

Wiltshire Housing Site Allocations Plan (WHSAP) Examination

MATTER 2: consistency with the Wiltshire Core Strategy

Written Statement on behalf of Lincoln College Oxford (ID 393560)

Summary and purpose

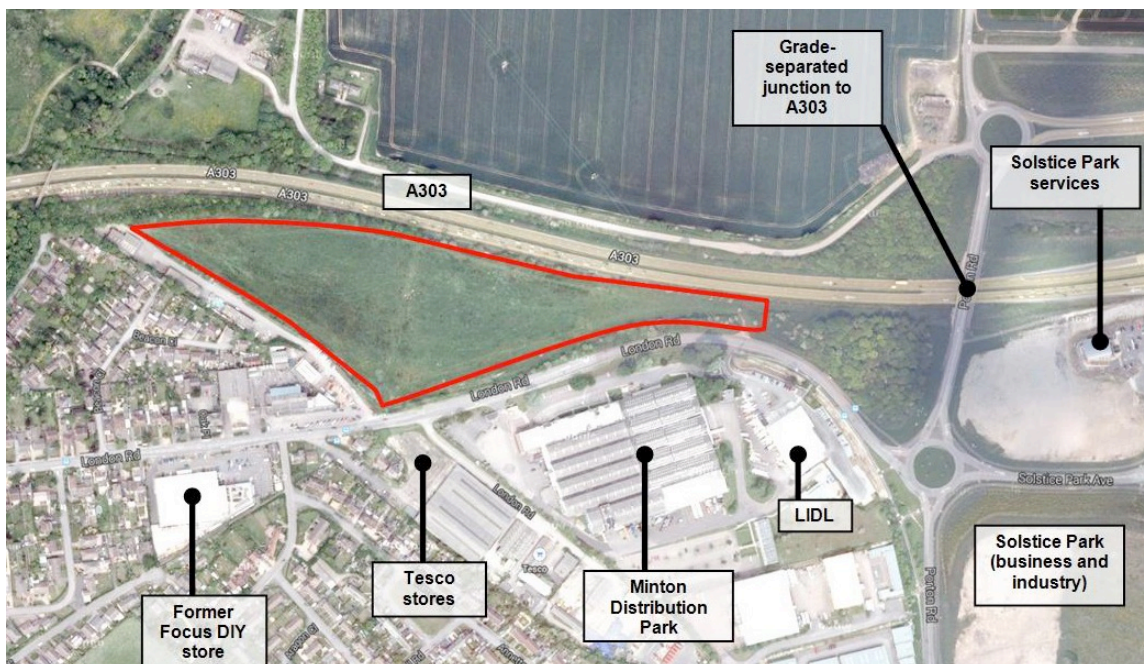
This document is submitted on behalf of Lincoln College (Oxford), to assist the Inspector in his examination of the approach in relation to the Amesbury Community Area ('CA').

Lincoln College objects to the WHSAP in relation to its provisions for the Amesbury CA, as they fail several of the Tests of Soundness prescribed under NPPF paragraph 35. In summary:

1. They are not **positively prepared**, failing to meet the objectively assessed need of the CA, with the total quantum of development falling far below the relevant target in the adopted Wiltshire Core Strategy (WCS).
2. They are not **justified**, because they:
 - are not an 'appropriate strategy', having under-allocated against WCS policy for the Amesbury CA, allocating only around **16% of its housing requirement**
 - do not duly taking into account 'reasonable alternatives', particularly the alternative of allocating an amount of housing that reflects the requirement for this CA sought under the WCS
 - are inconsistent with (and directly contrary to) the evidence base
3. They are **inconsistent with national policy**, departing from various provisions in the NPPF concerning the need to significantly boost the supply of housing and to do so in accessible locations with good access to employment, services and facilities.

As a result of the above, the policies for the Amesbury CA cannot be found sound. However, the plan is capable of being made sound by means of including a further housing site, such as that at London Road, Amesbury (site ref 3379, identified in the location plan below), either in addition to or instead of the two small allocations at Durrington.

Figure 1: Location plan of site 3379, incorrectly excluded from the WHSAP



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Q2.1: The WCS contains housing figures at a County, HMA and settlement level. Which is the most appropriate scale at which to consider provision in order to assess consistency with the WCS?

The most appropriate scale to assess consistency with the WCS is at the Settlement and CA level, since these are the principal basis on which the WCS sets out housing figures. WCS para 1.18 states:

“The Core Strategy includes a strategy for each of the Community Areas of Wiltshire, setting out how it is expected that these areas will change by 2026, and how this change will be delivered. Aligning the Core Strategy with the Community Areas in this way offers the opportunity for place shaping to be embedded within the local community and the benefits of development to be realised at a local level.”

WCS para 4.20 confirms that although strategic housing requirement is set out at a higher level, it is the case that *“in order to support the most sustainable pattern of growth, in line with the principles defined in Core Policy 1, indicative requirements are provided for each Principal Settlement, Market Town and by Community Area [...]”*. Similarly, WCS para 4.26 affirms that:

“In order to direct development at a strategic level to the most suitable, sustainable locations and at appropriate times, the area strategies contain an indicative housing requirement for each Community Area including the Principal Settlements and Market Towns and, in the South Wiltshire HMA, the Local Service Centres.”

(WCS para 4.26)

A degree of flexibility is acknowledged in the WCS as being necessary, and we accept that the housing requirements set out in WCS Table 1 for individual settlements and CAs are “indicative”. However, it is plain that the WCS establishes a firm policy basis and a target for the amount of development expected at the individual settlement level. Hence, in considering the consistency of the WHSAP with the WCS, settlements and CAs must be the starting point.

