

Date of Meeting	10 September 2020
Application Number	18/09889/FUL
Site Address	Land at South Street, Avebury, SN8 1QZ
Proposal	Erection of dwellinghouse with garaging and access
Applicant	Centurion (Western) Limited
Town/Parish Council	AVEBURY
Electoral Division	West Selkley – Councillor Davies
Grid Ref	409412 169575
Type of application	Full Planning
Case Officer	Nick Clark

The application has been called in for consideration by the committee by Councillor Davies for consideration of the visual impact upon the surrounding area, and the proposed design in terms of bulk, height, general appearance

1. Purpose of Report

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

2. Report Summary

The key issues for consideration are: -

- The principle of the development
- Impacts on the character and appearance of the area
- The impact on the heritage setting of the Stonehenge & Avebury World Heritage Site, the nearby Avebury Conservation Area and nearby non-designated heritage assets.

3. Site Description

The c. 0.06-hectare site comprises a vacant parcel of land located towards the eastern edge of Avebury Trusloe. The land appears to have historically formed part of a paddock or small field, which in the past has been sub-divided to provide a play area to the east of the site, and the 2013-approved Barley Cottage to the west.



The site is located on the north side of South Street; the site frontage being formed by a low sarsen stone retaining wall with hedging above. On lower ground on the opposite side of South Street are the thatched September Cottage and Strawberry Cottage.

4. Planning History (as a part of wider site/s)

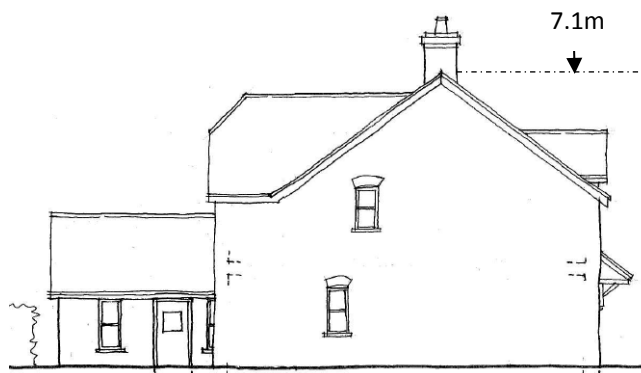
K/76/0364	Erect fencing for play area	Approved
K/82/0523/DP	Residential development	Approved
K/84/0807/DP	3 Dwellings and access to adj. land for car parking	Approved
K/37964/O	Residential development (outline application)	Refused

5. The Proposal

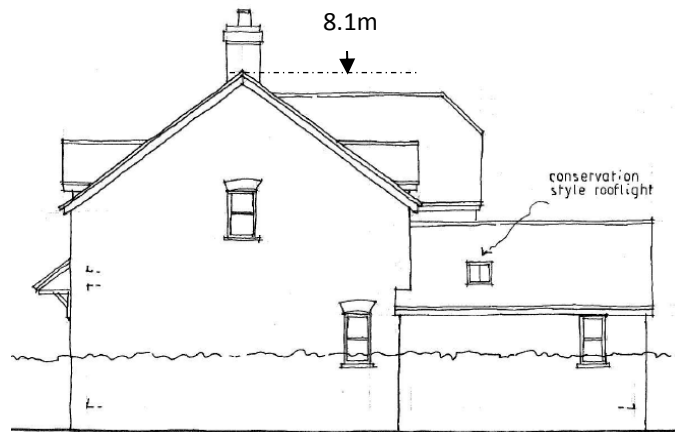
The application proposes erection of a brick and slate detached 1½ storey 4-bedroom dwelling with detached single garage/ study with access gained from South Street. The dwelling would be 7.5m high in the middle of the front elevation. Due to sloping ground the height would increase to 8.1m on the east side.



