

REPORT TO THE EASTERN AREA PLANNING COMMITTEE

Date of Meeting	24 November 2011
Application Number	E/09/1078/OUT
Site Address	Land to North of Tidworth between A338 (Pennings Road) and A3026 (Ludgershall Road), Tidworth, Wilts
Proposal	Outline planning application for 600 civilian houses, primary school, link road and landscaped public open spaces
Applicant	Persimmon Homes South Coast
Town/Parish Council	TIDWORTH
Grid Ref	423744 149622
Type of application	Full Planning
Case Officer	Andrew Guest

Reason for the application being considered by Committee

The application is before the Committee because it is for a significant development.

1. Purpose of Report

To consider the recommendation that the application be approved subject to a planning obligation and conditions.

2. Report Summary

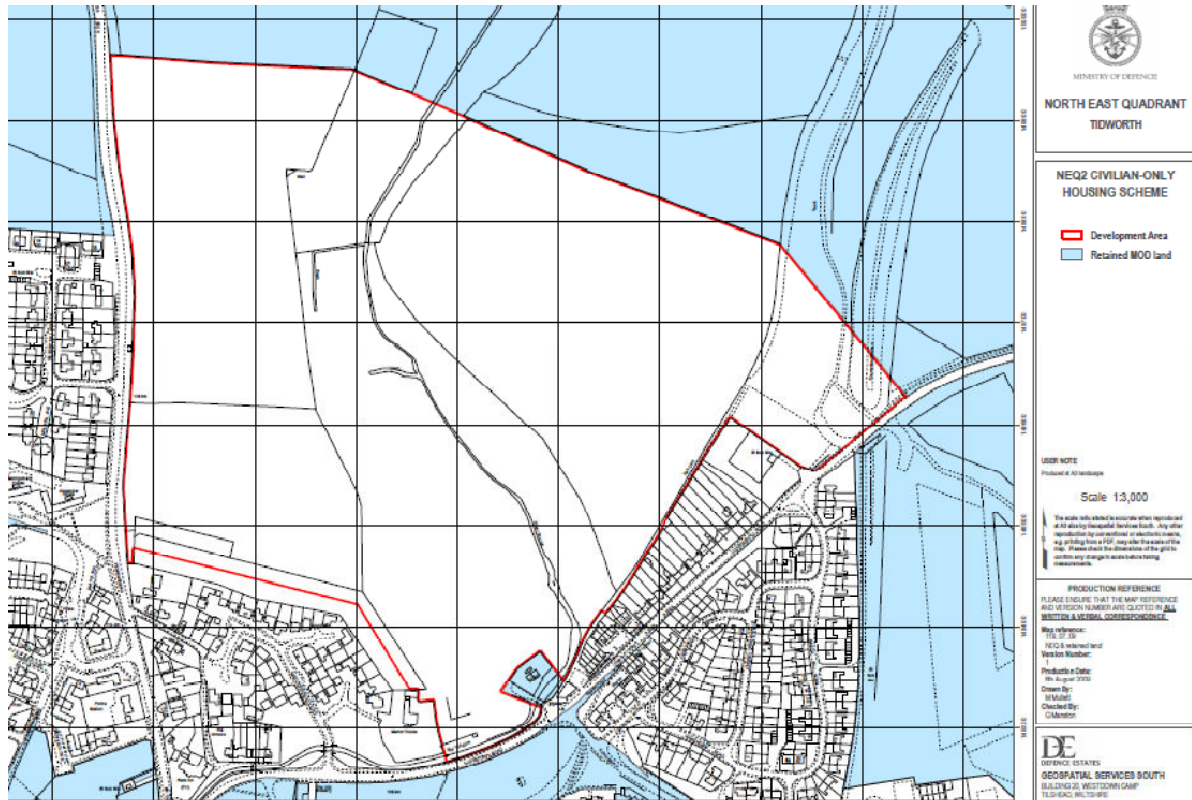
The main issues in this case are, firstly, the principle of residential development at this site; and then assuming the principle is accepted the impact of the specific proposal on the following matters:

- Environmental topics (addressed in an Environmental Statement);
- Residential amenity;
- Affordable housing provision;
- Education provision;
- Public open space;
- Community facilities.

The application has generated no objections from Tidworth Town Council and no objections from neighbours.

3. Site Description

The application site is located on the north side of Tidworth, and comprises 31.2 ha of open land. Tidworth town centre is approximately 1,500m to the south of site. The application also proposes off-site works within the town centre itself at the junction of Pennings Road and Ordnance Road where junction improvements are proposed.



Site Location

The site is bounded to the west by the A338 Pennings Road. To the north is an area of woodland. To the south a tree belt separates the site from existing residential development at Manor Bridge Court; and to the east the site adjoins residential development and a sub-station lying alongside the A3026 Ludgershall Road.

The River Bourne (which is a tributary of the River Avon) and its flood plain run through the centre of the site, from north to south, creating a valley and clearly dividing the site into two separate parcels of developable land. The western section comprises a more steeply sloping landform. The site predominantly comprises open fields/farmland with the remainder made up of expanses of semi-improved neutral grassland.

In policy terms the site lies within the Limits of Development of Tidworth as defined in the Kennet Local Plan. The site comprises an allocated housing site. The River Bourne and its margins are defined as a River Corridor.

4. Planning History

K/59803/0 – 500 no. dwellings comprising 350 military and 150 civilian with associated garages, parking and landscaping – Committee resolution to approve subject to S106 agreement (14/04/2009)

[This application, made by Defence Estates, remains ‘live’ although no work has progressed towards completing the S106 agreement. This is because a second replacement application (the current application), also made by Defence Estates, was lodged in August 2009 for 600

civilian houses, primary school and link road. In around March 2011 Defence Estates sold the site to Persimmon Homes who have subsequently taken ownership of the second application].