2.4 In light of the above, does the WHSAP make adequate overall provision to ensure the delivery of the minimum housing requirement as set out in the WCS?

On a purely arithmetic basis, the WHSAP appears to provide adequate overall provision to fulfil the minimum requirement of the WCS at the county and the Housing Market Area. But the important point (as the Inspector’s question implies) is about whether the allocations will actually ensure delivery.

Wiltshire Council is now in the invidious position of having fallen well below the 5-year housing supply in the Southern Wiltshire HMA, as confirmed at appeal as recently as December 2018¹. This is not the first time supply in a Wiltshire HMA has fallen below five years: the North and West Wiltshire HMA had fallen below in 2016, as confirmed at appeal².

Astonishingly, this WHSAP is now at least four years behind schedule when compared against the 2014 LDS, which had sought adoption by July 2015³, and this delay to the plan has been a major contributing factor in the Council’s failure to secure an adequate housing land supply across much of the county.

¹ Appeal Ref: APP/Y3940/W/18/3200041: Land off Firs Road, Alderbury, Salisbury, Wiltshire.

² Appeal Ref: APP/Y3940/W/15/3141340: Land to the North of Holt Road and Cemetery Lane, Bradford on Avon

³ <http://www.wiltshire.gov.uk/wcs-exam78b-wiltshire-local-development-scheme-final-jan-14.pdf>

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It is therefore not enough for the WHSAP simply to allocate housing sites up to a purportedly sufficient amount across the HMA level, without regard to how this is distributed. Individual CAs and settlements within the HMA have different characteristics and sub-markets, and, as the WCS envisages, it is important for each to make its own contribution towards the disaggregated targets set out in WCS Table 1.

Unless the WHSAP provides a diverse range of sustainably located sites across the major settlements, and, as a minimum, meets the targets for each locality established in WCS Table 1, it risks failing to fulfil its central role of maintaining a housing land supply.

The draft Allocations plan has an intended end-date of March 2026, and thus by the time it is adopted (late 2019 at the earliest if found sound) it will have an effective period of barely six years. This directly contradicts the NPPF's requirement for authorities to identify a supply of specific, developable sites or broad locations for growth up to years 11-15.

Modifications involving additional provision, particularly at Amesbury, are therefore required to the plan to ensure that it fulfils the NPPF tests of soundness.

3.1 Is the overall distribution of housing allocations consistent with the spatial strategy set out in the WCS?

No. Allocations made to the Amesbury CA fall dramatically below the WCS requirement and we direct the Inspector to CATP01 (Amesbury Community Area Topic Paper), Table 2.3, entitled "*Housing requirements for Amesbury Community Area*". As this table shows, there remains an 'indicative residual requirement' of **277 dwellings**, comprising:

- **121** at Amesbury/ Durrington/ Bulford
- **96** within the remainder of the Community Area.

In response, the WHSAP proposes to allocate **just 60 dwellings in the Amesbury CA**, of which 15 are already the subject of a planning permission. This net allocation of 45 dwellings amounts to just **37%** of the requirement for Amesbury/ Durrington/ Bulford, falling to **16% of the requirement for the whole CA**. Since the WHSAP proposes no allocations other than at Amesbury/ Durrington/ Bulford, the latter is a legitimate comparison to make.

The proper role of the WHSAP should be as a **positive** tool to plan for the amounts of development that the WCS seeks in each location, but the WHSAP makes only a small gesture towards the Amesbury CA requirement. WC attempt to justify this by reference to the degree of flexibility between CAs that is alluded to under WCS para 4.30 (quoted at WHSAP para 2.18). However, the passage the Council quotes here contradicts their approach to the Amesbury CA. The flexibility under WCS is included precisely in order to help achieve the overall target at HMA level and thus sustain a housing supply at that geographic level. Instead, WCS interpret the flexibility as enabling them to suppress delivery at Amesbury CA, for no discernible reason.

The Council also attempt to justify the lack of allocations by reference to Neighbourhood Plans as a route to bring sites forward. However, as set out by CATP01, table 2.4, only one Neighbourhood Plan has been made, identifying 32 units (16 of which have been granted permission⁴) and no other villages have passed beyond the Area Designation stage. As such, there is no foreseeable supply from NPs of substance in the Amesbury CA. In the context of a

⁴ Application ref 17/00842/OUT

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national housing crisis and the lack of housing supply in the Southern Wiltshire HMA, this is an indefensible position and plainly fails the NPPF tests.

3.2 Is the distribution within each HMA consistent with the WCS?

3.3 Is the approach set out in Stages 1 and 2 of the site selection process justified? In particular, has a consistent and justified approach been taken to excluding specific locations from the scope of the exercise, including:

- **Principal Settlements, Market Towns, Local Service Centres and Large Villages**

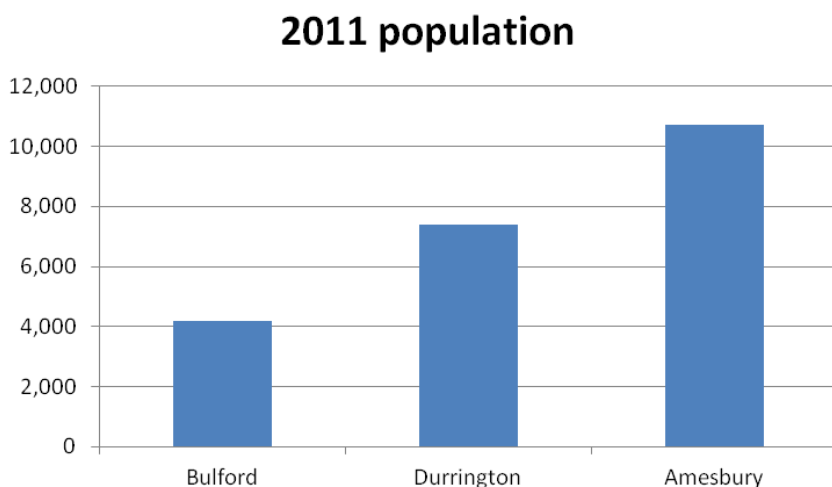
As noted, the WHSAP makes only a small gesture towards the residual housing requirement in the Amesbury CA but, insofar as the two small allocation sites at Durrington (H3.5 and H3.6) could be described as being ‘distributed’, the answer again is plainly no.