Front elevation



West side elevation (towards Barley Cottage)



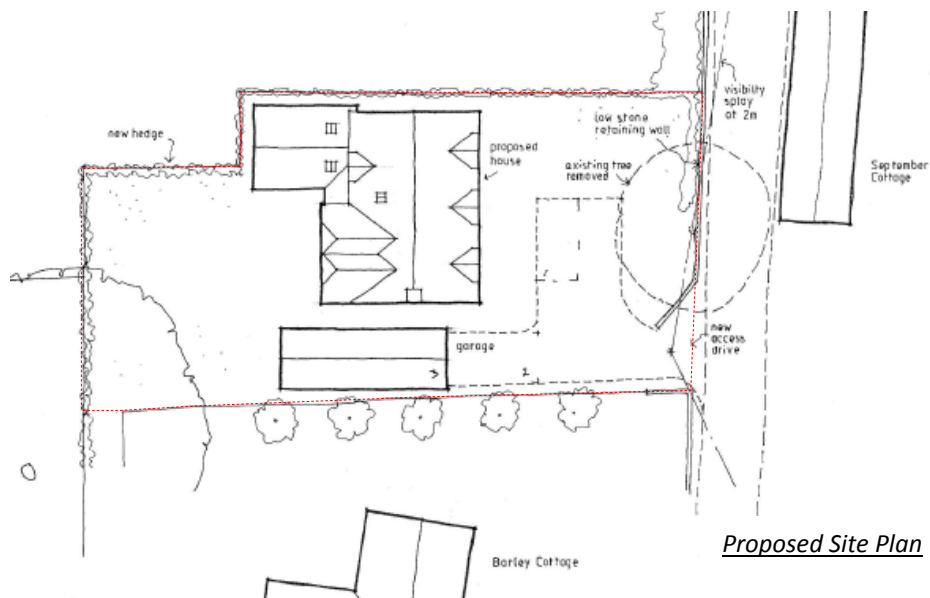
East side elevation (towards play area)



Rear elevation (north)

The proposals have been subject to revision during the course of consideration to reduce the size and impact of the dwelling, with additional information provided; most recently a Heritage Statement and Site Section drawing received on 27th May 2020.

Access would be gained from South Street by a new access formed by a gap in the frontage sarsen stone wall.



Proposed Site Plan

6. Local Planning Policy

The Development Plan

7.

Wiltshire Core Strategy

CP1	Settlement strategy
CP2	Delivery strategy
CP14	Marlborough Area Strategy
CP51	Landscape
CP57	Ensuring high quality design and place shaping
CP58	Ensuring the conservation of the historic environment
CP59	The Stonehenge, Avebury and Associated Sites World Heritage Site and its setting
CP60	Sustainable transport
CP64	Demand management
CP67	Flood risk

Other policies and guidance

[National Planning Policy Framework](#)

[Planning Practice Guidance \(national\)](#)

North Wessex Downs AONB [Management Plan 2019-2024](#)

The Setting of Heritage Assets – Historic England –Practice Advice Note 3 (2015)

7. Summary of consultation responses

Avebury Parish
 Council:

Objection:

At its meeting on 7 July, Avebury Parish Council agreed that documents submitted by the applicant recently do not address the Council's points of concern sent you by letter dated 9 April, in particular:

- * The proposal does not meet our local housing needs as identified in Avebury Parish's Housing Needs Survey (March 2017)
- * The photo-montages taken from random and, in several instances, remote places do not show the adverse impact of the new house on adjacent properties although one (AD002 proposed) does, confirming that the mass and height of the building proposed would completely dominate the small historic September Cottage opposite
- * The continuity of the heritage asset cut sarsen wall would be destroyed notwithstanding the applicant's expressed desire to preserve it (Fowler Planning Statement para.6.5)
- * To describe the proposal as legitimate infilling of a "vacant plot" (Heritage Statement, para.3.25) or (inaccurately) "a disused plot" (Heritage Statement para.5.3) is misleading since the land immediately to the east is occupied by the village's play area and is thus open space
- * The proposal conflicts with Wiltshire's own principles of built environment guardianship e.g. "development should protect, conserve and where possible enhance the historic environment" (Core Policy 58) since self-evidently it does none of these things.

Accordingly we request that Wiltshire Council rejects the latest proposal.

County Archaeologist:	No objection subject to prior archaeological investigation
WHS Officer:	No objections subject to details
Wiltshire Council Highways Officer:	No objection subject to conditions
Wiltshire Council Drainage:	Objection – lack of surface water drainage details
Wiltshire Council Conservation Officer:	No objection but concerns re cumulative impacts and inadequate heritage assessment.
Historic England:	No comment