5. The Proposal

The application is for outline planning permission to erect 600 civilian houses, a primary school, a link road and landscaped public open spaces. It is also proposed to improve the junction of Pennings Road with Ordnance Road in the town centre.

All matters are reserved except access. Access to the site is shown to be via two new roundabout junctions (one on Pennings Road and one on Ludgershall Road), and a further 'T'-junction on Pennings Road. The roundabout junctions would be connected via a new link road running along the entire north side of the site and incorporating a bridge over the River Bourne. Vehicular accesses into the new housing areas would be provided from the south side of the link road as well as from the 'T'-junction from Pennings Road. It is also proposed to improve the existing junction at Pennings Road and Ordnance Road by way of a revised roundabout.



Indicative Masterplan

Although all other matters are reserved the application is supported by detailed illustrative layouts. These show the housing to be located in two areas to the east and west sides of the river corridor. The new primary school is shown to be located on the west side of the river adjacent to the link road on a 1.2 ha site. The layouts also illustrate open space – to comprise 1.65 ha of more formal public open space, 9.02 ha of ‘river corridor’ and 3.44 ha of other retained woodland and agricultural land. The applicant has also agreed with Defence Estates to transfer 2.4 ha of existing off-site sports pitches at Humber Lane Sports Ground to public ownership to satisfy this aspect of the open space policy.

A new primary school is proposed to be provided on the site to meet demand for primary school places generated by the development. The applicant would provide a serviced site for the school and a financial contribution to meet its cost.

Affordable housing provision would amount to 25% of the total number of units. This equates to 150 units. Overall density of the housing areas would be approximately 38 dph.

The application is accompanied by various reports and plans including a comprehensive Design and Access Statement, Planning Statement Addendum, Environmental Statement, Biodiversity Enhancement Scheme, Traffic Appraisals, Flood Risk Assessment, various wildlife surveys and strategies, and Statements of Community Involvement.

All reports can be viewed on the working file or via Planning Explorer. The conclusion to the Planning Statement Addendum states the following:

“Persimmon Homes have purchased land north of Tidworth (NEQ) and are fully committed to delivering the principal allocation for housing in Tidworth through a negotiated package of planning obligations that will provide the following benefits:

- 600 civilian houses providing a mix of accommodation which will improve the balance between military and civilian housing in Tidworth.
- The housing will attract the Government’s New Homes Bonus to support improved facilities in the town.
- The NEQ link road between the A338 and A3026 will be delivered in full to the benefit of the wider community.
- Significant public open space will be provided across the site, including the enhancement of the River Bourne Corridor, including a comprehensive biodiversity enhancement scheme.
- About 2.4 ha of MoD sports pitches at the MoD Humber Lane Sports Ground would be transferred to the Town Council.
- Any necessary upgrading to the Tidworth STW will be undertaken at Persimmon’s expense.
- SUD’s will be employed to restrict flows to that of green-field run off.
- Land will be provided as part of the first phase for a new primary school.
- A traffic calming scheme based on an improved mini-roundabout at the junctions of Pennings Road and Ordnance Road will be provided as negotiated with the Town Council and Wiltshire Council.

Persimmon have sought to engage the local community further in refining the master plan proposals and have found wide support for the development, particularly in terms of providing a more balanced community in Tidworth and delivering the NEQ link road. We consider that the outline planning application now provides a sound framework for the submission of a detailed scheme through reserved matters”.

6. Planning Policy

Kennet Local Plan 2011 – policies PD1, HC1, HC2, HC5, HC19, HC28, HC30, HC34, HC37, HC42, HC43, AT3 & NR6;
PPG's/PPS's – 1, 3, 7, 9, 13, 17, 22, 24 & 25;
Conservation of Species and Habitats Regulations;

7. Consultations

Tidworth Town Council: no objection.

WC Highways: no objection, subject to conditions and planning obligation.

WC Housing: no objection.

WC Education: Regarding primary education, the proposal incorporates a new primary school to be funded/built by the applicant. This new school will meet the need for primary school places generated by the development.

Regarding secondary education, there are some spare places at the designated area secondary school, Wellington Academy. These spare places cannot all be allocated to the proposed development as at the present time there are a number of planning applications for residential development in hand within the catchment area, all of which are, on face value, entitled to a share. In the interests of fairness the available spare places have, therefore, been divided between those applications which it is considered will deliver what is proposed, including essential infrastructure made necessary by the development. These applications are this proposal and 'Area 19'. Applications which will not, or cannot, deliver have not been given a share.

The Area 19 and NEQ applications generate a need for 79 and 122 secondary school places respectively, making a total requirement between them of 201 places. The NEQ application therefore generates a need for 61% of the total places (60.69 rounded to 61) required. A proportionate apportionment (i.e. 61%) of the 140 forecasted spare places available = 85 (85.4 rounded to 85). As NEQ generates a need for 122 places, then reducing that figure by its proportionate share of 85 of the forecasted 140 spare places leaves 37 places to be funded. Using the current cost multiplier, valid on S106s signed up until the close of the 2011/12 financial year, 37 places x £18982 = £702,334 is payable towards the provision of appropriate secondary school infrastructure. In line with the standard S106 terms, this sum would be payable in two instalments – 50% upon commencement of development on site, followed by the remainder at the midway point of construction defined as being prior to commencement of the start of construction of the 301st housing unit.

As usual, these figures apply specifically to the housing number and mix of the current application, and would need to be reviewed/ revised if there were subsequent changes to those details.

WC Open Spaces: The proposed open spaces meet the standards for recreation provision on large housing sites as set out in the Kennet Local Plan and SPG. It is understood that Tidworth Town Council is interested in adopting the recreational land, amenity land, equipped play areas and river corridor, and there is no objection to this subject to commuted sums for maintenance being calculated and paid.