Although Durrington is a reasonably large settlement, to allocate two sites there (and none anywhere else in the CA, including Amesbury) runs counter to any reasonable understanding of the WCS settlement hierarchy. Whilst Amesbury, Durrington and Bulford are combined for the purpose of housing targets (WCS Core Policy 4), Amesbury is self-evidently better placed to deliver residential development in a sustainable manner, given the diverse range of higher-order services, facilities, and economic opportunities that are available in the town. These notably include:

- substantial areas of allocated employment land (Solstice Park and Boscombe Down), in comparison with none at either Durrington or Bulford;
- substantial high street frontage with range of specialist shops as well as professional services including banks/building societies;
- several major supermarkets (whereas Durrington and Bulford have only local convenience stores)
- major public library, police and fire stations, and greater range of schools
- greater range of locations accessible by public transport.

Amesbury’s population is also considerably higher, as illustrated in the figure below:

Figure 2: Comparison of the populations of Amesbury, Bulford and Durrington



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Overall Amesbury is plainly the pre-eminent settlement of the grouping with Durrington and Bulford, and hence should be the primary focus of WHSAP allocations within the Amesbury CA, but none are made.

3.4 Are the differences between overall provision identified in the WHSAP and the WCS justified? Should any shortfalls in provision within particular settlements be compensated for with development in other locations?

The answer to the first question is no. If the number of homes in the WHSAP (either collectively, or in any given area) is lower than the WCS then this is self-evidently a failure and the plan cannot be found sound. As the WCS makes clear:

*“1.4 The Core Strategy sets out the strategic vision for delivering sustainable growth over the period up to 2026. However, it is not the only development plan document in the planning policy framework for Wiltshire. The council is committed to bringing forward a **suite of plans designed to support the Core Strategy which collectively deliver the aspirations for growth across Wiltshire.**”*

*1.5 The Local Development Scheme includes a commitment to delivering site allocations plans for Chippenham and wider Wiltshire. These plans will address issues relating to housing delivery **to ensure a surety of supply throughout the plan period, in accordance with national policy, and help to complement neighbourhood planning.**”*

The interconnection between the WCS and WHSAP is therefore clear. The former establishes overarching matters including the amount and distribution of development along with strategic allocations, and the latter has (or at least should have) the role of supporting this by providing necessary additional allocations in order to meet the 2006-2026 targets for each area, in full. If anything the WHSAP should look to deliver the full target for each area or settlement, plus a buffer for flexibility, but perversely WC advocate the reverse stance, explicitly aiming to allocate fewer in the Amesbury CA. This cannot be considered a sound approach in any circumstances, much less where there is not a 5 year housing land supply.

Regarding the second question, it could only be justifiable for the WHSAP to compensate for shortfalls in one place with development elsewhere, if a genuinely evidence-led approach underpinned the site selection process and it was demonstrated that there are no reasonable alternatives in the higher-order settlements. However, the Council has not done so in Amesbury.

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4.1 Have the site allocations been undertaken on a consistent basis having regard to the strategic objectives and policies of the WCS, the policies of the NPPF and the evidence base?

4.2 Were reasonable alternatives considered and tested? Are the reasons for selecting the preferred sites and rejecting others clear?

We appreciate that the Inspector is not intending to give specific consideration of omission sites, however the above questions require specific consideration of site 3379, owned by the College.

'Reasonable alternatives'

In the case of the Amesbury CA, **reasonable alternatives have clearly not been considered and tested**. It is self-evident that providing the full WCS requirement would be a 'reasonable alternative'. On the other hand, to expressly select an option that provides only a small fraction of the area target is not a reasonable alternative to take, and yet that is precisely the option WC has selected.

Consideration of site 3379 (the College site) under the Sustainability Appraisal

Although the candidate site allocations have ostensibly been reviewed on a consistent basis, the outcomes are perverse and the **Sustainability Appraisal has provided a flawed basis for site selection**. A summary of how the College site (3379) has been assessed in comparison to the two allocated sites, is included overleaf. From this it is apparent that across the majority of criteria, site 3379 is assessed to have the equivalent overall effect as either of the two sites in Durrington proposed for allocation. In only one instance is site 3379 assessed to have a more negative effect than both of the other sites (criterion 4, relating to air quality).

However, this was on the basis of no empirical data and, in response, the College has undertaken its own air quality monitoring, with a report of findings being included at **Appendix 1**. This has identified pollutant concentrations significantly below annual mean national health-based standard and objective level (40 µg/m³), even along the northern face, along the A303 Amesbury Bypass. The assessment therefore concludes that **air quality on the site complies with national, regional and local air quality standards** and any mitigation, if considered necessary, could be enforced by means of appropriate planning conditions, consistent with paragraph 54 and 55 of the National Planning Policy Framework.

Conversely, in under two SA criteria the College site is assessed to have a more positive effect. These are criterion 8, relating to the provision of housing, and criterion 10, relating to reducing the need to travel and promoting more sustainable transport choices. Overall, it does not follow from the SA assessment that the College land at Amesbury should be excluded from the Allocations plan and that the two Durrington sites should have been selected.