CPRE:	<p>Objection:</p> <ol style="list-style-type: none"> 1. Inappropriate size and height relative to opposite property and play area. 2. Loss of sarsen stone walling. 3. Conflict with CP 57, since it would neither make a positive contribution to the character of the county nor of the locality in terms of scale, design or neighbourliness.
Avebury Society:	<p>Objection:</p> <ul style="list-style-type: none"> • Excessive height within the AONB & WHS • Impact on the play area and setting of September Cottage • Further site section drawings required
Other:	<p>9 local letters of objection received:</p> <ul style="list-style-type: none"> • Does not constitute 'infill' • Excessive size and height – needs to be lowered • Overbearing upon September Cottage – sections needed to show relative height • Loss of privacy to Barley Cottage • Loss of sarsen stone walling within the WHS • Impact on the adjoining play/ recreation area • Tree loss • Access geometry is tight

8. Publicity

A site notice was placed adjacent to the site and there has been direct consultation with immediate neighbours and statutory consultees. Revised plans reducing the size of the house were subject to re-consultation in March 2019.

9. Planning Considerations

9.1 The principle of development

WCS CP 1 and CP 2 set a hierarchy of settlements within Wiltshire, under which Avebury Trusloe is designated as a small village. The Spatial Vision of the Core Strategy directs new housing to be developed in the larger settlements (which excludes small villages) unless for excepted purposes. One such exception is for 'infill' in the 'built area' of small villages; defined in CP 2 as "the filling of a small gap within the village that is only large enough for not more than a few dwellings, generally only one dwelling".

The application site does not form a gap between buildings, but a gap between Barley Cottage and the play/ recreation area. The play area is considered to be within the village such that the development, rather than extending the village into open countryside, would be filling a 'gap within the village', albeit that it is not a typical gap between buildings.

CP2 requires infill development in small villages to be 'meet the housing needs of settlements'. The 2017 Housing Needs Assessment recommended only additional 1 and 2-bedroom properties in Avebury. The Assessment is now 3 years old however and with the development contributing to wider housing supply, the lack of identified need for a 4-

bedroom dwelling is not considered sufficient to disapply the support for infill development in this instance.

CP 2 also requires that infill development meets the criteria considered in turn below:

i) Development must respect the existing character and form of the settlement

The 1½ storey 'cottage' style of the dwelling is similar in design to the neighbouring 7.5m high Barley Cottage:



*Barley Cottage
(from 2013 file)*

The design of the dwelling is thus considered to be appropriate to the setting. It would continue the existing spaced development along the north side of South Street and would be set-back from the street similar to Barley Cottage and as such would not harm the form of the village.



Streetscene

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

As infill development, and with the opposite September Cottage projecting further eastwards than the proposed dwelling, there would be no village elongation or landscape imposition. The site is within the built-up limits of the village.

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

The single dwelling on the plot would reflect the generally loose grain of development along the north side of South Street. The side garage would provide good visual separation from the boundary with Barley Cottage, and whilst the development would be only 1m from the boundary with the play area, the proximity to the boundary would be off-set by the openness of the play area.

It is thus concluded that the principle of development as infill within a small village is acceptable under CP 2.

Whilst the principle of the development is supportable, the development also needs to be considered against other policies as below, particularly considering the sensitive heritage setting of the Stonehenge & Avebury World Heritage Site, the nearby Scheduled Monuments, Avebury Conservation Area and non-designated heritage assets.

9.2 Stonehenge & Avebury World Heritage Site

Core Policy 59 requires proposals to demonstrate that the development will have no individual, cumulative or consequential adverse effect upon the World Heritage Site and its Outstanding Universal Value.

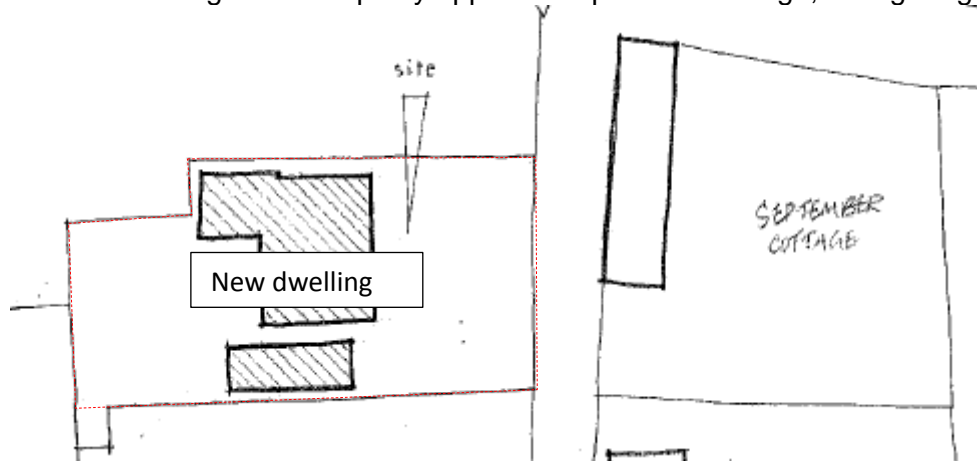
The application is supported by a Heritage Statement that considers the impact of the development on designated heritage assets. With the use of visual impact assessments, the statement concludes that there would not be any harm to the nearby Avebury Conservation Area. It similarly surmises that there would be no harm to the Outstanding Universal Value of the World Heritage Site. The Council's World Heritage Site Officer is satisfied with the methodology and conclusions of the assessment