WC Environmental Health: The policy requiring 10% renewable energy provision on site is applicable. Recommend condition accordingly.

WC Archaeology: WC Archaeology has been working closely with the applicant and their appointed archaeological contractor who have been undertaking extensive archaeological investigations over the past few months. This work has provisionally recorded evidence of Early Medieval activity as well as a small amount of prehistoric material culture. On 1st August, a request was made for a written summary of the fieldwork and its findings ahead of the necessary post-excavation assessment, to allow the County Archaeologist to advise on any further mitigation against harm to the historic environment.

In summary, although the latest Masterplans differ slightly from the last version, there appears to be no material impact on the archaeology identified, including areas where no such archaeology is considered to survive. Consequently, no further comments to make.

WC Landscape: The proposals take account of discussions and comments made over the past couple of years and in landscape terms are in general acceptable. Specific comments are as follows:

Pennings Road junction with Ordnance Road - This junction has been the subject of controversy for a considerable time, with the original roundabout proposals taking out the visually important tree belt on the western side. Details of a possible traffic light solution were then proposed, but objected to by the Town Council. This solution ensures that the trees are retained and that the roundabout is kept within the existing carriageway. Therefore, I feel that this solution is acceptable and maintains the treed character of Pennings Road through Tidworth. It will be necessary to ensure that the lighting columns and the cabling to them comply with BS5837 (2005) 'Trees in Relation to Construction' and NJUG trenching guidelines and ensure that the root systems are not damaged or cut. Details should be agreed with the Council prior to construction.

A3026 roundabout - The Ludgershall Road roundabout of the link road is to be located on elevated land to the east of Tidworth at the location of a former tank crossing. The site is currently degraded and is surrounded by trees of up around 10+ metres in height. The location is acceptable and provides a suitable access point with minimal disturbance to the surrounding trees. The proposed lighting columns are at approximately the same height as the surrounding trees which are all deciduous. Therefore, there is a potentially greater night-time impact from the lighting over a wide area during the winter months. In discussions with MJA Consulting it has been suggested that the lighting is dimmed during the night (between approximately midnight and 6.00am) to reduce the impact of the point light source on the

wider landscape. The trees will ultimately grow to provide better screening. Therefore, I consider that the proposals are acceptable subject to detailed landscape detail for the road verges and roundabout.

A338 roundabout - Similar issues affect the A338 roundabout which is elevated on the north western corner of the site. There are substantial tree belts close by, but the impact of the roundabout lighting will be an issue from the surrounding countryside, although partially screened by trees. The dimming of the lights through the night-time period, as discussed above, would help to reduce the impact. The location of the roundabout will involve the removal of some roadside hedging. This will have to be replaced outside the visibility splays and should include some additional tree planting to further reduce the impact.

Link Road - The location of the link road ensures that it is screened from the open countryside by strong tree belts and will have a limited impact from outside the site. The proposals are acceptable subject to a detailed landscape scheme.

A338 junction 4 - This junction will involve cutting through the roadside hedge and the removal of sections to provide visibility splays. The hedge should be replaced behind the visibility splays with the addition of some hedgerow trees.

Amended masterplan - The amended masterplan takes account of the changes discussed earlier this year and is acceptable. The changes are reflected in the landscape masterplan and biodiversity enhancement plan. It is essential that the detailed landscape and biodiversity enhancement plans tie together. The next phase should be the submission of detailed landscape plans and the protection of trees, hedges and habitats during construction. The detail provided should also include planting and management specifications for the entire site. I presume that these issues will form a reserved matter.

WC Ecologist: Recommends condition requiring revised Biodiversity Enhancement Scheme to be submitted. Also recommends condition requiring development to be carried out in accordance with the Reptile Mitigation Strategy.

In accordance with the Habitats Regulations a 'judgement of likely significant effects' has been undertaken in relation to potential phosphate discharges from the site into the Rivers Bourne and Avon. This concludes that the development (or 'project') alone, or in combination with other projects, would not have likely significant effects, and consequently further appropriate assessment is not required. The judgement also is that conditions can be used to mitigate any effects.

On the issue of Salisbury Plain SPA, potential impacts of this development were assessed in combination with the Area 19 development and the Eastern Infrastructure Project in a full appropriate assessment in 2009. That appropriate assessment was signed off by Wiltshire Council and Natural England on the basis that the MoD delivered a comprehensive mitigation package to address all potential impacts from these developments; creation of additional stone curlew breeding plots. That mitigation has now been delivered and is successful; therefore the impacts of this development have already been mitigated. I have reconsidered the conclusions of the 2009 appropriate assessment in light of any new evidence (stone curlew monitoring data) and any further plans or projects to be considered in combination (e.g. Drummond Park). However, I have concluded that the results of the

2009 appropriate assessment remain valid and that no further mitigation measure will be necessary. I, therefore, conclude that the application would have no likely significant effects upon the Salisbury Plain SPA, and as such a permission would be in accordance with the requirements of Regulation 61 of the Habitats Regulations.

Hampshire County Council (adjoining local highway authority): The proposed development is located approximately 5 miles from the HCC border so it is important that the impact of the development traffic upon the highway network within Hampshire is considered. Along with considering the impact it is also important to determine the appropriate mitigation measures for the additional traffic generated by the development upon the Hampshire highway network.

Within the TA which accompanies the application the journey to work data for Tidworth has been applied to the development. This results in 50% of journeys heading south of Tidworth on the A338 and 18% heading east on the A3026, which in both directions distributes traffic towards Hampshire.

