate buildings (for storage, maintenance, etc.), equestrian facilities, estate cottages and other staff accommodation, 'shoot' guest accommodation, facilities for the family (pools, pavilions, outlying 'family' homes (for extended family members)), and other whimsical additions (lakes, follies, a cricket pitch, a banqueting house, etc.).

In normal circumstances such new 'facilities' would require detailed functional and financial justification – notably, Core Policy 48 states that where new dwellings are required to meet the employment needs of a rural enterprise then planning applications must be supported by functional and financial 'needs' evidence. To a point this evidence has been provided in the application c/o two reports – "The requirement for additional estate infrastructure and secondary accommodation" report by Savills and the "Headline Economic Outputs" report by Rural Solutions. But notwithstanding these, on face value the conclusion is that the proposals for the new facilities are in conflict with Core Policy 48. It, therefore, falls to be determined whether that conflict is outweighed by other material considerations.

Important material considerations in that regard arise from the reports noted above. The second of these reports relies in part on the work undertaken by Savills in the first. The second report states:

".....

Savills' work tells us that Tottenham House will operate as a private family residence for an Ultra High Net Worth (UHNW) family. The working assumption is that the family will be in residence for around six months of the year (in aggregate) during which time they will entertain and hold regular gatherings such as shoots, etc..

Services will include management of the household, housekeeping and hospitality; equestrian, garden and grounds, management, shoot, transport and security.

The operation of the household will be of a scale similar to a medium sized hotel with an annual budget in the region of £3.1 million of which c. £1.7 million will be spent on staff. Savills identify the need for in the region of 69 permanent members of staff of whom 48 will be permanent full time and 21 part time. 27 of the staff will require permanent accommodation on site and 13 will require temporary accommodation.

In addition to expenditure on staff, in the region of £1.4 million pa will be spent on regular supplies such as heating oil/gas, maintenance of CCTV and alarms, TV and audio, maintenance and upgrade of IT systems, vehicle and aircraft maintenance and repairs, dog, pheasant, horse and pet food, veterinary, pheasant poults, beaters, plants, seeds and bulbs, fencing and lighting, food, cleaning and household supplies, flowers, window cleaning, swimming pool and spa maintenance.

....”

The report sets out benefits arising from construction (totalling some £231 million) and operational employment (c. £1.7 million pa), and other qualitative benefits.

The first report (the Savills' report) explains in more detail the reasoning for additional estate infrastructure and secondary accommodation. It says:

“..... the heritage implications of adapting a Grade I listed mansion to the needs of the 21st century significantly constrain potential uses. It is therefore fortunate that interest in the English country house has seen a significant revival over recent years, alongside the emergence of substantial private residences both in London and internationally.

At Tottenham House the challenge is immense, not least as the property is in significant disrepair. It was last used as a private house over 80 years ago and nearly all the essential and supporting estate infrastructure has been sold off or otherwise disposed of. The House is colossal; it extends to over 90,000 sq ft, with the Old Stables adding a further 24,000 sq ft; a total that is some fifty times the size of a typical suburban house. It is perhaps, now, good fortune that the lack of investment over many decades means that the House and the Old Stables, albeit in need of extensive restoration, are to a large extent original and unspoilt, as is the landscape that surrounds them.

This combination of circumstances happens to ensure that despite the still enormous cost to convert Tottenham House back to its original use and purpose, that of a magnificent single family residence, it now becomes the most viable solution, both from a heritage and commercial viewpoint.

However, this opportunity to capture a viable and sustainable future for Tottenham House can only be taken if the House and Estate can be made to appeal to potential owners with the significant resources required to realise this ambition.”

The 'potential owners' are described in the report in the following terms:

“It is clear that a sustainable long-term future for Tottenham House requires an expansive vision. The House must allow the owner and his family to live on a magnificent scale but in a comfortable, secure and relatively private manner. The family may well span a number of generations; the young family members, through to an extended family all sharing facilities, yet retaining a degree of separation and with essential domestic staff close at hand. Such arrangements will call for a hierarchy of accommodation of different types, in different locations within the Estate.”

In every respect, it is important to create the widest possible appeal to the very few people who can afford to live in such style as Tottenham House allows. It needs to be the best of the best to succeed in the overall objective of finding an owner who will want to fund the restoration, the new construction and sustainable future operation for generations to come. ...

The identity of the future owner is as yet unknown. Once all the necessary permissions have been granted and, once the costs, scope and programme of construction has been clearly defined, it is anticipated that a new owner will then restore the House, Old Stables and wider estate to their own specification.

Tottenham House and Estate needs to offer the certainty of a family seat that is capable of accommodating a multi-generational family as it matures and evolves. It is often the case that modern day founders of family fortunes will plan a four-generation policy in order to protect and share wealth for at least the next three or four generations. Such a long-term capability and flexibility is what the large country estates once offered; for Tottenham House to sustain a future as a family home for a new dynasty, it must also be able to serve the needs of future generations. The proposed restoration of Tottenham House and the wider Estate must therefore cater for the accommodation of several generations.”.

As is evident from these extracts from the reports, and notwithstanding the level of detail they give, the planning application is speculative at this time. But regardless of this, it can reasonably be concluded from the reports' outcomes that, firstly, any potential purchaser of Tottenham House will have to be 'ultra high net worth'; *and*, secondly, that this purchaser will be purchasing with the intention of creating a 'country estate' in any event, properly staffed and with family accommodation included, this in the country house tradition. The Savills' report provides much evidence to demonstrate what is typical in the way of required staffing at a country estate by reference to traditional and modern estates elsewhere in the country – and the proposals set out for the Tottenham Estate are akin to these. The new 'enterprise' itself would be funded by the new owner's ultra high net worth, and this diminishes the usual expectation for financial 'tests' to be passed. Fundamentally, at the centre of the new estate would be Tottenham House (and the associated historic buildings), repaired and restored to a high standard. It is considered that this last outcome – in relation to which legislation requires Wiltshire Council to have special regard – would not be achieved in other circumstances. Accordingly it is considered that the totality of the development proposed is justified and necessary in order to achieve the wider outcome of restoring the estate and bringing it back into beneficial use. In the circumstances, it is concluded that the conflict with Core Policy 48 is outweighed by these other material considerations.

With the above in mind, and turning to the original question of principle, to achieve the repair and restoration of Tottenham House and the other heritage assets it can reasonably be concluded that a solution on these lines will be required. Such a solution does not exactly 'fit' with normal planning policy (that is, the Settlement and delivery Strategies of the Core Strategy, and the need to justify associated 'other' countryside development in terms of its functional purpose and viability). However, it is sufficiently close through meeting the requirements of other aspects of policies, guidance and legislation relating to countryside development in general to be acceptable. But, most importantly, the solution, as a complete package, complies with conservation policy in that it would sustain and enhance the significance of heritage assets and put them to viable uses consistent with their conservation (NPPF paragraph 126), *and* achieve the optimal viable use of heritage assets (paragraph 55) which at this time have no use as such, and are in a serious state of decline.

These 'high level' conclusions are all dependent on the heritage assets actually being restored and put to their intended new uses. To ensure this, it would be necessary to have a phased approach to the overall development – with conservation placed first and other development coming second. Such phasing is a matter which can be controlled through conditions in the

event of planning permission being given. Additionally, as the justification for the new development elements is based on the need for these to service the planned new country estate, it is also essential that, where relevant, their use and ownership remains with the estate. This would have secondary benefits by controlling any future potential fragmentation of the heritage assets, including the registered park and garden. To ensure this, further planning conditions would be required to tie the uses and a legal agreement to prevent the selling-off of relevant parts of the new development and/or the estate; (exceptionally to this, it would not be reasonable to tie ownership of the outlying 'family' houses at Upper Wolfhall Farm which lie outside the registered and park and garden and which may only be a requirement and/or 'draw' for the first owner; the relevance of these houses to the initial restoration of the estate and to its subsequent operation *may* fall away after the restoration is complete and/or the party who restores it sells the estate, at which time there is unlikely to be a sound planning reason to retain them in-hand). Subject to these controls the development as a whole is considered to be acceptable in principle.

In reaching this conclusion 'special regard' has been given to the desirability of preserving the listed buildings, their settings and features of special architectural or historic interest which they possess.

The impacts of the proposals on detailed matters of acknowledged importance are considered in the following sections of the report.

Heritage Assets

Core Policy 58 (ensuring the conservation of the historic environment) of the Wiltshire Core Strategy states that new development should protect, conserve and where possible enhance the historic environment.

Paragraph 132 of the NPPF states that when considering the impact of 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. Substantial harm to or loss of designated heritage assets of the highest significance should be wholly exceptional.