9.3 The impact on non-designated heritage assets

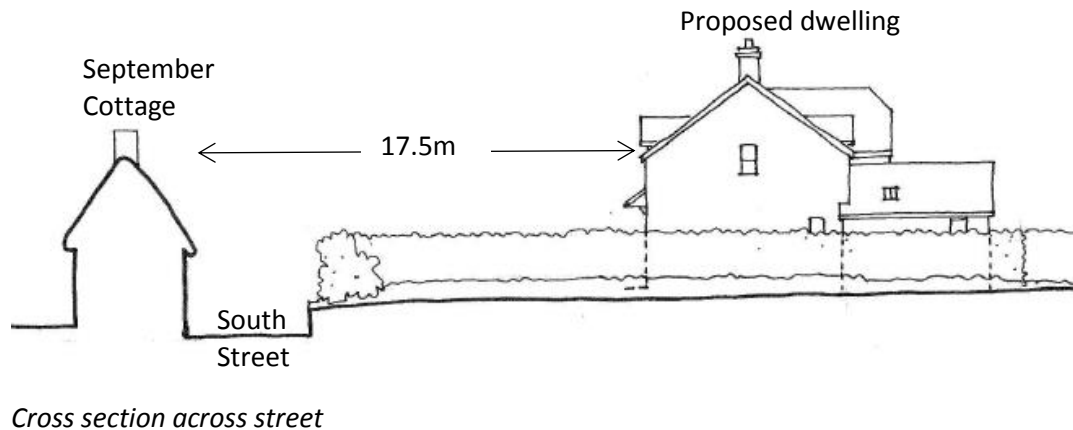
Core Policy 58 provides that development should protect, conserve and where possible enhance the historic environment, and more particularly for non-designated heritage assets, provides that 'distinctive elements of Wiltshire's historic environment [...] which contribute to a sense of local character and identity will be conserved, and where possible enhanced.' The National Planning Policy Framework advises that any harm to heritage significance needs to be weighed against benefits.

September Cottage is a non-designated heritage asset by reason of its evident age and traditional construction materials; its heritage significance including the aesthetic value of its front and end elevations as appreciated from the street; and the positive contribution that the dwelling makes to the setting within the World Heritage Site.

The new dwelling would be partly opposite September Cottage, on higher ground:



Block Plan



A number of respondents raise concern at the relationship between the new dwelling and September Cottage. September Cottage has a roof height of 6.5m above street level and the finished height of the new dwelling would be c.3m higher than this. The new house would be slightly off-set from the aspect of September Cottage however. September Cottage is prominent within the street but the new dwelling would be largely out of the line of sight.

Given the 17.5m distance between the 2 buildings as well as the new house being set behind the frontage retaining wall and planting above, the 2 dwellings would not be viewed together. September Cottage would continue to be experienced within the narrow corridor of vision along the street and the new dwelling would not impede on this view. It is thus concluded that new dwelling would not impact on the setting of September Cottage to a degree that would harm its aesthetic value or heritage significance.

It is thus concluded that there would not be any harm to the heritage significance of either September Cottage.

The stone wall alongside South Street is also a non-designated heritage asset, and the Conservation Officer, whilst not raising an objection, comments as follows:

“Sarsen stone walls are a traditional feature of the whole Avebury/Avebury Trusloe area, and the local vernacular building material is used in many buildings, boundary treatments and drainage channels. It goes without saying that Sarsen stone is of great local significance due to its use in the creation of the stone circle, itself being of national and world importance. The use of the same stone within boundary walls forms an important relationship between the carriageway throughout the village and Trusloe area.