The distribution of the development within the TA demonstrates that there will be a significant increase in flows upon the Hampshire highway network particularly on the A338. Although it is accepted that the majority of the proposed traffic will be heading to and from the A303, the Watery Lane/A338 junction in particular within Shipton Bellinger has a poor safety record. Within the last 5 years there have been 8 slight accidents and one fatal in very close proximity to the junction. In addition there have been a further three accidents on the A338 throughout Shipton Bellinger and without any proposed mitigation to improve the safety of the A338, the additional traffic generated by the development is likely to exacerbate the situation.

As a high proportion of the development traffic is proposed to head to and from the south of the site there will need to be mitigation to reduce the impact of the development upon the A338 through Shipton Bellinger. HCC have identified the need for a safety improvement at the Watery Lane junction which consists of a right-turn lane and also a reduction in the speed limit from Shipton Bellinger up to the County boundary.

HCC has secured some funding towards safety improvements to the Watery Lane junction; however, further funds are required to deliver the scheme given the additional traffic generated by the proposed development that will directly impact in this junction – it will be necessary for the applicant to make a financial contribution towards the delivery of the scheme.

In addition, it will be necessary for the developer to contribute towards delivery of the wider traffic management scheme to reduce the impact of the development traffic upon the safe operation of the A338 through Shipton Bellinger. The village is identified for a speed limit reduction as part of a county wide review in A and B road speed limits.

In the absence of appropriate mitigation to the above the development is likely to have a significant impact on the safety and operation of Hampshire's roads and HCC would therefore recommend refusal.

Environment Agency: recommends conditions relating to water efficiency, foul water drainage, surface water drainage, finished floor levels, bridge details, contaminated land, biodiversity and construction environmental management.

Veolia: The sewers immediately adjacent to the site are not suitable, nor of sufficient capacity to receive any flows from this development, though capacity is available further downstream at nominated points.

A useful meeting has been held with Persimmon who are aware of these points of connection to our Public Sewers, but, in the light of a recent court case [DCWW v Barratt Homes] regarding point of connection, and the court's advice that issues regarding the point/s of connection to public sewers should be dealt with through the planning process, we feel it is important that in approving this application, there should be a recognition by all parties that Persimmon connect to the Public Sewers only at the point/s specified by Veolia Water Projects Limited, in order that any flood risk would be removed/minimised.

We have initially indicated a preferred connection point to Persimmon, but following the recent meeting we are currently undertaking work in discussion with Persimmon to identify possible alternatives.

Regarding sewage treatment, Tidworth Sewage Treatment Works is operating at full capacity, and any further discharges resulting from this, or any other large development would be likely to cause breach/es of it's consent. Again Persimmon Homes are aware of this matter and are in detailed discussions with Veolia regarding an upgrade to the sewage treatment works to enable the development to proceed.

In the light of the above, we have no objection to the development but would ask that the following two points are taken into account;

1. That sewers from the proposed development are connected to the public sewerage system only at the point/s agreed by Veolia Water Projects Limited; and,
2. That there can be no occupancy of properties on the development until agreement has been reached with the developer around the phasing and / or completion of the off-site sewers and the sewage treatment works upgrades.

Regarding water supply, Veolia as the Statutory Undertaker for the Area do have spare capacity in the wider network and associated supply arrangements – notwithstanding the local deficiencies of the networks immediately adjacent to the site in question. These local deficiencies which require varying degrees of off-site mains reinforcements etc we are tackling with the applicant, and resolutions and agreement to the water and waste water connection points are close.

Natural England: Phosphate impacts on the River Avon SAC - Notwithstanding the comments made in the Planning Statement Addendum, NE advises that (for reasons set out in annex 1) a Judgement of Likely Significant Effect should be made by Wiltshire Council under the Habitats Regulations to determine whether there is a likely significant effect on this European Site from this development due to phosphate discharges. As the Council is aware, we have standing concerns with respect to the impact of all new developments which will result in additional discharges from Sewage Treatment Works in the Avon catchment.

This matter is being addressed via policies in the Wiltshire/South Wiltshire core strategies. It should be noted that this may result in developer contributions being required in order to ensure that this development is compliant with the Habitats Regulations. NE advises that detailed guidance as to how this policy will be implemented will need to be developed before reserved matters permission is granted.

Surface water discharge impacts on the river Avon SAC - NE advises that a Judgement of Likely Significant Effect should be made by Wiltshire Council under the Habitats Regulations to determine whether there is a likely significant effect on this European Site from this development due to impacts resulting from surface water discharges during and post construction.

Recreational disturbance to Salisbury Plain SPA (stone curlew) - NE advises that a Judgement of Likely Significant Effect should be made by Wiltshire Council under the Habitats Regulations to determine whether there is a likely significant effect on this European Site from this development due to impacts resulting from recreational disturbance to stone curlew. As the Council is aware, we have standing concerns with respect to the impact of all new developments which may result in additional recreational disturbance to stone curlew (a notified feature of Salisbury Plain SPA). This matter is being addressed via policies in the Wiltshire/South Wiltshire core strategies. It should be noted that this may result in developer contributions being required in order to ensure that this development is compliant with the Habitats Regulations. NE advises that detailed guidance as to how this policy will be implemented will need to be developed before reserved matters permission is granted.

Comments on layout - NE notes that the changes in terms of site layout will have a number of effects on the natural environment. These include:

- a. removal of existing hedgerow adjoining new playing field location, together with new hedgerow planting along edge of playing field.
- b. a small reduction of Public Open Space within the central river corridor due to playing field, and a small increase in other areas of Public Open Space.

Whilst these changes are at the detriment to the natural environment, they are only so in a very minor way.

While there are a number of factors to consider, at least superficially, it would seem that locating the primary school on the edge of the development away from the centre of Tidworth will provide the least sustainable location in terms of travel options.

Comments on the Biodiversity Enhancement Scheme - NE advises that prior to the approval of reserved matters, the Biodiversity Enhancement Scheme should be developed to ensure that it forms a suitable document to fully inform future Biodiversity management on the site.