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Table 7.2: Amesbury (including Bulford and Durrington) - Summary of Scores of Site Options Assessments

SHLAA Site Ref	Site name	Site capacity	SA/SEA Objectives and questions												Is site proposed for 4?
			1	2	3	4	5a	5b	6	7	8	9	10	11	
Durrington															
3154	Piece Meadow, Durrington	c.14	--	0	--	-	-	--	--	-	+	-	-	+	+
3179	Land to the south of Larkhill Road, Durrington	c.143	--	-	--	-	-	--	--	-	++	-	-	+	+
Amesbury															
3379	Land north of London Road, Amesbury	c.101	--	-	--	-	-	--	--	-	++	-	+	+	+

Comparison of College site against the proposed allocations:

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Consideration of noise

Compared with the SA, the Amesbury CA Topic Paper appears to offer a slightly different explanation as to why the College land was omitted, stating:

“The site has a number of key constraints that ultimately make it undeliverable. The impact of noise from the A303 is not considered possible to mitigate. New evidence was submitted through the Summer 2017 consultation. The noise assessment confirmed the difficulty in mitigating noise impacts from the A303 and the conclusion that development of this site is not among the most sustainable options”

However this is simply not a correct interpretation of the empirical data submitted previously by the College (and included with our Regulation 19 representations). Overall, the assessment has demonstrated that by the use of suitable mitigation measures and careful design of facade performance, layout of the site and internal layout of the dwellings, **acceptable noise levels can be achieved both internally and externally**. These measures are incorporated directly into the proposed illustrative masterplans. National Planning Practice Guidance (NPPG) states the following in relation to noise:

“Local planning authorities’ plan-making and decision taking should take account of the acoustic environment and in doing so consider:

- *whether or not a significant adverse effect is occurring or likely to occur;*
- *whether or not an adverse effect is occurring or likely to occur; and*
- *whether or not a good standard of amenity can be achieved.”*

The empirical evidence on noise assembled on behalf of the College in relation to site 3379 confirms that a good standard of amenity can be achieved, and hence the basis for omitting the site falls away. Although this will require suitable mitigation and design measures, this is not unusual and can be accommodated by means of planning conditions at the application stage.

Conclusion and remedy

The allocation of the College land (site 3379) for residential-led development would contribute to the social, economic and environmental ‘dimensions’ of sustainability demanded by national and local planning policy, as acknowledged at least in part by the Council and much of its evidence base. The Council’s rationale for omitting the site is weak, and not supported by evidence.

The opportunity should therefore be taken in this Allocations Plan to proactively bring the Amesbury site forward and resolve the shortfall in allocations in the Amesbury CA whilst more closely aligning the distribution of allocations with the settlement hierarchy, and promoting a more sustainable pattern of development as required under the NPPF.



**THE COLLEGE SITE, LONDON ROAD,
AMESBURY, WILTSHIRE, SP4 7EH**

PRELIMINARY AIR QUALITY APPRAISAL

JANUARY 2019



the journey is the reward

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AMESBURY, WILTSHIRE, SP4 7EH**

PRELIMINARY AIR QUALITY APPRAISAL

JANUARY 2019

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The College Site, London Road, Amesbury, Wiltshire, SP4 7EH
Preliminary Air Quality Appraisal

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1 Introduction

- 1.1 Mayer Brown has been appointed by Lincoln College (Oxford) to provide a preliminary appraisal of air quality matters for the 'College Site', London Road, Amesbury, Wiltshire.
- 1.2 The College Site measures approximately 4.5 hectares and comprises an undeveloped agricultural field.
- 1.3 The site lies between London Road and the A303 Amesbury Bypass. To the south and southeast there are a number of retail and industrial units. To the south and west there are residential properties. To north, the site is bounded by the A303 Amesbury Bypass and open farm land thereafter. The site location and surroundings is illustrated in **Figure 1.1** below.