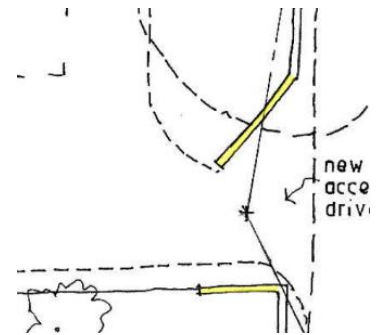
The creation of a new vehicular access within such a stretch of wall will obviously changes the character of it, as well as the character of the lane and its provision as a setting for the heritage assets opposite the site. The wall itself can indeed be classed as a heritage asset, due to its heritage and positive contribution to the local area and

how it offsets the setting of nearby vernacular buildings. The size of the stones is also of importance to this character – the existing show the stones exactly as they are found, giving the appearance of grazing sheep when they are found scattered on the ground's surface (as seen in the fields around Avebury and the Marlborough Downs). The stones that have been used to form the access further along the lane are much smaller and not the traditional size and form of those within the historic walling.

The submitted heritage assessment attempts to address the impact on the setting of the proposals on listed buildings within the locality, but does not address the impact on heritage assets, such as September Cottage and the wall itself. This wall already appears to have several more recent 'breaks' punched through it to provide vehicular access. Cutting through the wall again results in the creation of another urbanised feature that has a visual and physical impact on the rural setting of the immediate area, which is eroded over time by proposals such as this."

The wall is 30m+ in length. Creation of a new access would result in a loss of / realignment of a c. 6.25m length of the wall.

It is proposed that the stones to be removed from the wall to form the access will be re-used in forming the realigned wall either side of the access. The use and presence of the stones will thus be maintained and whilst there will be a change to the alignment of the wall and the formation of an additional access would have a visual impact, it is concluded that the impact on, and harm to the heritage significance of the wall would be at the low end of the scale of harm.



The NPPF (para. 197) advises that such harm should be taken into account, with a balanced judgement to be made having regard to the scale of harm and the significance of the heritage asset. The wall is outside the conservation area and is not a designated heritage asset. Whilst it makes a positive contribution to the character of the area and wider heritage setting and has some heritage significance as identified by the Conservation Officer, it is concluded that subject to the reuse and retention of the stones in forming the access walls, the limited harm to the significance of the wall is outweighed by the benefit of the contribution of the development to housing delivery. Condition 8 as recommended below would secure full details of the protection and reuse of the stones.

9.4 Setting of the Avebury Conservation Area and nearby listed buildings.

The dwelling would be c. 60m from the western boundary of the Avebury Conservation Area. It would not feature in any key views into or out of the conservation area and would not harm the conservation area setting. The closest listed building is Vine Cottage, 30m to the south west of the site, on the opposite side of the street and beyond the neighbouring Barley Cottage. The distance and physical segregation is sufficient to avoid any adverse impact on the setting of the building, or the more distant listed buildings to the east and north east.

9.5 Residential amenities

September Cottage has a number of windows facing towards the street. They are positioned towards its eastern end where they would not be directly opposite the new

dwelling and with the intervening street and landscaping there would not be any material impact on amenities in terms of lost privacy or overbearing. In terms of daylight, the height of roadside hedging currently limits the angle of daylight to the windows, and the off-set position and height of the dwelling would not have any further material impact in this respect.

Barley Cottage is set on c. 0.6m higher ground than the proposed dwelling and has a side-facing dormer bedroom window facing towards the site. The window would be sited c. 16m from the flank elevation of the new dwelling. Subject to the bathroom window in the west elevation of the new dwelling being obscure-glazed and non-opening or high-level opening there would not be any material impact in terms of lost privacy or overbearing.

9.6 Impact on the play/ recreation area

The dwelling would be located c. 1m from the boundary with the play area, with the main 2-storey flank wall extending alongside the fence for a length of 7.4m, and the single storey wall for a further 5.8m. A minimal hedge suggested alongside the boundary. Fenestration at ground and first floor levels would provide a degree of natural surveillance over the play area as well as breaking up the expanse of brickwork. As such it is concluded that the development would not materially impact on the public use and enjoyment of the recreation area.

9.7 Access and movement

The Highway Officer is satisfied with the proposed access arrangements, and recommends a number of planning conditions relating to:

- Sealed surfacing
- Provision of access and parking before occupation
- Surface water drainage
- Access gradient
- Construction method
- Visibility splays

The suggested gradient is achievable and the conditions are considered reasonable and necessary in the interests of highway safety and convenience.