RSPB: The RSPB would like to comment on the Biodiversity Enhancement Scheme submitted with the above Application.

We support the general principles but have concerns with the mitigation measures set out under: Species Measures, Section 5.5.1 Birds.

The development will be creating an urban environment and in our opinion far greater priority should be given to the birds that rely on buildings for nest sites.

Nest boxes for these species should be "built in" creating long term maintenance free nesting places.

Swifts (amber listed), house sparrows and starlings (both red listed) will use boxes designed for swifts, all three species nest in loose clusters and sufficient numbers should be installed to prevent undue competition.

In a development of this size thirty small groups of three/five nest boxes would be ideal but considerable care should be taken with their location and some should certainly be included in the School Buildings.

House Martins and swallows (both amber listed) require an ample source of mud for nesting material which would be available from the "Bourne Corridor", provided the construction methods allow, the former will probably create a colonies under the eaves without any help but twelve pairs of strategically placed nest cups might help get them started, if construction methods are inimicable, ie plastic soffits, more nest cups will be required.

Swallows will only nest in open sided buildings such as carports, bike or bin stores, if any of these are available on site, twenty or thirty artificial nest cups or small shelves in secluded corners would be adequate.

We note that a long term Ecological Management Plan is being proposed to include the hedge rows, woodland etc which should provide ample nesting opportunities for the other species mentioned altho' a few boxes for the hole/crevice nesters would probably be helpful

We would expect detailed information regarding the types and number of nest boxes to be used and their locations to be incorporated in the EMP and made a condition of the consent.

CPRE: Objects to the proposed development because it would include only 20% or 25% affordable housing. Part 3, para. 5.36 of the Design & Access Statement proposes only 20% affordable housing. The Planning Statement dated 8/7/11 paras 6.3 and 7.8 states agreement on 25%. Whichever is the final proposal, we object to the unwillingness to meet either the requirement in the current Kennet Local Plan for 50% affordable housing or the requirement in the draft Core Strategy Document Policy 28 for a development of this size to provide 40% affordable housing. However, if the proportion offered were raised to 40%, our objection would be withdrawn.

Offer the following additional comments:

1. Part 4, para.6.1 'Phasing' calls for early delivery of affordable homes. We urge the Council to ensure that this request is complied with, preferably by condition.

2. Heads of Terms in the Planning Statement dated 8/7/11 would allow completion of the link road to be delayed until three-quarters (450) of the proposed dwellings have been completed. We believe provision of infrastructure should precede development of housing wherever possible, and that completion of the link road should be required at a much earlier stage because of the predictable increase in traffic around the site that would be created by

the development. We understand the principal access to the primary school, which is now an element brought forward to Phase 1 of the scheme, is to be off the link road.

3. We request that some of the open space provided in the development should take the form of a planned public park, with tranquil areas such as gardens in addition to play space for children.

4. We deplore the reduction in land to be provided off-site (at Humber Lane) from 3.5ha to 2.36ha.

8. Publicity

The application has been publicised by way of site notices, press advert and neighbour letters.

The application has generated no third party representations.

9. Planning Considerations

There are a number of issues to consider with this application – firstly, the principle of the proposal; and then, assuming the principle is established, the impact of the specific scheme on the environment, amenity, highway safety, ecological interests, education provision, affordable housing provision and infrastructure provision.

Principle of residential development

Policy HC19 of the Local Plan allocates the application site for the development of 150 civilian houses and 'in the region of' 350 family houses for the MoD. This is subject to the development enhancing the river corridor as an area for informal/casual recreation; and the development securing junctions to, and a link road between, the A338 and A3026.

The application proposes 600 civilian houses and no military houses. Clearly this is a greater total number of houses than referred to in the local plan. However, it is accepted that as a matter of principle the site can actually support this number in terms of both achieving a workable layout and addressing wider impacts on amenity and infrastructure. Six hundred dwellings would result in a density of approximately 38 dph which is about average for a new estate containing a balanced mix of house sizes and types. The illustrative layouts show that this number of houses 'fits' with adequate amenity space and satisfactory levels of privacy.

The river corridor (amounting to 9.02 ha) is proposed to be used as informal open space, to be passed into public ownership. Biodiversity enhancement is also proposed, discussed further below. This is in accordance with Policy HC19.

The application includes the requirement for a link road to be provided between the A338 (Pennings Road) and the A3026 (Ludgershall Road). The applicant has agreed to construct this road at his expense in phased stages as the development progresses.

It is also material to the issue of principle that there is already a Committee resolution to grant planning permission for residential development on the site. This decision remains 'live' and so potentially implementable.

Overall it is considered that the proposal accords with the spirit of Policy HC19 and consequently is acceptable as a matter of principle.

Environmental Impact Assessment

The application is accompanied by an Environmental Statement. This addresses the effects of the development on particular environmental 'topics' – namely, cultural heritage, land quality and soils, landscape, visual effects, community, air quality, traffic and transport, noise, ecology and water – and assesses the significance of the effects of the development on each.

Cultural Heritage - In terms of cultural heritage, the statement concludes that the effects of the development on this will not be significant. There are no designated features (such as listed buildings and scheduled monuments) present at or adjacent to the site which would be affected by the development. Archaeological work so far undertaken has equally found nothing of significance.

Land Quality and Soils - Regarding land quality and soils, the site is presently 'green field', and consequently agricultural land (of a higher grade) would be lost. However, the overall land take is small and so the actual impact is insignificant. The planning history is also relevant in this regard in that the allocation of the site for housing and the extant resolution to grant permission have accepted the principle of the loss of the land to housing in any event.