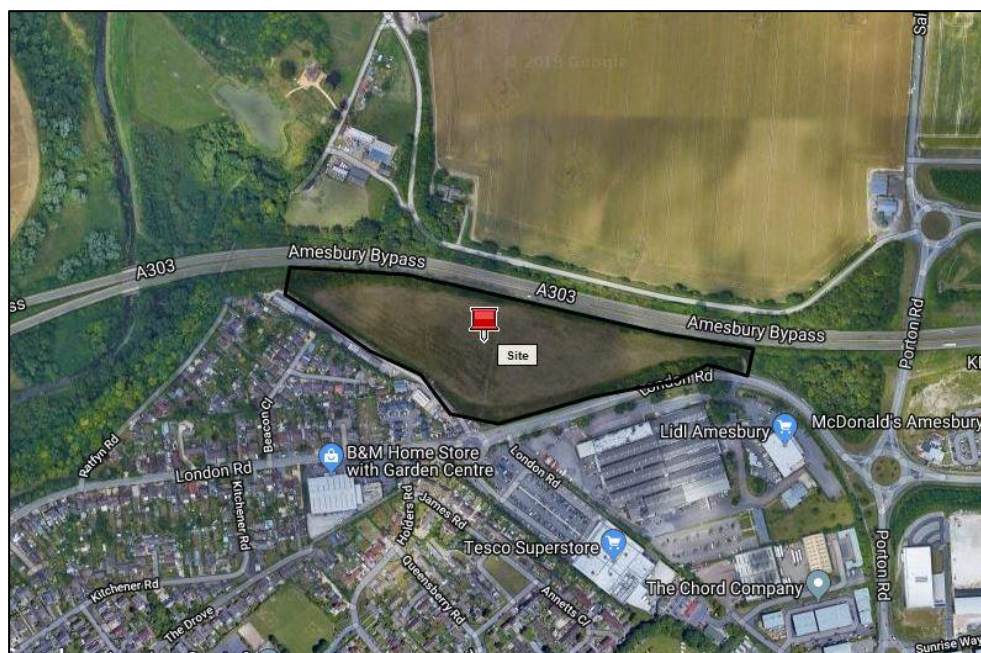


Figure 1.1: The College Site and Surroundings

- 1.4 The site is currently being promoted for allocation within Wiltshire Housing Site Allocations DPD for either:
 - A mixed-use development comprising circa up to 73 dwellings and 24,000m² B1 employment, or;
 - A residential-only development for up to 100 dwellings.
- 1.5 This air quality appraisal sets out an overview of the key air quality considerations and assesses the site suitability for the anticipated uses.

2 Relevant Legislation and Policy

The Air Quality Strategy

- 2.1 Part IV of the Environment Act 1995¹ requires local authorities to review and assess the air quality within their boundaries. As a result, the Air Quality Strategy (AQS) was adopted in 1997, with national health-based standards and objectives set out for the then, key eight air pollutants of benzene, 1-3 butadiene, carbon monoxide, lead, nitrogen dioxide, ozone, particulate matter and sulphur dioxide.
- 2.2 The purpose of the AQS was to identify areas where air quality was unlikely to meet the objectives prescribed in the regulations. The strategy was reviewed in 2000 and the amended AQS for England, Scotland, Wales and Northern Ireland (2000) was published. This was followed by an Addendum in February 2003 and in July 2007 an updated AQS was published².
- 2.3 The AQS sets standards and objectives for pollutants to protect human health, vegetation and ecosystems. The pollutant objectives are the future dates by which each standard is to be achieved, taking into account economic considerations, practical and technical feasibility.
- 2.4 The AQS also sets out a framework for Local Authorities to reduce adverse health effects from air pollution and ensures that international commitments are met (the Local Air Quality Management system).
- 2.5 Air quality objectives and limit values that currently apply in the United Kingdom can be divided into four groups:
- United Kingdom air quality objectives set down in regulations for the purpose of Local Air Quality Management (LAQM);
 - United Kingdom national air quality objectives not included in regulations;
 - European Union (EU) Limit Values transcribed into United Kingdom legislation; and
 - Guidelines: e.g. World Health Organization (WHO) guidelines.

¹ Department for Environment, Food and Rural Affairs (1995) The Environment Act. HMSO, London.

² Department of the Environment, Transport and the Regions (2007). The Air Quality Strategy for England, Scotland, Wales and Northern Island (Volume 2). HMSO, London.

- 2.6 The main air quality pollutants of concern with regards to new developments such as this one are the traffic related pollutants of Nitrogen Dioxide (NO₂) and Particulate Matter (PM₁₀ and PM_{2.5}).
- 2.7 The relevant air quality standards and objectives are presented in **Table 2.1** below.

Pollutant	Air Quality Objectives		Date to be Achieved by
	Concentration	Measured As	
Nitrogen Dioxide (NO ₂)	200 µg m ⁻³	1-hour mean not to be exceeded more than 18 times per year	31/12/2005
	40 µg m ⁻³	Annual mean	31/12/2005
Particles (PM ₁₀)	50 µg m ⁻³	24-hour mean not to be exceeded more than 35 times per year	31/12/2004
	40 µg m ⁻³	Annual mean	31/12/2004
Particles (PM _{2.5}) (UK – Except Scotland)	25 µg/m ³	Annual mean	2020
Particles (PM _{2.5}) (UK – Urban Areas)	Target of 15% reduction in concentrations at urban background		Between 2010 and 2020

Table 2.1: Air Quality Objectives in the UK- Defra

- 2.8 The LAQM Technical Guidance (2016)³ outlines the review and assessment process to be followed by Local Authorities in relation to air quality, if when following a detailed assessment, a Local Authority considers that one or more of the air quality objectives is not being met, an Air Quality Management Area (AQMA) must be declared.
- 2.9 In response to the issuing of an AQMA, an Air Quality Action Plan (AQAP) must be submitted within 12 - 18 months by the Local Authority setting out the measures intended to reach the exceeded air quality objectives.

[Air Quality Standards Regulations, 2010](#)

- 2.10 The air quality limit values set out in EU Directive (2008/50/EC, 2008) are transposed in English law by the Air Quality Standards Regulations (2010).⁴ This imposes duties on the Secretary of State relating to achieving the limit values.

³ Department of Environment, Food and Rural Affairs (2016). Local Air Quality Management Technical Guidance, TG (16). HMSO, London.

⁴ UK Parliament (2010). The Air Quality Standards Regulations 2010, SI 2010/1001. HMSO, London.

- 2.11 With regards to dust, it is recognised that major construction works may give rise to dust emissions within the PM₁₀ and PM_{2.5} size fraction and it is noted within section 79 of the Environmental Protection Act 1990 that a statutory nuisance is defined as:
- 2.12 *‘Any dust or effluvia arising from an industrial, trade or business premises and being prejudicial to health or a nuisance’*
- [*The National Planning Policy Framework \(2018\)*](#)⁵
- 2.13 The National Planning Policy Framework (NPPF) was adopted in July 2018, replacing the previously adopted 2012 NPPF. This consolidates a series of proposals that have been made in various consultation documents published over the few years.
- 2.14 In respect of air quality, Section 9 – Promoting Sustainable Transport it states that:
- “Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:*
- ...d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains...;*
- ...Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.”*
- 2.15 Section 15 – Conserving and Enhancing the Natural Environment, under ground conditions and pollution, paragraph 181 adds:
- 2.16 *“Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified,*

⁵ Department of Communities and Local Government (2018). National Planning Policy Framework. HMSO, London.

such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan. “

2.17 Paragraph 183 concludes:

“The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.”