10. Conclusion (The Planning Balance)

The application proposes a single dwelling on a vacant plot within the small village of Avebury Trusloe. The principle of the development is supported by the provision within CP 2 for infill development. Although the development does not meet the 2017 locally identified need in Avebury for 1 and 2-bedroom dwellings, the proposal for a 4-bedroom home is supported by the wider housing needs within settlements.

In the sensitive heritage setting of the Stonehenge & Avebury World Heritage Site, the World Heritage Site Officer is satisfied that there would be no adverse impact on the Site's Outstanding Universal Value. The impact on the sarsen frontage retaining wall would amount to a low level of harm to its heritage significance, but with it not being within the conservation area and not being a designated heritage asset, and subject to the re-use of the wall stones in forming the access the small level of harm to its heritage significance is considered to be

outweighed by the contribution of the development to housing delivery. The opposite September Cottage is also not a listed building and the new dwelling would be sufficiently distanced from the cottage and viewed separately such that its impact on the setting of the cottage would not harm its heritage significance. There would also be no material harm to neighbouring amenities or the public use and enjoyment of the neighbouring play area. With access and parking arrangements being acceptable it is concluded that the development would be in accordance with the development plan.

RECOMMENDATION

That planning permission be GRANTED subject to the following conditions:

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

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- 2 Subject to the conditions below the development shall be carried out in accordance with the following approved drawings and details:

Location Plan	180714-01
Block Plan	180714-03A (received 11th March 2019)
Design Scheme	180714-04 (received 11th March 2019)
Topographic Survey	SWS081823topo
Heritage Statement	26/05/2020 (received May 27th 2020)
Site Sections	180714-06 (received May 27th 2020)

REASON

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

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- 3 i) No development shall commence on site (including formation of an access) until a Construction Method Statement, which shall include the following:
 - a) the parking of vehicles of site operatives and visitors;
 - b) loading and unloading of plant and materials;
 - c) storage of plant and materials used in constructing the development;
 - d) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
 - e) measures to control the emission of dust and dirt during construction;
 - g) a scheme for disposing of waste resulting from construction works (including excavation); and
 - h) hours of construction.

has been submitted to, and approved in writing by, the Local Planning Authority.

ii) The so-approved Statement shall be complied with in full throughout the construction period. The development shall not be carried out otherwise than in accordance with the approved Construction Method Statement.

REASON

The application includes insufficient detail to demonstrate how the works are to be undertaken. The above details are needed in order that the development is undertaken in an acceptable manner, to minimise detrimental effects to the neighbouring amenities, the

amenities of the area in general, and setting within the Stonehenge & Avebury World Heritage Site and dangers to highway safety, during the construction phase.

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- 4
- i) No development shall commence above ground floor slab level until the details of the following have been submitted to and approved in writing by the local planning authority:
 - a) external materials to be used in the walls and roofs (including ridge tiles),
 - b) the materials and finishes of boarding on the dormer windows,
 - c) materials and finishes to be used on the exposed flank sides of the dormer windows,
 - d) materials to be used in all soffits, fascias and barge boards,
 - e) window arches and cills,
 - f) windows,
 - g) the material and finish of the garage doors,
 - h) materials and finish of the front porch canopy, and
 - i) rainwater goods.
 - ii) The development shall not be carried out other than in accordance with the so-approved details.
 - iii) All external timber joinery as so-approved shall thereafter be so-maintained and if the need arises, shall not be replaced other than using materials and finishes as so-approved.

REASON

In the interests of visual amenity and the character, appearance and heritage setting of the area.

INFORMATIVE

The details to be submitted under this condition should include details such as product literature and photographic examples, and only if requested, samples to be made available for inspection on the site.

The window details to be submitted should include for timber windows with a painted finish; the windows to be designed without storm proof sections and to be set back a minimum of 80mm in reveals.