Paragraph 133 states that where a proposed development would lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that, in particular, the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss. Paragraph 134 states 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. Paragraph 135 continues that the effect of an application on the significance of a non-designated heritage asset should be taken into account and a balanced judgment made.

Historic England defines significance as "*the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting*". Setting is defined in the NPPF as "*the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral*".

As already set out in this report, the application site is rich in designated and non-designated heritage assets. These include Tottenham House (listed grade I), the Old Stables (grade II*), The Octagon Pavilion (grade II*), and parts of the Tottenham House and Savernake Forest

Registered Park and Garden (grade II*). Beyond the application site are further designated and non-designated assets – notably, other parts of the Registered Park and Garden (in particular, that part of the c. 2.2 km ‘column ride’ outside of the application site which runs in a straight line between Tottenham House and the Ailesbury Column (grade II)); listed and older buildings at The Warren, St Katharine’s and Durley settlements; the Kennet and Avon Canal; and Wolfhall Manor and Farm. The proposals affect at least some of these assets - directly or indirectly. Each asset, or asset group, is considered in turn.

Tottenham House -

The application is accompanied by a Heritage Report which considers the significance of the various assets and the impact of the proposals on this. It is considered that the Heritage Report appropriately and systematically identifies the significance of the heritage assets concerned, and that the most efficient summary - for both Members and the public - of the wide range of heritage significance to be considered is achieved by direct cross reference to the report. It initially notes that the assets are inextricably linked, and so must be considered both individually and together. It provides a broad conservation management plan for the site.

For Tottenham House the report summarises the significance of the asset in the following terms:

“... It is representative of the internationally respected country house tradition, a house on a grand scale, associated with a particular kind of power, built primarily to impress and entertain the elite and influential in British society, set in an extensive parkland”.

It continues by stating that the house has a rich documentary and architectural history, telling a story of changing design tastes, social conventions among Britain’s landed elites, and changing technologies. It notes the designed views and the setting of the house in its landscape being significant and of national historic relevance, but not compromised by centuries of re-development.

In more detail it summarises Tottenham House’s significance in the following terms –

- *As the site of the hunting lodge belonging to Wolf Hall, which was much enlarged to create a sizeable mansion house by 1575, there may be below ground evidence surviving for these structures.*
- *A significant amount of the original fabric of the 1720-1740s house designed by Lord Burlington survives within the current house. The ground floor room known as The Grey Parlour and used as a steward’s room in 1856, survives largely intact. Painted panels are recorded here in 1744 and 1856.*
- *An early form of hot-air ducted central heating appears to have been installed, evidence of which survives in the early fabric.*
- *Associative historical value lies in the connection with several nationally important figures. The strongest associations are with the Seymour family, and in particular, Jane Seymour, the third wife of Henry VIII and Edward, 1st Duke of Somerset and Lord Protector; the Bruce family; Lord Burlington, the designer of the Palladian mansion built 1720-1740s and a key figure in the Palladian movement nationally and Lancelot Brown, who was responsible for designing over 170 parks nationally and considered by some as England’s greatest gardener.*
- *Elements of political and cultural history can be read in the design of the house. In particular the ascendancy of Whig power in the 18th century is expressed in the Palladian architecture.*

- *Burlington's house and the associated landscaping emphasised the dominance of the house within the landscape.*
- *Illustrative historical value lies in the internal arrangement and layout of rooms explaining the social order of a country house as a place of entertainment and privilege.*
- *The alterations and extensions of the 19th century demonstrate changing expectations and aspirations in domestic accommodation and in entertainment on a grand scale.*
- *The 19th century house tells the story of improvements in housing technology to give greater comfort and practicality.*
- *Interior features and decoration survive and provide historical and architectural integrity to the set piece. The change in taste in interior decoration from the 18th to the late-19th century can be traced. The survival of this decoration in situ allows for an interpretation of any meanings which might be embodied within it.*
- *The archive of documentary evidence supplements evidence on the ground creating an extraordinary resource for scholars in a wide range of disciplines.*
- *The house as a whole in its landscaped setting has been designed to a high standard and is of national importance.*
- *There are designed views of and from the mansion deliberately adding to the grandeur of the house and emphasizing its dominance over the surrounding landscape.*
- *The highly decorated principal rooms have high aesthetic value, which is enhanced through the detailed knowledge derived from building records.*
- *The dilapidated condition of the house and the ruinous state of the conservatory detract from the aesthetic value of the house.*
- *There are elements of the house which are of poor aesthetic value, for example, the buildings in the north service courtyard (the garage wing and the service wing) which detract from the aesthetic value of the house.*
- *Some elements of the house have been seriously compromised, such as the lightwells, which further detract from the aesthetic value of the house.*
- *Although this has always been essentially a private building, and there are limited public views of the house, it has a very public presence and there will be some communal value to the surrounding community in having such an important and ancient Estate as a neighbour.*
- *There are views of the house from the public road and it will hold some communal value to those travelling this road. In addition, from the few public rights of way crossing both north and south of the site there will also be views towards the site, which will hold limited communal value to those using them.*

The proposal is to return Tottenham House from its present uninhabitable and poor state of repair to single family residential use, including associated staff and office accommodation. In the main this would be achieved without major structural alteration to the building other than to the north wing and/or to parts of the building already affected by later works or dereliction (for

example, the roof lanterns and the conservatory). The 'impacts' are summarised in the Heritage Report in the following terms:

- *The main elevations to the House i.e. where there is a designed view or designed relationship with the Registered Park , will be preserved;*
- *The plan form and circulation routes of the main house (which are important elements of the building's significance) will be preserved;*
- *The remodelling of the north wing will not affect fabric that holds any architectural or aesthetic interest and therefore will not result in harm to this aspect of the building's significance;*
- *The plan to extend the footprint of this wing will fulfil the original designed arrangement shown on Thomas Cundy the Younger's plans;*
- *The redesigned service wing will improve the relationship of the north elevation of the building to its garden setting and alignment with London Walk;*
- *The loss of the existing service buildings will result in the loss of some historic evidence (the existing buildings illustrate the depleted financial resources of the Brudenell-Bruces), though this harm can be mitigated by undertaking a photographic and drawn record of the buildings ('preservation by record'). Furthermore any residual harm that would result is justified by the significant heritage benefits and other public benefits this proposal will deliver, not least the restoration and refurbishment of the main house and its re-use as a single dwelling.*

It is considered that the outline above represents a fair summary of the impacts of the proposed development on the heritage significance of Tottenham House. In terms of the NPPF tests, repair and modernisation of the larger part of the main house without measureable alteration to its plan or external appearance would have a neutral and/or positive impact on its significance and conservation. The 're-modelling' of the north wing and the related service buildings would cause less than substantial harm to this element of the house. Even less than substantial harm requires careful consideration, having regard to the Grade I status of the building. Under paragraph 132 of the NPPF it is noted that "As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification". Where a proposal leads to less than substantial harm to a heritage asset (or, here, one element of a heritage asset), paragraph 134 of the NPPF requires that harm to be weighed against the public benefits of the proposal, including securing the asset's optimum viable use. In the overall 'picture' here (notably, the acknowledged poorer aesthetic value of the north wing anyway as a consequence of the compromises made by the then owner at the time of its construction), the harm to this element of the building is not considered to outweigh the very substantial benefits arising from the overall restoration of the remainder, and larger part, of the house.

Taken as a whole, the positive benefits arising from proposed works to restore the remainder of the building are also considered to outweigh the less than substantial harm arising from works to the north wing. Critically, and in addition, the public benefit of recreating "... a house on a grand scale, associated with a particular kind of power, built primarily to impress and entertain the elite and influential ..." is considered to be overriding in this case, so conserving the house "in a manner appropriate to [its] significance", with the effect in the terms of paragraph 131 of the NPPF of "sustaining and enhancing the [overall] significance of [the] heritage asset and putting [it] to viable use consistent with [its] conservation".