[Planning Policy Guidance \(2014\)](#)

2.18 The Planning Policy Guidance (PPG)⁶ details the circumstances when air quality would be relevant to a planning application. Considerations could include whether a development would:

- *‘Generate or increase traffic volumes or congestion, changing vehicle speeds;*
- *Introduce new sources of air pollution;*
- *Expose people to existing sources of air pollution;*
- *Give rise to unacceptable impacts during construction for sensitive receptors; and*
- *Affect biodiversity by deposition or concentration of pollutants.’*

2.19 The NPPG provides guidance for the completion of air quality assessments, stating the importance of an assessment to be location specific, and being:

‘proportionate to the nature and scale of development proposed and the level of concern about air quality.’

2.20 The mitigation measures necessary for a development are stated to be:

⁶ Department for Communities and Local Government (2014). Planning Policy Guidance. HMSO, <http://planningguidance.planningportal.ov.uk/>

'location specific, depend on the proposed development and should be proportionate to the likely impact.'

2.21 The PPG states:

"Whether or not air quality is relevant to a planning decision will depend on the proposed development and its location. Concerns could arise if the development is likely to generate air quality impact in an area where air quality is known to be poor. They could also arise where the development is likely to adversely impact upon the implementation of air quality strategies and action plans and/or, in particular, lead to a breach of EU legislation (including that applicable to wildlife)".

[Wiltshire Core Strategy](#)

2.22 The Core Strategy sets out the strategic vision for sustainable growth up until 2026.

2.23 The spatial vision provides direction for development within Wiltshire. Objectives have been put in place in order to deliver the vision. Strategic Objective 5: Protecting and enhancing the natural, historic and built environment references air quality. The key outcomes for objective 5 state *"good air quality will have been maintained and significant progress will have been made in treating areas of risk through the implementation of air quality management plans"*

2.24 Core Policy 55: Air quality identifies that Wiltshire is predominantly good with the majority of the county having clean unpolluted air. There are however a small number of locations where the combination of traffic, road layout and geography has resulted in exceedances of the annual average for NO₂. The policy requires that:

"Development proposals, which by virtue of their scale, nature or location are likely to exacerbate existing areas of poor air quality, will need to demonstrate that measures can be taken to effectively mitigate emission levels in order to protect public health, environmental quality and amenity. Mitigation measures should demonstrate how they will make a positive contribution to the aims of the Air Quality Strategy for Wiltshire and where relevant, the Wiltshire Air Quality Action Plan..."

3 Significance Criteria

Exposure Criteria

- 3.1 When determining both the significance of exposure to air pollution and the levels of mitigation required, consideration should be given to the following Air Pollution Exposure Criteria (APEC) specified within the London Councils Air Quality and Planning Guidance⁷.
- 3.2 Whilst this guidance has been developed for London it is consistently adopted across the UK. The guidance takes into account the now superseded Planning Policy Statement 23: Planning and Pollution Control, with a view of reducing exposure to air pollution. The APEC criteria is set out in **Table 3.1** below.

	Applicable Range Nitrogen Dioxide Annual Mean	Applicable Range PM ₁₀	Recommendation
APEC – A	> 5% below national objective	Annual Mean: > 5% below national objective 24 hr: > 1-day less than national objective	No air quality grounds for refusal; however mitigation of any emissions should be considered.
APEC – B	Between 5% below or above national objective	Annual Mean: Between 5% above or below national objective 24 hr: Between 1-day above or below national objective.	May not be sufficient air quality grounds for refusal, however appropriate mitigation must be considered e.g., Maximise distance from pollutant source, proven ventilation systems, parking considerations, winter gardens, internal layout considered and internal pollutant emissions minimised.
APEC – C	> 5% above national objective	Annual Mean: > 5% above national objective 24 hr: > 1-day more than national objective.	Refusal on air quality grounds should be anticipated, unless the Local Authority has a specific policy enabling such land use and ensure best endeavours to reduce exposure are incorporated. Worker exposure in commercial/industrial land uses should be considered further. Mitigation measures must be presented with air quality assessment, detailing anticipated outcomes of mitigation measures.

Table 3.1: Air Pollution Exposure Criteria

⁷ London Councils. (2007), Air Quality and Planning Guidance, The London Air Pollution Planning and the Local Environment (APPLE) working group, London

4 Baseline Site Conditions

Local Air Quality Management

- 4.1 The proposed site falls within the jurisdiction of Wiltshire Council. Under the Air Quality Strategy, there is a duty on all Local Authorities to consider the air quality within their boundaries and prepare an annual update report.
- 4.2 Wiltshire Council has declared various Air Quality Management Areas (AQMAs) as a result of exceeding the annual mean for Nitrogen Dioxide (NO₂). However, the AQMAs are not located in Amesbury and therefore the proposed development site is not located within or in adjacent to an AQMA.
- 4.3 The closest AQMA is located approximately 8km to the south in the centre of Salisbury. This is illustrated in **Figure 4.1** below.



Figure 4.1: Site Location in Relation to Salisbury AQMA

Background

- 4.4 The Defra background mapping tool has been used to establish the pollutant background concentration. The site falls within two corresponding 1x1km grid squares, as follows:
 - X- 416500 Y-142500
 - X-416500 Y-141500The average background concentrations for 2017 have been calculated for the two squares for pollutants NO_x, NO₂, PM₁₀ and PM_{2.5} and are provided in **Table 4.1** below.