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- 5
- i) Prior to the first occupation of the dwelling or the substantial completion of the development (whichever is the sooner) there shall have been submitted to and approved in writing by the local planning authority a scheme of hard and soft landscaping, the details of which shall include:-
 - a) location and current canopy spread of all existing trees and hedgerows on the land to be retained,
 - b) a plan showing the location and extent of all new planting,
 - c) a detailed planting specification showing all plant species, supply and planting sizes and planting densities,
 - d) means of enclosure (including any existing fences to be retained),
 - e) all hard and soft surfacing materials.
 - ii) All so-approved soft landscaping shall be carried out in the first planting and seeding season following the first occupation of the dwelling or following the substantial completion of the development whichever is the sooner.
 - iii) All shrubs, trees and hedge planting shall be maintained free from weeds and shall be protected from damage by vermin and stock.
 - iv) Any trees or plants which, within a period of five years of planting, die, are removed, or become seriously damaged or diseased (including those to be retained) shall be replaced in the next planting season with others of a similar size and species, unless otherwise
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agreed in writing by the local planning authority.

v) Where replacement of failed plants is carried out under part (iv) of this condition, the requirements of part (iv) are to apply to the replacement planting as from the date of it being carried out.

vi) All hard landscaping shall also be carried out in accordance with the approved details prior to the first occupation of the dwelling or in accordance with a programme to be agreed in writing with the local planning authority.

REASON

To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features, in the interests of neighbouring amenities and the character and appearance of the area and setting within the North Wessex Downs AONB and World Heritage Site.

INFORMATIVE

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The details to be submitted under part (i)(d) of this condition shall in particular include full details of proposals for the front boundary wall and driveway returns using stone recovered through creating the driveway entrance.

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

REASON

In the interests of highway safety.

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- 7 i) No part of the development hereby permitted shall be brought into use until the access, turning area and non-garage parking spaces have been completed in accordance with the details shown on the approved plans.
- ii) The said areas shall be maintained for those purposes at all times thereafter.

REASON

In the interests of highway safety.

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- 8 i) There shall be no disturbance of the front boundary wall or other works for formation of the access from South Street until there has been submitted to and approved in writing by the local planning authority:
- a) A method statement for removal and protection of stones removed from the wall, and details for their safe storage on the site until re-used.
 - b) Full details for the construction of the return walls forming the access using the stones, including details of the tie-in to the retained length of wall.
 - c) Timing for commencement of construction of the dwelling following completion of these works.
- ii) The development shall be carried out in full accordance with the so-approved details and there shall be no occupation of the dwelling until the access walls have been constructed in accordance with the so-approved details.

REASON:

In the interests of the character and appearance of the area and maintaining the heritage

interest of the sarsen stone wall.

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- 9 i) No development shall commence on site until a scheme for the discharge of surface water from the site (including surface water from the access/driveway), incorporating sustainable drainage measures, has been submitted to and approved in writing by the Local Planning Authority.

ii) The development shall not be first occupied until surface water drainage has been constructed in accordance with the so-approved scheme.

REASON

The application contained insufficient information to enable this matter to be considered prior to granting planning permission. Surface water drainage proposals need to be agreed before development commences in order that the development is undertaken in an acceptable manner, commencement of the development could prejudice the options for drainage. Drainage measures thus need to be determined at the outset to ensure that the development can be adequately drained in the interests of controlling flood risk and highway safety.

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- 10 The gradient of the access way shall not at any point be steeper than 1:15 for a distance of 10 metres from its junction with the public highway.

REASON

In the interests of highway safety and accessibility.

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- 11 i) No part of the development shall be occupied until the visibility splays shown on the approved plans have been provided with no obstruction to visibility at or above a height of 900mm above the nearside carriageway level.

ii) The said visibility splays shall be maintained free of obstruction at all times thereafter.

REASON

In the interests of highway safety.

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- 12 i) The first-floor window in the west elevation shall be glazed with obscure glass only and is to be permanently fixed shut unless the lower cill level of the opening part of the window is set at a height of no less than 1700mm above the finished floor level of the room served by the window.

ii) The said window shall be permanently so-maintained in perpetuity.

REASON

In the interests of neighbouring amenity and privacy.

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- 13 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting or amending that Order with or without modification), no windows or other form of openings other than as shown on the approved plans, shall be inserted above ground floor ceiling level in the west elevation of the development hereby permitted.

REASON

In the interests of residential amenity and privacy.

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- 14 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 to, or extensions or
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enlargements of 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 enlargements.

INFORMATIVE

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The proposal includes alteration to the public highway and the consent hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a license may be required from Wiltshire's Highway Authority before any works are carried within the highway, including its verges. The applicant will also need to apply for a Vehicle Crossing Licence in order to create the new access. Please contact the vehicle access team on telephone 01225 713352 or email vehicleaccess@wiltshire.gov.uk for further details