The Old Stables –

The Old Stables are in a very poor state of repair and in some areas likely to be close to collapse. The building's heritage significance is summarised in the Heritage Report as follows:

- *There is evidential value in the potential for the earlier fabric and detailing of the pre-Cundy stables to be identified.*
- *As a significant status symbol, the stables indicate the wealth of the owner and his desire to impress visitors with a large block accommodating a substantial number of horses as well as carriages. The size, the classical design and display of arms over the entrance arch proclaim the status and sophisticated taste of the owner.*
- *The need for this amount of stabling is an expression of the need for accommodation for hunting horses as well as carriage horses which, in turn, indicates the presence of the deer park, another measure of status.*
- *The siting of the stable block reinforces this message being prominently visible on the approach to the house.*
- *Considerable effort was put into the design of the stable block and Lord Bruce used a well-known and respected architect for the work.*
- *The building is of high quality design, materials and execution. The end result and the cost of construction reflects this.*
- *Its current dilapidated condition seriously detracts from its aesthetic contribution to the Estate.*
- *In the past the stables may have had some communal value to workers on the Estate but the building was never accessible or visible to the public and holds very little communal value.*

The Old Stables would be re-used to provide security, indoor leisure and recreation facilities incidental to the main house, and they would be joined by way of a new subterranean corridor. Externally the building would appear largely as existing; internally the space would be adapted to suit the planned new uses. The Heritage Report summarises the heritage impacts as follows:

- *The building is in an advanced state of decay. The proposals for its re-use will secure the much needed repairs and ensure the building has a viable future. This is a heritage benefit;*
- *Repairing the building and securing a suitable new use will contribute to enhancing the setting of the Main House and the character and appearance of the Registered Park;*
- *Retaining the building and proposing a new use as a part of the ancillary facilities serving the main house will preserve the historical and functional integrity of the Estate.*
- *Wherever possible it is proposed that internal features will be salvaged and reused- in their original locations or elsewhere in the building, ensuring that understanding of the building's original use and the surviving features associated with that use are preserved.*

The public benefit of achieving repair and restoration of this seriously compromised building outweighs the less than substantial harm caused by internal re-configuration. The intended use would secure a future for the building close to its originally intended use – that is, incidental to the principal residential use of the main house. This is considered to be a “positive strategy for

the conservation and enjoyment” of an asset severely at risk through neglect and decay, in accordance with the NPPF (paragraph 131).

The Octagonal Pavilion –

This building is the only surviving ‘eye catcher’ / folly from Lord Burlington’s era. It is proposed to repair the pavilion and ideally return it to its original state and leisure related use. This would be positive enhancement of the asset, ensuring its future – again in accordance with the NPPF.

Registered Park and Garden –

The Registered Park and Garden list description for the park describes it as “C18 and C19 pleasure grounds set within a park laid out in the C17 and C18 and a forest dating back to the medieval period, with formal avenues and woodland rides, including work by Richard Boyle (Lord Burlington) of c. 1721 and Lancelot Brown from 1764 to c. 1770”.

The Heritage Report defines the Park and Garden’s significance in the following terms (key bullet points):

- *Associative historical values lies in the connections with Lord Burlington, Lancelot Brown, Charles Bill and Henry Burn, all of whom have contributed to the development of the landscape within the site.*
- *Changing fashions in parks and garden design, reflecting changing social, political and cultural values, can be read in the development of the park. Elements from the 17th century landscape have been incorporated into formal elements of the 18th century landscape. These have been softened by some informal 18th century developments and supplemented by the creation of axial rides and symmetrical planting.*
- *The Column Ride, Saddle Ride, London Ride and The Great Walk all give axial views with glimpses of the house. The dominance of the house within the landscape is an expression of power and overlordship of the family.*
- *The tree screening by the stables and siting of service buildings behind this illustrates Brown’s ideas of removing alien features from views in a natural landscape. However, it is also clear that existing objects/buildings that could not be seen in any view remained such as the Lower Barn.*
- *The contradictions within the 18th century developments of informal and formal planting reflect the complexities inherent in developing and maintaining a large country Estate. The desire to follow the fashion for naturalistic landscapes sweeping the country is expressed in the Brownian features which have been introduced into an existing designed landscape, adding to, rather than completely erasing the existing state.*
- *At the same time, the need to express dominance over traditional common land and evidence that the landscape is not the result of a single hand is illustrated in Bill’s axial rides with rigid formal planting which are contemporary with Brown’s visits.*
- *The informal planting of clumps in West Park, Home Park and East Park and the serpentine walks illustrate typical Brownian characteristics, although many are shown on the 1773 Andrews and Drury map which must have been surveyed during the time that Brown was advising.*

- *The pleasure grounds and formal garden and how they have changed illustrate changing fashions in the immediate setting of the house including the elevated terrace for viewing out over the landscape. This also shows the interests of the 2nd Marquess lay in the house and its immediate gardens as a place of entertainment and political influence, to the detriment of the wider landscape.*
- *The approach to the mansion along the Column Ride is designed to assert authority and impress - the scale of the setting with the building at its centre. This is a very deliberately designed and curated view to secure a very particular visual and emotional response.*
- *Similarly, designed views from the house, especially from the garden front create a visual and emotional experience that illustrates the level of control over the landscape and control over those allowed to enjoy it.*
- *Axial walks and rides, including The Great Walk, with focal points of interest and/or views are designed to entice the visitor on through the different elements of the landscape, with particular visual 'incidents' provided by buildings or landscaping. The quality of these is diminished by the poor condition of some of the planting, resulting in incomplete avenues of trees and also by the loss of focal point features, especially the Banqueting House.*
- *The Brownian concept of an idealised natural landscape has high aesthetic value although this is seriously compromised in places by the poor condition of some of the trees and, in the case of East Park, by the degraded condition of the land. Whilst it is noted that not all of Brown's advice was implemented in East Park the interventions that were introduced have been eroded.*
- *Borrowing views from the wider countryside setting is typical of 18th and 19th century park design. As the countryside has changed with new development and changing agricultural practices, so also has the viewing experience. The views over the attractive and surrounding countryside from Tottenham Ridge and East Park still have aesthetic value but now contain features that evidence the history of change (windmill, water mill, canal, railway).*
- *The formal gardens are designed to provide a very deliberate immediate setting to the house. These have the potential for high aesthetic value but are currently in very poor condition and overgrown.*
- *The landscaped setting of the approach along the Column Ride has high communal value as this is visible and prominent from the public road through the park.*
- *Similarly, Home Park is visible to all from the road representing the public presence of this nationally important Estate. However, views of the house from the road are very restricted.*

The proposals for the park and wider land holding are set out on the masterplan and in the Landscape Design Statement which accompanies the planning application. Notable within the Heritage Report's assessment of significance are the references to the parks continuously evolving form, with alterations and additions essentially overlaying on previous arrangements (such as the natural landscape created in the later 18th century overlying the more formal layout of the early 18th and 17th centuries, which itself overlies the earlier deer park; and in more recent times agricultural uses being introduced in some areas following the decline and/or fragmentation of the estate).

With this in mind the proposals for the parkland, as set out in the standalone Landscape Design Statement and the related Landscape Management Plan seek to not only restore the existing

parkland taking into account the many 'overlays', but to also introduce new elements. These include the facilities deemed to be necessary within a 21st Century estate (that is, the staff/guest accommodation and outlying family houses, the stabling and riding schools, the leisure facilities (tennis courts, pools, etc.), and the other features, including a substantial water feature/lake (with eye-catching grottos), a cricket pitch and pavilion, security features (including entrance gates and security point on the Column Drive), and a 'Banqueting House'). On these the Landscape Design Statement says the following:

"Given the current investment proposals, there is an opportunity to put the House and Estate back on a firm, viable footing. It is intended that they should be fully refurbished so that they can be removed from the Heritage at Risk Register. This will include larger elements such as the Walled Garden and Gardener's Cottage, Octagon Pavilion, the retaining walls and paths. Extensive landscape improvements can be undertaken, including the construction of a lake. Fundamental to this is the production of a Landscape Management Plan to take the landscape and its operation into the next generation. This will promote bio-diversity and sustainability and allow for the easy integration of a wide range of leisure pursuits. There is an opportunity for creating new gardens in the Core Area – which includes the area around the Main House, the Pleasure Ground to the north and the Parterre and gardens to the south. To support such an enterprise, a large range of new accommodation will be required, mostly in the Core Area, but also at Lower Barn and Upper Wolfhall Farm.

The Estate Masterplan must work on the basis of the geology and topography and draw inspiration from and respect the history to create a 21st century grand House and Estate. However, the Estate needs to be considered as a whole, and planned so that every part contributes to the smooth functioning and the pre-eminence of the House. Its good management will not only reinstate a place of cultural importance, but also will contribute significantly to the local economy. While the history is a prime generator it is not the only generator, and garnering historical clues for future management must be balanced against modern functional and social requirements, as well as issues such as sustainability and biodiversity. Thus, while the key historic architectural elements are retained and refurbished, there are new buildings proposed for the Core Area such as the Machinery Store and Riding School that were not present in the 18th or 19th centuries.

The landscape history is partly discernible on the ground and is critical to the Landscape Management Plan. New elements such as the Family Houses or the lake will be sensitively absorbed. The spaces throughout the site will support the characteristics of a landscape unique to Tottenham Park. All structural planting will be carried out with native trees, mostly the beech and oak, that has flourished so well in the forest and all such planting would be carried out under a long-term Tree Management Proposal However, in the areas around the House, the tradition of more modern introductions will be revived.