Landscape and Visual Effects - For the same reason, the landscape and visual 'topics' have already been tested by the past application and resolution. That said, further assessments by the Council's Landscape Consultant have resulted in agreement with the findings of the ES - specifically that the wider visual impact of the development would be insignificant in view of established planting (trees and hedges), and subject to a comprehensive landscaping scheme and limitations on street light glare. The local impact on views (in particular, from nearby residential properties and footpaths) is considered by the ES to be more significant in that these would change from views of open countryside to a townscape. However, the entitlement to these views can be given little weight, and the views in any event need not be unsightly in a well-designed layout.

Community - Regarding community, the proposal would introduce 600 new households into Tidworth, and this has the potential to place pressure on existing services. However, this is largely addressed by the applicant's commitment to provide a primary school as part of the development and to facilitate the release of more on and off-site land for recreation. The proposal would also provide 150 affordable homes where there is an acknowledged need, and contribute towards increasing capacity at the Wellington Academy. It is also relevant that the local plan specifically states that a key priority for Tidworth is to "... improve social stability by increasing the proportion of civilian residents to reduce the dominance of the military nature of the town". The proposal would clearly fulfil this priority.

Traffic and Transport - Regarding traffic, the proposal would result in additional vehicles using the A338 and A3026, but the actual effect on pedestrians and drivers is not considered to be significant, particularly in view of the improvements to flows stemming from the link road. According to the Traffic Assessment for the Pennings Road/Ordnance Road junction improvement, the development as a whole would have a minimal impact on the surrounding

highway network and the proposed changes to the junction would provide improvements in terms of reducing the number of potential accidents at this location. These conclusions are supported by the WC Highways Officer.

Hampshire County Council as adjoining local highway authority has raised an objection to the application in view of additional traffic heading south to Shipton Bellinger and the Watery Lane/A338 junction which has an accident record. HCC seeks financial contributions towards proposed improvements to this junction and a speed restriction. The applicant does not agree that the proposed development would have such a significant impact to warrant this request. Either way, the request must be considered with due regard to the other contributions the applicant has agreed to make which include significant highways works within Tidworth in the form of the link road and bridge, the Pennings Road/Ordnance Road junction improvement, and footpath improvements. It is a matter of law that obligations must relate in scale and kind to the development proposed, and in this case it is considered that the proposed highways works are all that can reasonably be required. For this reason HCC's request for a further obligation is not supported by officers.

Noise - In terms of noise, the most significant source is likely to be construction equipment. However, as this is short term and can be controlled, it is not considered to be a significant planning issue. In the longer term the proposed residential use will be compatible with established surrounding development.

Ecology - Regarding ecology, the habitats within the site predominantly comprise arable farmland bordered by hedgerows, plantation and semi-natural woodland. The remainder of the site is a large expanse of semi improved neutral grassland. Recent surveys of the site on behalf of the applicant have found less evidence of wildlife than previously observed. In particular, there are now no great crested newts on the site and bat activity is limited to some nocturnal foraging. The previously observed badger setts on the northern edge of the site (beyond the area to be developed) are inactive, although some foraging in this area may still occur. The ES incorporates measures to minimise the adverse effects of the development on flora and fauna and to enhance and ensure compliance with the relevant legislation. The application is also supported by a biodiversity enhancement scheme for the river corridor and other species specific mitigation strategies. Although the species specific strategies are acceptable, the WC Ecologist, English Nature and the RSPB have all raised detailed concerns with the biodiversity enhancement scheme. As a consequence, and because the concerns are surmountable by further negotiation, a condition is recommended requiring a further revised scheme to be submitted.

Natural England has raised other issues, in particular relating to phosphate discharges into the River Avon and disturbance to stone curlews on Salisbury Plain. The phosphate issue is addressed below. Regarding the stone curlews, the concern is that additional residents living close to Salisbury Plain will increase recreational pressure on the plain with a potential adverse impact on the stone curlews. In response the WC Ecologist has referred to an 'appropriate assessment' carried out in 2009. This was signed off by Wiltshire Council and Natural England on the basis that the MoD delivered a comprehensive mitigation package to address all potential impacts from these developments, in particular, through the creation of additional stone curlew breeding plots. That mitigation has now been delivered and is

successful; therefore the impacts of this development have already been mitigated. The WC Ecologist considers this assessment to still be valid.

Related to this issue, it is also of note that the current application itself incorporates significant areas of informal open space within the development site. These areas, which comprise the 'River Corridor' and retained woodland/agricultural areas, cover some 12+ hectares of informal open space which, it is considered, will make a significant contribution to the recreational needs of the residents (both proposed and existing).

Water - Regarding water discharges from the development, and in particular phosphates which may ultimately enter watercourses (the River Bourne is a tributary of the River Avon SAC), the Environment Agency has raised no objections subject to conditions including a requirement for the surface water and foul water discharge systems to be approved. The applicant has advised that all foul water from the site would be treated at the Tidworth STW. The relevant water company, Veolia, have raised no objections subject to the applicant improving and/or upgrading the STW and sewers, and subject to the points of connection being agreed. The applicant is agreeable to this, and the matter can be conditioned accordingly.

In accordance with the Habitat Regulations the WC Ecologist has undertaken a 'judgement of likely significant effects' of discharges from the development on watercourses, and the River Avon SAC in particular. This concludes that there will not be significant effects and that mitigation can be achieved through planning conditions.

In terms of water supply, the service provider has confirmed that there is adequate supply to meet the demands of the development.

Residential Amenity

A number of residential properties adjoin the site. However, these are sufficiently distanced and/or screened from the proposed development to ensure privacy is safeguarded.

Due to the size of the development construction is likely to take a number of years. To avoid disturbance from construction equipment a condition is recommended limiting hours of working.

Affordable Housing

The proposal is for 25% (150 units) of the new houses to be affordable with a mix comprising 70% (105 units) social rented and 30% (45 units) shared ownership. The normal policy requirement is for 50% of the houses to be affordable.