Pollutant	2017 ($\mu\text{g m}^{-3}$)
NO _x	9.6
NO ₂	7.4
PM ₁₀	13.2
PM _{2.5}	8.5

Table 4.1: Defra Annual Mean Background Concentrations for 2017

4.5 **Table 4.1** above demonstrates that the Defra background concentrations for all relevant pollutants are significantly below their annual mean national health-based standards and objectives.

Automatic Monitoring

4.6 In September 2018 Wiltshire Council published the “2018 Air Quality Annual Status Report” on their website which provided the monitoring data for 2017.

4.7 The Council undertook automatic monitoring at 4 sites during 2017. There are no Automatic locations in Amesbury, the closest location is **AM1** in Salisbury and its location in relation to the College Site is illustrated in **Figure 4.2** below.

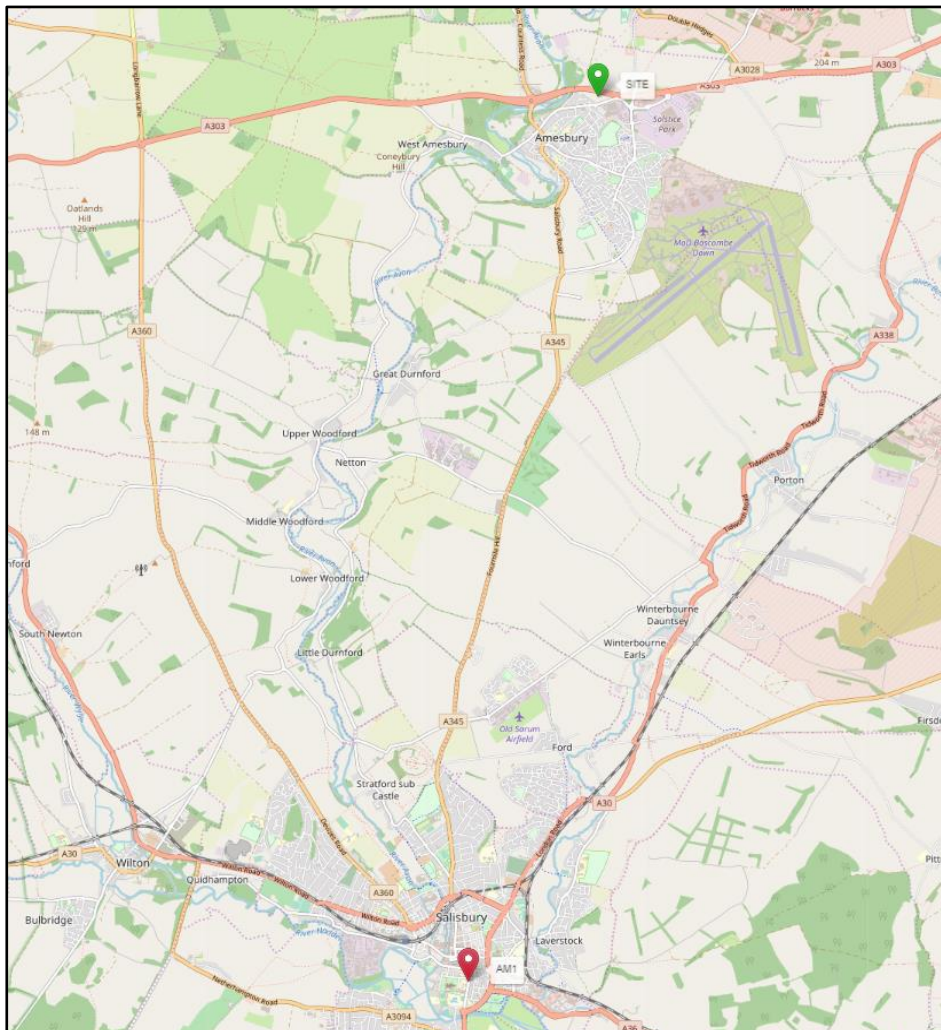


Figure 4.2: Site in relation to Automatic Location AM1.

4.8 The latest published data for **AM1** is shown in **Table 4.2** below.

Site ID	Site Name	Co-ordinates (X;Y)	Distance to Kerb of Nearest Road (m)	Annual Mean Concentration NO ₂ (µg/m ³)
AM1	Exeter St Salisbury	414547;129575	2.5	35

Table 4.2: Closest Automatic Monitoring Results

4.9 **Table 4.1** above demonstrates that the latest NO₂ monitoring data for the closest automatic monitoring site (AM1) is significantly below the annual mean national health-based standard and objective level (40 µg/m³)

Non-Automatic Monitoring:

4.10 Wiltshire also undertook non-automatic monitoring at various locations, however there are no non-automatic monitoring sites in Amesbury. The closest non-automatic monitoring locations are located in Salisbury and therefore not considered representative of the College Site.

4.11 Due to the unavailability of any monitoring locations within the College Site or even in Amesbury, on-site NO₂ monitoring has been undertaken in order to establish the site's suitability for the anticipated use, this is described below.

On-Site Monitoring

4.12 NO₂ monitoring has been undertaken at six different locations around the site boundary (worst case) for a period of three consecutive months. Monitoring started on 23rd August 2018 up to 22nd November 2018, providing a good indication of pollution concentrations at the site over different weather conditions and temperatures.