Access generally will use historic routes with the minimum amount of paving except where major vehicle access is required to the Core Area.

There will be minimum change to the setting of the Main House or the Old Stables on the Home Park side. However, on the east side a lake will be included which will bring this area back into good management and increase the bio-diversity. In the immediate area of the House, it is intended to significantly upgrade the planting while retaining the 19th century layout. The more functional new buildings in the Slips and north of the Walled Garden, including their access roads, will be well-screened with trees and have little impact on the Park. The outdoor Manège will be hedged and the corners punctuated with trees to integrate with the Stable Belt. The good management of the Stable Belt is critical, as is that of the North Tree Belt along the Grand Avenue which forms the northern boundary of the Estate.

The Walled Garden is partly productive and partly ornamental and at its northern end will accommodate a Guest House and leisure facilities, as well as the machinery stores and a new Gardener's Cottage. The greenhouses will be restored, and a new Orangery incorporated.

The platoons in the Home Park will need re-planting and shaping over the next few decades. The main vehicle entrance on the Column Ride will also be a manned security point and is located discretely within an existing platoon, at the intersection with the public footpath. The West Park will incorporate a new Cricket Pitch. New tree planting in Tottenham Coppice across to Langfield Copse will make subtle references to the 18th century layout without slavishly re-creating it. Upper Wolfhall Farm will be the site of new Family Houses and Estate Cottages and the helicopter hangar, which will all be settled in with native tree planting. Similarly, at Lower Barn the two new houses and the pair of cottages will be framed with new tree planting. The Family Houses and Estate Cottages also double as a security point in this location, as a public byway goes right up to the site of Lower Barn. Finally, in East Park, the new lake will create a focus and a beautiful enhancement to the House that clearly demonstrates that it has a life in the future”.

In terms of the NPPF tests, these proposals are considered to have either a neutral impact on the significance of the registered park and garden (notably, those elements within the 'Core Area' close to the main house, the Banqueting House, and the outlying family houses and estate cottages) or to cause less than substantial harm (notably, the cricket pitch/pavilion, the security points, and the lakes/follies).

Regarding those elements considered to have a neutral impact, it has been demonstrated that the Core Area historically supported development necessary for the operation of the main house – green houses, potting sheds, staff accommodation, other related buildings, etc. – and the proposal is to essentially re-instate these, albeit differently configured and fit for a 21st century estate. For this reason the heritage impact of the proposed developments in the Core Areas are considered to be neutral. Existing buildings and structures within the Core Area (including the Gardener's Cottage, greenhouses, potting sheds and wheel house) are proposed to be repaired and put to new, suitable uses. Within an 'estate yard' context, it is not considered that their settings would be detrimentally affected; indeed, there is likely to be enhancement of the settings.

The Banqueting House would be effectively a standalone outlying eye-catcher / folly, albeit offering full ancillary residential accommodation. Its impact in heritage terms is considered to be neutral as it would be in essence a reinstatement of a similar building which once stood on the same site. The re-introduction of an eye catcher in this location would, therefore, enhance the understanding of the 18th century park design and re-inforce its historic integrity. In heritage terms this is positive enhancement of the Park. Incidental access and parking to serve the Banqueting House would be absorbed into the vastness of the landscape hereabouts.

The outlying family houses and estate cottages would, in the case of Lower Barn, occupy a site which supports (and supported) agricultural buildings; or, in the case of Upper Wolfhall Farm, lies outside (and out of site) of the registered park and garden. The detailed design for the outlying houses is a reserved matter, to be considered later in this report.

Taken as a whole, it is considered the overall scheme, including the restoration of the heritage buildings, will result in a substantial overall enhancement of the Registered Park and Garden and its setting. In particular it is noted that the Registered Park and Garden will benefit significantly from the wider estate being brought back into beneficial use through the associated management and maintenance of the park and garden.

Regarding those individual elements considered to cause less than substantial harm, and having regard to the high threshold established by paragraph 132 of the NPPF as referenced

above, the 'need' for such features to attract the investment for the repair and restoration of the entire estate is considered to be overriding, the repair and restoration being in the greater public interest. Additionally, and with particular regard to the lakes/follies and cricket pitch, these are considered to be in the spirit of natural landscape and country estate design anyway, and would mark the next stage, or overlay, in the evolution of the park. As with other elements of the overall proposal, the changes to the registered park and garden are, therefore, considered to be a 'positive strategy' for conservation, in accordance with the NPPF.



The Lakes – as proposed

Regarding the immediate settings of Tottenham House, the Old Stables and other existing buildings and structures, it is not considered that these would be adversely affected by the proposals for the registered park and garden as, in essence, the park and garden will remain, albeit better maintained and with additional, but not un-typical, parkland features.

Other heritage assets -

There are a number of designated (and un-designated) heritage assets in the vicinity of the application site. In the main these are not affected by the proposals in view of their more intimate / domestic-scale settings, their distance from areas to be developed and/or the lack of inter-visibility.



Column Drive – security point & gates – as proposed

Exceptions are the Ailesbury Column (grade II Listed) which once formed part of the estate, and which is directly in line of sight of Tottenham House via Column Ride. Very deliberately, there is no development between Ailesbury Column and the house, this ensuring an uninterrupted view between the two. The proposal would change this by introducing a security point (with gates) on Column Ride. However, by placing this at a point where there are established trees and where there is a natural dip in the land, the long distance view between the house and column (and vice versa) would not be noticeably hindered, its sheer scale continuing to dominate. The cricket pitch and pavilion are also proposed in the gap between the column and house, but not in the line of sight.

A further exception is Wolfhall Manor and Farm. Although some distance from the application site and the registered park and garden - and without inter-visibility - there is still an important historical link between Wolfhall Manor and Tottenham House, as explained by the Friends of Wolfhall in their response to the application, in that the Tottenham estate effectively grew out of the Wolfhall Manor estate as the latter declined in the 16th century. The Friends point out that physical, and visual, connection between the estates remained/remains via an existing lane and bridleway passing by Upper Wolfhall Farm; the Friends express concern that the outlying family houses and other development proposed at Upper Wolfhall Farm would be detrimental to this historic relationship. However, it is considered that this relationship has in any event been diminished by past developments – notably agricultural buildings at Upper Wolfhall Farm and the canal and railway line. In view of this it is not considered that further development in the form of appropriate estate related development would be harmful to the relationship between the two historic estates or, more particularly, the setting of Wolf Hall Manor and Farm. For similar reasons neither would appropriate development at Upper Wolf Hall Farm be detrimental to the setting of the Kennet and Avon Canal.

Archaeology –

As reported by the WC Archaeologist, much archaeological investigation was carried out at during the preparation of the earlier golf resort planning application, this revealing considerable archaeology. As a consequence further investigation would be required before development commences, and the WC Archaeologist recommends a condition accordingly.

Development which would affect the Scheduled Ancient Monument to the south of Tottenham House would not be acceptable, and is not proposed in any event.

Heritage Assets: conclusions –

As outlined above, section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that local planning authority have special regard to the desirability of preserving the listed buildings and Registered Park and Garden, their settings and features of special architectural or historic interest when considering the planning application. The NPPF advises (paragraph 131) that, in addition, the desirability of returning heritage assets to a viable use consistent with their conservation, the positive contribution such viable use can make to the community, and the desirability of new development making a positive contribution to local character and distinctiveness should all be taken into account. It is considered that the application should be regarded favourably on all of those grounds.

In assessing the impacts of the proposals on the settings of the heritage assets, the considerations set out below under the 'Landscape impact' heading must also be borne in mind. Given the commonality of character between the setting of the heritage assets and the nature of the wider landscape and AONB, it is considered that the conclusions reached of a largely neutral or positive impact on the AONB and wider visual amenity can in this case be adopted as an assessment of the impact of the proposals on the settings of the heritage assets. Where the landscape assessment has noted neutral impacts from specific elements of the proposals (the outlying new build family dwellings and estate cottages), those elements are generally isolated from the main heritage assets, have been designed and located having regard to the dominance of Tottenham House within its setting, and will have either positive or neutral impacts on the setting of the heritage assets.

The NPPF also emphasises that any harm to the significance of heritage assets should require clear and convincing justification. The harm arising here is considered to be isolated and outweighed by wider benefits of the proposals which would secure the repair and restoration of the historic buildings and the registered park and garden. However, in doing so there would be some harm to aspects of the significance of the heritage assets as outlined above. That harm where it arises is considered to be less than substantial and clearly outweighed by the important heritage benefits the proposals would deliver, not least ensuring that the assets are removed from the Historic England 'Heritage at Risk' register. That in, and of, itself is an important public benefit to which special regard should be given under section 66. Fundamentally, repair and restoration of Tottenham House and its related heritage assets would achieve conservation of the assets "... in a manner appropriate to their significance". This in isolation, and at the highest level of consideration, accords with Core Policy 58 of the development plan and paragraph 17 of the NPPF. The proposals are considered to be consistent with these policies and with the NPPF's detailed guidance on heritage matters at paragraphs 126 to 141.