In this case a reduced provision is considered acceptable because, firstly, the applicant has agreed to other significant and costly obligations (namely, the link road/bridge and new primary school); and secondly, the provision is greater than what was originally anticipated in the local plan in any event (which was 75 affordable units from the allocated 150 'civilian' units).

The number and broad mix of the affordable housing is acceptable to the WC Housing Officer under these circumstances subject to the detail being set out in a S106 agreement.

Education

The development will increase numbers of children within the area, which in turn will place pressure on local education provision. To address shortfalls in provision the proposal incorporates a 1.2 ha site for a primary school, and the applicant has agreed to provide the finance necessary to build-out the school. In addition the applicant has agreed to make a financial contribution towards secondary education provision at Wellington Academy. This is in accordance with the Development Plan, and is acceptable to the WC education officers.

Public Open Space and Recreation

The application makes provision for both on and off-site open space. On site includes equipped play areas within the residential areas, incidental open space and the river corridor informal open space. The river corridor open space will incorporate footpaths and cycleways ('green links') to provide connections with existing rights of way.

The applicant has agreed with the MoD to transfer 2.4 ha of existing off-site sports' pitches at Humber Lane Sports Ground to public ownership to satisfy the requirement in open space policy for playing field provision.

These provisions of open space are acceptable to the Council's open spaces officer subject to contributions being made through the Section 106 agreement for future maintenance. Tidworth Town Council has expressed interest in taking ownership of the open spaces to which there is no objection.

Other community facilities

The applicant has agreed to make a financial contribution to Tidworth Town Council towards the cost of professional fees for the design and planning of a new community centre in the town. This is in accordance with the Benefits from Planning SPG, and so is acceptable as part of the S106 agreement.

10. Conclusion

The application site comprises an allocated housing site in the Kennet Local Plan 2011. The proposal is to develop the site largely in accordance with the specific local plan policy for the site (HC19). In particular, the proposal is for housing, a school, a link road and a river corridor open space. In terms of impact, the application demonstrates that the proposed development can be accommodated on the allocated site without causing harm to interests of acknowledged importance, including local infrastructure, highway safety, ecological interests, heritage assets, visual amenity and residential amenity. The application makes adequate provision for infrastructure made necessary by the development, namely affordable housing, open space, education facilities, community facilities and highways works. The application is, therefore, in accordance with planning policy.

RECOMMENDATION

That planning permission be GRANTED subject to the applicant entering into a S106 agreement covering the following matters:

1. **Affordable housing – to be 25% of the total number of units (tenure mix: 70% social rented and 30% shared ownership);**
2. **Highways works – to make financial contributions towards the cost of traffic regulations orders, Travel Plan monitoring, bus stops and shelters on site;**
3. **Public open space – to equip and transfer to public ownership the River Bourne amenity area, equipped play areas, casual play areas and incidental open spaces on-site; and to transfer to public ownership 2.4 ha of playing fields at Humber Lane Sports Ground off-site. To make financial contributions towards the maintenance costs of these open spaces.**
4. **Education - to transfer to Wiltshire Council a serviced 1.2 ha primary school site, and to make a financial contribution to meet the cost of the primary school; and to make a further financial contribution towards the cost of secondary education provision at Wellington Academy;**
5. **Other community considerations – to make a financial contribution towards the cost of professional fees for a new community centre.**

The reason for granting planning permission is:

The application site comprises an allocated housing site in the Kennet Local Plan 2011. The proposal is to develop the site largely in accordance with the specific local plan policy for the site (HC19). In particular, the proposal is for housing, a school, a link road and a river corridor open space. In terms of impact, the application demonstrates that the proposed development can be accommodated on the allocated site without causing harm to interests of acknowledged importance, including local infrastructure, highway safety, ecological interests, heritage assets, visual amenity and residential amenity. The application makes adequate provision for infrastructure made necessary by the development, namely affordable housing, open space, education facilities, community facilities and highways works. The application is, therefore, in accordance with central government planning policy set out in PPS's/PPG's; and the development plan – specifically, policies PD1, HC1, HC2, HC5, HC19, HC28, HC30, HC34, HC37, HC42, HC43, AT3 & NR6.

In reaching its decision the local planning authority has taken into account the Environmental Statement submitted under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. The Environmental Statement meets the requirements of these regulations, and sufficient information has been provided to enable the authority to assess the environmental impact of the development.

And subject to the following conditions:

- 1 Details of the appearance, landscaping, layout and scale (hereinafter called "the reserved matters) shall be submitted to and approved in writing by the local planning authority before any development begins and the development shall be carried out as approved.

REASON: This is an outline application, submitted in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995.

- 2 Application for approval of the reserved matters shall be made to the local planning

authority not later than three years from the date of this permission.

REASON: This is an outline application, submitted in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995.

- 3 The development hereby permitted shall begin not later than two years from the date of approval of the last of the reserved matters to be approved.

REASON: This is an outline application, submitted in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995.

- 4 The details of the layout of the development hereby permitted shall include an area for a primary school of at least 1.2 ha, two areas for 'equipped play space provision' of at least 4,464 sq m in total, two areas for 'equipped casual play space provision' of at least 5,904 sq m in total, a 'river corridor' informal open space of at least 9.02 ha, and no more than 600 dwellings. The equipped play space provision and equipped casual play space provision shall be provided in accordance with the specifications set out in the adopted Benefits from Planning SPG 2005.

REASON: To clarify the terms of the planning permission and to accord with Policies HC37 and HC34 of the Kennet Local Plan 2011 which seek adequate infrastructure in new developments.

- 5 The details of the layout of the development hereby approved shall include detailed plans of the proposed 'green links' including pathway and bridge designs, and a phasing programme for their construction. The green links shall be provided as approved in accordance with the programme.