4.13 The on-site monitoring locations are illustrated below.

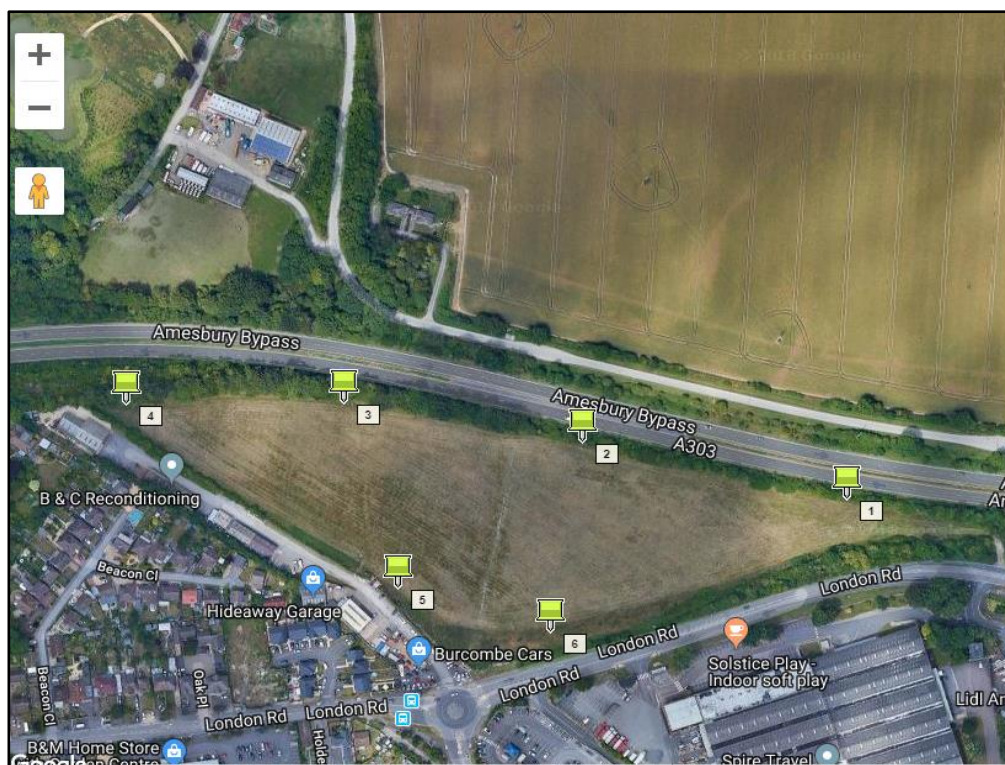


Figure 4.3: On-Site Monitoring Locations

- 4.14 The monitoring has been undertaken following TG(16) guidance and using 20% TEA/WATER NO₂ diffusion tubes. For increased accuracy, triplets have been mounted at each of the six locations.
- 4.15 The overall results are presented below in **Table 4.3**.

Site	Site Coord. (X,Y)	Annual Mean Concentration NO ₂ (µg m ⁻³)		
		Triplets Average ^a 23/08/2018 – 22/11/2018	Annual Mean ^b	Bias Corrected Annual Mean ^c
1	416528; 142113	23.5	24.55	18.90
2	416345; 142151	23.7	24.76	19.06
3	416171; 142178	23.4	24.41	18.80
4	416068; 142171	19.8	20.72	15.95
5	416243; 142052	21.4	22.39	17.24
6	416380; 142038	20.7	21.62	16.05

a – 3 months' average (Raw)

b – Following application of Average Ratio (**R_a**) between Period mean (**P_m**) and Annual Mean (**A_m**)- 1.045. This was calculated using latest available (2017) data for the three automatic monitoring sites (Salisbury, Devizes and Bradford-on-Avon).

c – After applying Wiltshire's own Bias correction factor for 2017 – 0.77

Table 4.3: On Site NO₂ Monitoring Results

4.16 **Table 4.3** above demonstrates that after annualization and bias correction, following TG(16) guidelines, the on-site monitoring undertaken along the site boundary (worst case) for NO₂ identified pollutant concentrations which are significantly below the annual mean national health-based standard and objective level (40 µg/m³), even along the northern facade, adjacent to the Amesbury Bypass.

4.17 Therefore, in accordance with the exposure criteria in **Table 3.1**, the entire site falls within **APEC-A** which states the following:

“No air quality grounds for refusal; however mitigation of any emissions should be considered.”

5 Summary & Conclusions

- 5.1 Mayer Brown Limited has been appointed by Lincoln College (Oxford) to provide a preliminary appraisal of air quality matters for the 'College Site', London Road, Amesbury, Wiltshire.
- 5.2 The proposed development sites fall within the jurisdiction of the Wiltshire Council.
- 5.3 Wiltshire Council have undertaken a review of the air quality and have identified various AQMAs. However, there are no AQMA's in Amesbury, the closest AQMA is located in Salisbury. Therefore, the College Site is not located within or adjacent to an AQMA
- 5.4 Although Wiltshire undertakes automatic and non-automatic monitoring at various locations, no monitoring is currently undertaken within Amesbury.
- 5.5 Due to the unavailability of any monitoring locations within the College Site or even Amesbury, on-site NO₂ monitoring has been undertaken for a period of three months in order to establish the site's suitability for the anticipated use.
- 5.6 Following annualization and bias correction, following TG(16) guidelines, the on-site monitoring undertaken along the site boundary (worst case) for NO₂ identified pollutant concentrations which are significantly below the annual mean national health-based standard and objective level (40 µg/m³), even along the northern faced, along Amesbury Bypass.
- 5.7 Therefore, in accordance with the exposure criteria in **Table 3.1**, the entire site falls within **APEC-A** which states the following:

"No air quality grounds for refusal; however mitigation of any emissions should be considered."
- 5.8 It is therefore concluded that the College Site complies with national, regional and local air quality standards and any mitigation, if considered necessary, could be enforced by means of appropriate planning conditions, consistent with paragraph 54 and 55 of the National Planning Policy Framework.