Landscape impact

The application site and all adjoining land lie within the North Wessex Downs Area of Outstanding Natural Beauty.

As stated previously, the Countryside and Rights of Way Act 2000 requires relevant public bodies to 'have regard' to the purposes of conserving and enhancing the natural beauty of AONB's (Section 85).

Paragraph 115 of the NPPF states that great weight should be given to conserving landscape and scenic beauty, including within AONB's "... which have the highest status of protection in relation to landscape and scenic beauty". Paragraph 116 adds that planning permission should be refused for major developments in these designated areas except in exceptional

circumstances. For the purposes of paragraph 116 the planning application is not considered to be for major development having regard to the site's context, which is an existing country estate comprising uses and buildings consistent with those proposed, and with the distribution of those new and improved uses and buildings across the very large site. However, in the interests of robustly assessing the proposals and the need in any event for 'great weight' to be given to ensuring conservation of landscape and scenic beauty in AONB's it is considered that the 'exceptional circumstances' test should be applied anyway.

Under paragraph 116 of the NPPF exceptional circumstances may include:

- the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, on the local economy,
- the cost of, and scope for, developing elsewhere outside the designated area, or meeting the need in some other way, and
- any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

This case is considered to be exceptional in its very nature, since the proposals are not such as to change the nature of the AONB, but rather comprise a degree of intensification of the existing country estate. Having regard to the type of factors highlighted by paragraph 116, the overriding and substantial heritage advantages of the proposal are considered to be a relevant 'need' for the development, since without it high value heritage assets would remain on the 'Heritage at Risk' register. Further, the impact on the AONB is considered to be largely neutral as detailed below.

The Kennet Landscape Conservation Strategy (KLCS) places the application site within the Savernake Plateau character area. It states that the Savernake Plateau contains large expanses of ancient semi-natural forest, most notably Savernake Forest. Additionally it notes that the landscape is characterised by a mosaic of farmland and woodland blocks, giving it an intimate and enclosed character. Designed parkland and large estates, notably Tottenham Park and Littlecote, feature strongly in the landscape; the 'Woodland Strategy' set out in the KLCS seeks the restoration and replanting of designed parkland features as a priority.

The North Wessex Downs AONB Management Plan sets out various key issues and policies. For 'landscape' key issues include the need to conserve and enhance the remoteness and expansive open scale of the downland landscape, and the need to protect and enhance historic sites, buildings and landscapes and their settings. Planning policies include the need to resist noise-generating developments and activities, and the need to avoid and reduce light pollution, including control of lighting schemes or other developments that threaten the integrity of dark night skies.

The application is accompanied by a Landscape & Visual Impact Assessment (LVIA) which assesses the potential landscape effects and visual impact of the proposals on the landscape and visual resources of the area. Its Executive Summary includes the following statements:

"In the majority of the areas where new development is proposed, the dual effects of topography and of land cover, combine to create a high degree of enclosure with low intervisibility between parts of the Estate overall. The viewing experience from within the estate parkland was expressly designed to retain privacy on the Estate. This means that the Tottenham House and Walled Garden proposals will not be visible from the majority of public rights of way (PROW) on or near to the Estate. In addition, the changes are to bring beneficial effects to the historic estate and will have a long lasting positive impact on the setting as well as on each of the heritage assets.

Within the Lower Barn and Upper Wolfhall Farm areas the landscape receptor has a higher capacity to accommodate change. This is due to a low-lying location and to the screening effects of intervening topography and land cover in views from PROW in the adjacent agricultural land. At Upper Wolfhall Farm the proposals would have a negligible magnitude of change on most long-distance views from PROW. There would be localised slight adverse effects overall, becoming slight beneficial effects after 15 years.

At Lower Barn a small number of visual receptors on PROW GBED 15 and GBED 45 will have views of the Family Houses at Lower Barn, but these would be localised visual impacts and landscape effects. The visual impacts are lowered by the location of the Lower Barn Estate Cottages and Family Houses, which enables the protection of the network of dense land cover of mature hedgerows and trees which contribute to softening of the views. As design and layout of the new buildings will reflect the settlement pattern of nearby Crofton, in a local vernacular style, the Family House and Estate Cottages will merge well with the landscape character. These Family Houses and Estate Cottages will therefore have slight beneficial effects in the long term; once mitigation planting takes effect and the cluster of buildings reflect the neighbouring low-density settlement pattern of the hamlets. There would be some initial slight adverse to negligible visual impacts from GBED 12 and GBED 45, but these would become negligible to slight beneficial after 15 years,

This LVIA finds a negligible change overall in views from the majority of the PROWs due to low landscape intervisibility and to the low susceptibility of the location of the proposals. Due to merging with local landscape settlement pattern and character, via vernacular design, the proposals will have slight beneficial impacts on some views.

The Banqueting House was originally designed to be seen from the House and from more distant viewpoints outside the Park, including from Wolf Hall. Rebuilding it on its original site will have slight beneficial landscape impacts and landscape effects as it will restore a key heritage feature contributing towards the local landscape character, specifically benefitting historic parkland, a modified landscape in Savernake Plateau”.

These conclusions are broadly accepted, in particular those relating to the impact of those elements of the proposals within the Core Area (that is, around Tottenham House). Localised screening thereabouts provided by existing structures and woodland, and a reasonable expectation to see estate buildings in this area anyway, mean that harm would not be caused to the wider natural landscape by introducing new and appropriate development here.

Regarding the outlying houses, it is acknowledged that the chosen sites benefit from being low lying and, to a certain extent, from being screened. However, their visibility from public vantage points is still a potential concern. With this in mind during the course of the application the scale and design of the planned houses in these areas has been reduced. Whereas initially a relatively grand, or manorial, approach had been taken to the designs, this has been changed to be more rustic, with ‘farmhouses’ and ‘farmsteads’ instead (in outline form, although with design parameters specified in a Design Brief). The related estate cottages have also been scaled down. The consequence of these changes is that, in views – from both local and distant vantage points – the houses would now appear suitably vernacular to this landscape, where farmsteads and cottages are an expected characteristic in any event. This new approach is also considered appropriate within the context / setting of Tottenham House where development should not be competing with its significance as the grandest estate building.

Regarding the proposed Banqueting House, its site is prominent being on a ridgeline. However, as there was historically a banqueting house in this location forming part of the landscaped park, its re-instatement is considered appropriate to the restoration of the park, and so also appropriate within the wider landscape.

To maintain 'dark skies' within the AONB, appropriate external lighting would be required. This is a matter for conditions in the event of planning permission being given. The application is accompanied by a Tree Management Proposals report which sets out a strategy for managing trees and woodland within the estate.

A number of estate 'roads' are proposed – to provide practical access for maintenance purposes and to link the various elements of the overall proposal. This is considered to be essential infrastructure to enable the day to day operation of the estate. For the larger part in the more remote areas the roads would be "grass and chipping tracks"; new asphalt or gravel bound surfaced roads are only proposed within the Core Area (that is, around Tottenham House) and for the northern entrance road (on the line of the original Grand Avenue); the roads mainly follow the route of existing tracks. In the context of a working estate these proposed internal roads are considered acceptable, this both in terms of their quantity and their form; the roads have a neutral impact on the landscape and on the registered park and garden.

Taking those factors together, it is considered that the overall impact on the AONB will be no worse than neutral, having regarded to other elements of the overall proposal in which a positive contribution to the amenity of the AONB through the restoration of badly neglected buildings, gardens and parkland will take place.

To conclude on landscape and impact on the AONB, it is considered that exceptional circumstances do arise in this case in that the application will have a neutral or positive impact on the AONB whilst offering the best solution to accommodate all of the essential elements of the planned country estate, restoring the parkland in accordance with the expectations of the Landscape Conservation Strategy whilst limiting the impacts on the AONB in general. This is considered compliant with the relevant NPPF and Core Strategy policies, and would preserve or enhance the AONB in any event. This conclusion is reached in isolation from the wider, but significant, heritage benefits of the proposal as a whole, which serve only to reinforce the view that paragraph 116 of the NPPF does not, in this case, weigh against the proposal.

Ecology

Core Policy 50 of the WCS requires development proposals to demonstrate how they protect features of nature conservation and geological value as part of the design rationale. There is an expectation that such features will be retained, buffered and managed favourably in order to maintain ecological value, connectivity and functionality in the long term. Where it has been demonstrated that such features cannot be retained, removal or damage shall only be acceptable in circumstances where the anticipated ecological impacts have been mitigated as far as possible and appropriate compensatory measures can be secured to ensure no net loss of the local biodiversity resource, and secure the integrity of local ecological networks and provision of ecosystem networks. Major developments must include measures to deliver biodiversity gains.

The NPPF focusses primarily on ecological sites of special significance or designations (paragraph 118), but reinforces the need to mitigate or – as a last resort – compensate for significant ecological harm.

The application is accompanied by an Ecological Assessment and Biodiversity Enhancement Report. This sets out the results of comprehensive survey work, revealing bats, badgers, birds and some other species. The report concludes that the proposals would have limited impacts on protected species and habitats, although it recommends controls for construction and biodiversity enhancements.

The WC Ecologist broadly agrees with that conclusion although requires minimum separation between new development and wildlife corridors – notably at the outlying sites – and additional

information relating to internal estate roads and access arrangements. Sensitive lighting is also required. Concerns are also raised as to the need for detailed tree protection measures, and preservation of specific foraging routes and habitat connectivity across the site. It is considered that these are all matters that can be controlled and enforced via planning conditions in the event that planning permission is given.

With particular regard to the estate roads, for the reasons set out already, these are considered to be essential infrastructure to enable operation of the estate. Their form and - with regard to the outlying tracks - their likely relatively infrequent use, should not be detrimental to ecology.

Highway safety

Core Policies 60 to 66 of the Wiltshire Core Strategy relate to transport matters in general. Notably Core Policy 60 states that the Council will use its planning and transport powers to help reduce the need to travel, particularly by private car, and support and encourage the sustainable, safe and efficient movement of people and goods within the county. This will be achieved by:

- i. planning developments in accessible locations
- ii. promoting sustainable transport alternatives to the use of the private car
- iii. maintaining and selectively improving the local transport network in accordance with its functional importance and in partnership with other transport planning bodies, service providers and the business community
- iv. promoting appropriate demand management measures
- v. influencing the routing of freight within and through the county
- vi. assessing and, where necessary, mitigating the impact of developments on transport users, local communities and the environment.

Core Policy 64 sets out demand management measures, referring to matters including parking standards.

The NPPF also contains detailed policy statements (paragraphs 29 to 41) which largely echo the goals of reducing reliance on the private car which underpin the Core Strategy policies outlined above.

The application is accompanied by a Transport Statement which assesses the impact of the proposals on the local road network. The statement's conclusions include the following statements:

“Given the nature of the development the surrounding highway network is considered to provide adequate pedestrian infrastructure. Acceptable walking distances barely reach the edge of the site, and so it is considered that travel solely by foot will be rare. Therefore improvement works to the local pedestrian environment are not considered to be required. It is considered that cycling as a mode of travel for commuting will be limited to a small number of staff and residents.

As stated in Paragraph 29 of the NPPF; “...opportunities to maximise sustainable transport solutions will vary from urban to rural areas”. The site is situated in a rural location and the surrounding public transport infrastructure is limited. However, multimodal journeys involving public transport are considered practical by car and bicycle for experienced cyclists.

The proposed development will result in a maximum increase of 24 peak hour vehicle trips in the locality. Due to the limited travel options available to visitors to the site it is expected that private vehicles will be the primary mode of transportation. It is expected that the existing infrastructure will be able to cope with the increased trip rates.

PIA data collected for the surrounding highway network shows that PIA's for this area are infrequent events and mainly attributed to driver error".

In view of the remote location of the site it is inevitable that access will be primarily by car. There is accordingly an inherent conflict between the Core Strategy and NPPF policy goals and any development of the application site because a significant reduction of reliance on the private car is not realistic at this site.

In the circumstances it is not considered that the amount of traffic generation is sufficient to found an objection to the proposal on the basis of conflict with the strategic transport policies cited. As demonstrated by the Transport Statement, there is adequate capacity in the surrounding road network to accommodate anticipated numbers, which are not significant in any event.

Concern has been expressed by third parties that the outlying elements of the proposed development could/would achieve access via Wolfhall Road and Crofton Road. Although these are relatively narrow country lanes, the scale of the proposed outlying developments are such that they would not generate levels of traffic which would pose additional danger or inconvenience to existing users of the lanes.

Other concerns have been expressed as to the applicant's rights or otherwise to use private roads or bridleways. Issues of private land ownership and rights of way are not considered relevant to the consideration of this planning application. However, insofar as impacts (in highway safety and amenity terms) of traffic generated by the proposals are concerned, Officers note that the overwhelming majority of trips to/from outlying parts of the site will involve either internal trips towards the centre of the estate, or trips towards the settlements and main roads lying to the north. Accordingly the likely increase in traffic to/from the site boundaries near Upper Wolfhall Farm and Lower Barn is considered to be very small.

During construction routing of heavy delivery and construction traffic can be managed through a Construction Environment Management Plan.

Residential Amenity

The various sites planned for development within the overall application site are relatively remote from established neighbouring developments. It follows that there would not be adverse relationships in terms of overlooking, overbearing, etc..

There is potential for noise from some aspects of the proposals – notably the helicopter (and hangar) and kennels, proposed at Upper Wolfhall Farm. However, separation from established development and, in the case of the hangar, likely infrequent operation, leads to the conclusion that disturbance sufficient to warrant an objection for this reason would be unlikely. For similar reasons, shoots at the estate – which are not uncommon in the wider area anyway – would not give rise to a planning objection.

Water Supply & Flood Risk

The application is accompanied by a Ground Water Supply Feasibility Report and a Water Usage Report.

The Water Usage Report considers the anticipated overall water usage of the estate. It has regard to the fact that water supplies to the existing estate are from three wells and a Thames Water Main. The report concludes the following:

“The successful development of the site will depend upon a reliable water supply. The Building Regulation requirement of the proposal is 2.76 l/s that can be satisfied by the existing supplies. The irrigation requirements add a further 1.24 l/s giving a total of 4 l/s. This is 0.33 l/s above the existing supplies that will be managed with substantial water storage. As water demand varies over a 24 hour period the stored water will be available at peak flow.

Based on our assessment from the Masterplan for the Estate, we are satisfied that water demand can be met from the existing Thames Water main and the use of existing wells. There is no proposal to request additional water supplies from Thames Water or to extract ground water in excess of that which can be provided by the existing wells”.

The Ground Water Supply Feasibility Report considers the feasibility of developing a groundwater supply to feed the proposed lakes. Key points from the report's conclusions are set out below:

- 1. The site benefits from a number of potentially useful springs dotted around the area.*
- 2. There are also two large diameter hand-dug wells in the grounds which potentially offer a groundwater source.*
- 6. The major aquifer beneath the site is the Chalk, overlain by approximately 5 – 15m of Reading Beds.*
- 7. The Chalk is unconfined at the site because the groundwater level is expected to be below the top of the aquifer, at approximately 35-40 m depth. A new borehole, should this be the preferred way forward, would need to be drilled at a potential diameter of approximately 250 mm and to a depth of around 60 – 70 m;*
- 8. Hydrogeological data indicates that good well yields are likely to be available in this area, with a 75% probability of obtaining 10 L/s or more if the well is fully developed and acid-treated. The potential for obtaining less than this cannot be ruled out, however.*
- 9. There is an existing well on the site which is likely to extend into the Chalk, and could potentially provide a sufficient yield for the proposed lake. Further work is required to confirm this.*
- 10. Assuming a yield of 10 L/s is achieved, a lake surface area of 90,000 m², a mean lake depth of 2.5 m and that the catchment area for the lake and leakage rates are negligible, preliminary water balance calculations suggest that it could take around five to eight months to fill the lake.*
- 11. If it is assumed that during the drier months the lake suffers a loss of up to 4mm in water level then a 10 l/sec pump would need to run for 10 hours to achieve this level of top-up.*
- 12. A pump motor of approximately 7.5kW may be required to deliver 10 l/sec at an assumed maximum head pressure of 50m. Depending on final pumping head pressure detail, an electrical consumption of possibly 0.25kwh/m³ would not be an unrealistic guideline.*
- 13. The Environment Agency has indicated that the aquifer in the site location is open to new abstractions, and hence obtaining an abstraction license should be possible.*

The report demonstrates that the estate can meet the water supply needs, both initial and on-going, for the planned lakes.

In terms of more general flood risk, the application is accompanied by a Flood Risk Assessment. The site is located in Flood Zone 1 and so is at low risk of flooding from rivers. Environment Agency records and the Strategic Flood Risk Assessment show the site as being in an area at low risk of flooding from other sources. Surface water flows from hardstanding areas would be directed to soakaways for infiltration to the ground, although a rainwater tank is proposed for garden irrigation purposes, with overflow to the lakes.

Foul water would be directed to sewage treatment plants located across the site.

Other Infrastructure Impacts

The introduction of additional housing has the potential to impact on existing services. An assessment of school capacity by WC Education has revealed a shortfall in spaces. There is, therefore, a requirement for the development to make a financial contribution towards increasing school capacities. This is a matter for a Section 106 agreement.

There are no other infrastructure implications. Notably, the existing road system is capable of accommodating traffic generated by the proposed development. There is no expectation for the development to make provision for affordable housing, this as staff accommodation proposed as part of the development would be tied to the estate and so not 'open market'.

The development would be liable to pay CIL, and so contribute to wider infrastructure requirements via this means.

Conclusion and the 'planning balance'

This is a particularly sensitive application site by reason of the various heritage assets it supports and its location within countryside designated as an Area of Outstanding Natural Beauty.

Such constraints would normally rule out most forms of new development, particularly where they are relatively large scale and essentially speculative. However, in this instance there are a number of overriding considerations which, it is considered, tip the balance in favour of the proposal. These are ...

Firstly, that as a consequence of historical circumstances the various heritage assets are now in poor condition, and in some instances close to collapse. The proposal seeks to reverse this situation and repair and restore the assets to their originally intended use in a manner which would not detract from their significance (indeed, in some instances the proposals would enhance their significance). As 'high end' assets (that is, either grade I or II* listed), these aspects of the proposal must be given very great weight, not least in view of the statutory duty to have 'special regard' to the desirability of preserving listed buildings, their setting or any features of special architectural or historic interest which they possess.

Secondly, that to achieve repair of the heritage assets a significant investment would be required by a wealthy new owner, and this is only likely to happen if such an owner can also create a country estate in the 'English country house tradition', with all necessary supporting infrastructure. Tottenham Park provides a logical location for a new (or re-created) country estate by virtue of its historic use for this purpose in any event.

And thirdly, and following some subtle revisions to the application during its processing, it has been demonstrated that such a country estate can be created at Tottenham Park as a matter of principle without harm (and/or with appropriate mitigation) to matters of acknowledged importance – notably the landscape, ecology and highways – and, with the exception of school places, adequate existing infrastructure exists to support it. With particular regard to the

landscape, the Landscape Conservation Strategy acknowledges that parkland is a characteristic of this part of the North Wessex Downs Area of Outstanding Natural Beauty, and its restoration as such is a priority.

Where there are elements of the scheme which carry negative impacts or conflict with policy, these are minor, capable of mitigation or, and in any event, substantially outweighed by the strong benefits of the scheme as a whole. In view of the above the recommendation is to approve the application, subject to a Section 106 agreement requiring the majority of the new development to be tied to the estate and a financial contribution towards school place provision in the locality.

RECOMMENDATION

It is recommended that the Eastern Area Planning Committee gives the Head of Development Management delegated authority to grant planning permission subject to the applicant and Wiltshire Council first entering into a legal agreement covering the following matters:

- 1. To tie the beneficial freehold ownerships of all proposed estate buildings and houses/cottages shown on the Site Masterplan to the 'Tottenham House & Estate' estate (with the exception of the Deer Park, 'Upper Wolfhall Farm' (no. 41), 'Seymour Grange' (no. 42) and the Upper Wolfhall Farm estate cottages and buildings (nos. 23-26 & 28) at Upper Wolfhall Farm) to prevent potential fragmentation of the estate; and**
- 2. To require the applicant to make a financial contribution towards education provision within the locality.**

And subject to the following conditions (with revisions as appropriate):

- 1 The development hereby permitted shall be begun either before the expiration of three years from the date of this permission, or, where relevant, 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 With regard to those elements of the application in outline form, no development shall commence on those part of the site until details of the following (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;
 - (e) The means of access to the site.

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

REASON: The application was made in part 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 5 (1) of the Town and Country Planning (Development Management

Procedure) (England) Order 2015.

- 3 With regard to those elements of the application in outline form 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 outline elements of the development hereby approved shall make provision for the following:

- (i) At 'Lower Barn', no more than 1 'Family House' and 2 'Estate Cottages', to be designed in accordance with the parameters and principles set out in the Design Brief by Adam Architecture dated March 2018;
- (ii) At 'Upper Wolfhall Farm', no more than 2 'Family Houses' and 4 'Estate Cottages', to be designed in accordance with the parameters and principles set out in the Design Brief by Adam Architecture dated March 2018.

The 'layout of the development' to be approved under condition no. 2 shall include details/extent of the areas for gardens/domestic curtilages for each of the houses and cottages.

At Lower Barn the houses/cottages and their gardens/domestic curtilages shall be sited no closer than 20m from the hedge line forming part of the 'blue' bat foraging / commuting route identified in the Ecological Assessment and Biodiversity Enhancement Report by Naturally Wild, dated December 2017. For the Upper Wolfhall Farm site, prior to commencement of development here a further local ecology survey shall be carried out to determine the extent of any wildlife corridor within the vicinity of the canal and railway line; the results of the survey shall determine the need (or otherwise) for an ecology 'buffer zone' between the canal and railway line and the approved developments at Upper Wolfhall Farm, and, if relevant, the dimensions of this buffer zone. The Lower Barn bat foraging / commuting route and the Upper Wolfhall Farm ecology buffer zone shall be retained for these purposes in perpetuity thereafter.

REASON: To clarify the terms of the planning permission, and to ensure an appropriate design and form of development having regard to the sensitivity of the site within the setting of heritage assets, within an Area of Outstanding Natural Beauty, and within an area with known ecological interests.

- 5 The full elements of the development hereby permitted shall be carried out strictly in accordance with the drawings as listed in the schedules of drawings attached as annex 1 to this decision notice.

REASON: For the avoidance of doubt and to ensure the proper planning of the development.

- 6 The development shall be carried out strictly in accordance with the Phasing Plan set out at annex 2 of this decision notice (and references to a Phase in this decision notice shall be read in accordance with the Phasing Plan).

For the avoidance of doubt approved elements not specifically identified in the Phasing Plan may be carried out at any time subject to otherwise complying with the terms of this planning permission.

REASON: Elements of the overall development are permitted exceptionally to ensure

delivery of the repairs/restorations of 'at risk' heritage assets also forming part of the development. In view of the exceptional nature of the other elements a phased approach is required - to achieve the repairs/restorations of heritage assets in advance of some/all other development. This is in the interests of conserving heritage assets.

- 7 The occupation of the estate cottages at 'Lower Barn' (no. 29 on the 'Site Masterplan' drawing no. 200D) and at 'Upper Wolfhall Farm' (nos. 25 & 26) shall be limited to households including at least one person (or the surviving partner or dependent(s) of such a person) solely or mainly working, or last working, at Tottenham House & Estate, or solely or mainly working, or last working, in the locality in agriculture or in forestry.

REASON: The site is in an area where residential development for purposes other than the essential needs of the Tottenham House & Estate or agriculture or forestry is not normally permitted and this permission is only granted on the basis of an essential need for a new dwelling/residential accommodation in this location having been demonstrated.

- 8 The occupation of the staff accommodation at the 'Stable Belt' and 'North Belt' (nos. 4, 8, 9, 14, 20 and 32 on the 'Site Masterplan' drawing no. 200D) shall be limited to households including at least one person (or the surviving partner or dependent(s) of such a person) solely or mainly working, or last working, at Tottenham House & Estate.

REASON: The site is in an area where residential development for general occupation is not normally permitted and this permission is only granted on the basis of an essential need for new dwellings/residential accommodation in this location for the purposes of estate management having been demonstrated.

- 9 The guest accommodation at the 'Guest House' (no. 39 on the 'Site Masterplan' drawing no. 200D), the 'Shoot Guest & Temporary Staff Accommodation' (no. 6) and the 'Banqueting House' (no. 40) shall be occupied by guests visiting Tottenham House & Estate or for other residential purposes ancillary to Tottenham House & Estate only and for no other purposes.

REASON: The site is in an area where residential development for general occupation is not normally permitted and this permission is only granted on the basis of an essential need for new dwellings/residential accommodation in this location for the purposes of estate management and operation having been demonstrated.

- 10 The staff accommodation within the 'Main House & Shoot Hall' (no. 1 on the 'Site Masterplan' drawing no. 200D) and within 'The Old Stables' (no. 2) shall remain an ancillary and integral part of the Main House & Shoot Hall and The Old Stables, and shall be occupied by households including at least one person (or the surviving partner or dependent(s) of such a person) working within the Tottenham House & Estate.

Likewise, any staff accommodation to be provided within the extended family houses ('Lower Barn' (no. 43), 'Upper Wolfhall Farm' (no. 41) and 'Seymour Grange' (no. 42)) shall remain ancillary and integral to each of these respective houses, and shall be occupied by households including at least one person (or the surviving partner or dependent(s) of such a person) working within the Tottenham House & Estate or working within the respective houses.

REASON: The site is in an area where residential development for general occupation is not normally permitted and this permission is only granted on the basis of an essential need for new dwellings/residential accommodation in this location for the purposes of estate and/or house management and operation having been demonstrated.

- 11 No development in any Phase or Sub Phase hereby approved shall commence within the Phase or Sub Phase until a site specific Construction Environmental Management Plan

(CEMP) has been submitted to and approved in writing by the local planning authority. The CEMP must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting during construction. The CEMP should include, but not be limited to:

- Procedures for maintaining good public relations including complaint management, public consultation and liaison
- Arrangements for liaison with the Council's Public Protection Team
- All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours:
- 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and; at no time on Sundays and Bank Holidays.
- Construction deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours detailed above.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants.
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.
- Construction traffic routing details.

The CEMP shall be implemented as approved at all times during the demolition and construction phases of the approved development.

REASON: In the interests of the amenities of surrounding occupiers during the construction of the development.

- 12 With the exception of works to the Main House & Shoot Hall (Tottenham House), The Old Stables and The Octagon Pavilion, no development within any Phase or part thereof shall commence on site until the exact details of the materials to be used in that Phase or part thereof for the external walls and roofs, and for any hardstandings, 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.

- 13 With the exception of works to the Main House & Shoot Hall (Tottenham House), The Old Stables and The Octagon Pavilion, no development within any Phase or Sub-Phase shall commence on site until details of all eaves, verges, windows (including head, sill and window reveal details), doors, rainwater goods, chimneys, dormers and canopies for all buildings within the Phase or Sub-Phase 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,

conservation and the character and appearance of the area.

- 14 No development shall commence within a particular Phase or part thereof of the application site until (in relation to such Phase or part thereof):
- 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, for the Phase or part thereof 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: 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, to enable the recording of any matters of archaeological interest.

- 15 With the exception of works to the Main House & Shoot Hall (Tottenham House), The Old Stables and The Octagon Pavilion, no development within any Phase or part thereof shall commence on site until details of the proposed ground floor slab levels for development within the Phase or part thereof have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved levels 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.

- 16 No external lighting shall be installed on site within any Phase or Sub-Phase until plans for the Phase or Sub-Phase 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 Institute of Lighting Engineers in their publication "Guidance Notes for the Reduction of Obtrusive Light" (ILE, 2005)", 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 thereafter.

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

INFORMATIVE TO APPLICANT: The lighting scheme must avoid any light spill in areas of woodland and/or other areas where there are known wildlife interests, such as bat commuting corridors.

- 17 Notwithstanding the details set out in the Landscape Management Plan and Planting Principles reports by Balston Agius dated December 2017, no development shall commence on site in any particular Phase or part thereof until further more detailed schemes of hard and soft landscaping for the Phase or part thereof have 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 trees to be retained, together with, where relevant, measures for their protection in the course of development;

- a detailed planting specification (Tree and Plant Planting Strategy) showing all plant species, supply and planting sizes and planting densities;
- finished levels and contours;
- detailed car park and access (internal estate road) 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;
- detailed plans and proposals for the future management of the overall estate, to be set out in the more detailed Landscape Management Plan.

Where site specific development is not proposed within a particular Phase or part thereof landscaping shall be carried out in accordance with the broad principles and Planting Principles report by Balston Agius dated December 2017 in any event.

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, to ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

- 18 All soft landscaping for a particular Phase or part thereof 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 within the Phase or part thereof 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 within the Phase or part thereof or in accordance with a programme to be agreed (or revised) 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, and to ensure appropriate future management.

- 19 Notwithstanding the details set out in the Landscape Management Plan and Planting Principles reports by Balston Agius dated December 2017, no development shall commence on site other than that set out in Phase 1 of the Phasing Plan until an Estate Management Plan [including long-term design objectives, management responsibilities and maintenance schedules; details of habitat creation and management] for the estate has been submitted to and approved in writing by the Local Planning Authority. The Estate Management Plan shall thereafter be carried out in accordance with the approved details and timescales.

REASON: To ensure the proper management of the estate in the interests of amenity, conservation and ecology.

- 20 Prior to commencement of construction of the lakes hereby approved detailed design information shall be submitted to the local planning authority for approval in writing. This information shall include plans showing existing and proposed ground levels, the grading of the lake profiles and edges, dam structures and associated earthworks, volumes of material excavated and where excess is to be spread, proposed final method(s) of supplying the lakes, proposed outfalls, existing trees to be removed, and proposed planting including marginal planting. The lakes shall be constructed strictly in accordance with the approved information.

REASON: The application contained insufficient information to enable this matter to be approved in advance, and the information is required to safeguard the amenities of the landscape and settings of heritage assets.

- 21 The development hereby approved shall be carried out strictly in accordance with the 'Recommendations for Construction' and 'Biodiversity Enhancements' set out in the Ecological Assessment and Biodiversity Enhancement Report by Naturally Wild dated December 2017.

Prior to commencement of construction of the lakes a specific scheme setting out how the works will create new habitats for wildlife shall be submitted to the local planning authority for approval in writing. Thereafter the lake shall be constructed in accordance with the approved scheme.

REASON: To accord with the terms of the application and to safeguard wildlife interests.

- 22 Surface and foul water drainage arrangements for the development hereby approved shall be implemented strictly in accordance with the details set out in the Flood Risk Assessment by Price & Myers dated December 2017.

REASON: To ensure satisfactory drainage of the site in accordance with an agreed scheme.

- 23 Water supply arrangements to the development hereby approved shall be implemented strictly in accordance with the conclusions / recommendations of the Water Usage Report by Peter Deer & Associates dated December 2017 and the Ground Water Supply Feasibility Report by Ground Source Consult Ltd dated 26 March 2016.

REASON: To ensure a satisfactory and managed supply of water to the development, in accordance with an agreed scheme.

- 24 Prior to first 'family' occupation of Tottenham House the measures to remove the oil tanks as set out in the Phase 1 Environmental Review by Environ dated December 2017 shall have been implemented.

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it shall be reported in writing immediately to the local planning authority. An investigation and risk assessment shall then be undertaken, and a scheme of de-contamination presented to the local planning authority for approval in writing. The approved scheme will then be implemented as approved.

REASON: To accord with the terms of the application and to ensure the creation of a safe environment; and in relation to potential unknown contamination, the matter is required to be agreed with the local planning authority in order that the development is undertaken in an acceptable manner, in the interests of public health and safety.

- 25 No Phase or part thereof of the development hereby permitted shall be first occupied or first brought into use until the access (as shown on Access and Circulation drawing no.

397#PLG-255A) and, where relevant, the turning head(s) and parking space(s) for the Phase or part thereof have been completed in accordance with the details shown on the approved plans. The areas shall be maintained for those purposes at all times thereafter.

REASON: In the interests of highway safety.

- 26 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 buildings or structures, or gate, wall, fence or other means of enclosure, other than those shown on the approved plans, shall be erected or placed anywhere on the application site.

REASON: To safeguard the character and appearance of the area, and in particular its designation as a registered park and garden and/or within an area of outstanding natural beauty.

- 27 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), there shall be no additions/extensions or external alterations to any building forming part of the development hereby permitted.

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 external alterations.

- 28 INFORMATIVE TO APPLICANT:

It is understood that asbestos may be present in existing buildings. An Asbestos Removal Plan should be prepared by an approved contractor, and then actioned by the approved contractor. Further advice can be obtained from Wiltshire Council's Public Protection team.

- 29 INFORMATIVE TO APPLICANT:

This planning permission should be read in conjunction with Listed Building Consent no. 18/00195/LBC and a Section 106 agreement.

- 30 INFORMATIVE TO APPLICANT:

The Estate Management Plan required by condition no, 19 should divide the site into appropriate 'compartments' depending on the particular heritage, landscape and/or ecological interests of the various parts of the site. For each compartment, the Plan should identify the heritage, landscape and ecological objectives, with management prescriptions and schedules for works, and with an annual programme to cover at least 25 years. Where appropriate It is recommended that the Plan is informed by advice from Historic England and the AONB team.

- 31 INFORMATIVE TO APPLICANT:

The applicant is advised that the development hereby approved represents chargeable development under the Community Infrastructure Levy Regulations 2010 (as amended) and Wiltshire Council's CIL Charging Schedule. The CIL contribution shall be that as agreed with the Council's CIL Officer – [document date reference].

Should the applicant require further information or to download the CIL forms please refer to the Council's Website

www.wiltshire.gov.uk/planninganddevelopment/planningpolicy/communityinfrastructurelevy.