REASON: In the interests of proper planning of the development and amenity in general.

- 6 The 'access' to the site (which for the purposes of this planning permission includes the link road, bridge, junctions with the A338 (Pennings Road) and A3026 (Ludgershall Road) and footpath improvements to footpath no. 11) shall be constructed in accordance with drawing nos. 4400:01A (Mar 11), 4400:02A (Mar 11), 4400:03A (Mar 11), 4400:275 (Feb 11) and 4400:05 (Apr 11). The Pennings Road/Ordnance Road junction improvements shall be constructed in accordance with drawing no. 4400:80 (Feb 11).

REASON: To confirm the details of the access and Pennings Road/Ordnance Road junction improvements, which are approved at this stage.

- 7 No development shall take place until a programme for the phasing of the development has been submitted to and approved in writing by the local planning authority. The programme shall specify in particular that the link road, bridge and junctions with the A338 (Pennings Road) and A3026 (Ludgershall Road) shall be completed and open to traffic prior to the occupation of the 300th dwelling on the site; and the Pennings Road/Ordnance Road junction improvements shall be completed prior to the occupation of the 300th dwelling on the site. Development shall be carried out in accordance with the approved programme.

REASON: To ensure the proper planning of the development in accordance with an appropriate and viable programme.

- 8 No development shall commence on site in any particular phase of the development as referred to in the approved programme of phasing of the development until details of the proposed ground floor slab levels of all buildings within that phase 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: In the interests of visual amenity.

- 9 All soft landscaping comprised in the approved details of landscaping for any particular phase of the development as referred to in the programme for the phasing of the development shall be carried out in the first planting and seeding seasons following the occupation of the first building in that phase of the development, whichever is the sooner; and any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the local planning authority gives written approval to any variation. All hard landscaping in any particular phase of the development shall also be carried out in accordance with the approved details prior to the occupation of any part of that phase of the development or the completion of that phase of the development, whichever is the sooner.

REASON: To ensure a satisfactory landscaped setting for the development.

- 10 The detailed landscaping plans to be submitted pursuant to condition no. 1 shall include a plan at not less than 1:200 scale, showing the position of any trees proposed to be retained and the positions and routes of all proposed and existing pipes, drains, sewers, and public services, including gas, electricity, telephone and water. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order, 1995 (or of any Order revoking and re-enacting or amending that Order with or without modification), no services shall be dug or laid into the ground other than in accordance with the approved details.

REASON: To ensure the retention of trees on the site in the interests of visual amenity.

- 11 In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of three years from the first occupation or the completion of the development, whichever is the earlier.

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 3998 (Tree Work).

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) All retained trees shall before any equipment, machinery or materials are brought on to the site for the purpose of the development, be enclosed at the outer edge of the overhang of their branches by a chestnut paling fence. The exact position of this fencing shall be first agreed in writing with the local planning authority. This fencing shall be maintained until all equipment, machinery and surplus materials have been

removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

REASON: To enable the local planning authority to ensure the retention of trees on the site in the interests of visual amenity.

- 12 A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, other than small, privately owned, domestic gardens, shall be submitted to and approved by the local planning authority prior to the occupation of the development or any phase of the development, whichever is the sooner, for its permitted use. The landscape management plan shall be carried out as approved.

REASON: To ensure the proper management of the landscaped areas in the interests of visual amenity.

- 13 No development shall take place in any particular phase of the development until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected for the phase (as referred to in the programme for the phasing of the development). The approved boundary treatments for each phase shall be completed in accordance with the plan prior to the first occupation of the first building in that phase.

REASON: To ensure proper planning of the development in the interests of amenity.

- 14 Notwithstanding the details set out in the submitted Biodiversity Enhancement Scheme, a further revised Biodiversity Enhancement Scheme shall be submitted to and approved in writing by the local planning authority prior to commencement of development. The revised Biodiversity Enhancement Scheme shall take into account the issues raised by the WC Principal Ecologist, Natural England and the RSPB. Development shall be carried out strictly in accordance with the recommendations of the approved revised Biodiversity Enhancement Scheme.

REASON: To safeguard and enhance ecological interests.

- 15 The development shall be carried out strictly in accordance with the Reptile Mitigation Strategy by Middlemarch Environmental Ltd dated March 2011.

REASON: To safeguard reptiles.

- 16 No development shall take place until full details of how on-site renewable energy will be provided for the development to reduce carbon dioxide emissions from energy use by owners/occupiers of the buildings by 10% 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: To achieve reductions on carbon dioxide emissions in accordance with the local planning authority's adopted policy.

- 17 Prior to development commencing a water management scheme, to include water efficiency measures and a water metering scheme, shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in

accordance with the approved scheme.

REASON: Water from the site is currently obtained from the single supply source of the Tidworth borehole. The scheme will ensure a long term understanding of the development's water usage on the source, reduce leakage and encourage water efficiency. The scheme is necessary in the interests of sustainability and prudent use of natural resources.

- 18 The development hereby approved shall not be commenced until such time as a scheme for foul drainage provision has been submitted to and approved in writing by the local planning authority. The scheme shall be implemented as approved.

REASON: To ensure appropriate drainage for the site which does not cause pollution of controlled waters.

- 19 Details of the means of disposal of foul sewage shall be submitted to and approved by the local planning authority in writing before development commences on the site.

REASON: To ensure satisfactory foul water drainage.

- 20 Development shall not commence until a surface water management scheme for the site based on the sustainable drainage principles and assessment of the hydrological and hydrogeological context of the development site set out in the Flood Risk Assessment has been submitted to and approved in writing by the local planning authority. The scheme shall then be implemented in accordance with the approved details before the development is commenced.

There shall be no infiltration of surface water into the ground unless it has been demonstrated through appropriate risk assessments that there is no resultant unacceptable risk to controlled waters.

The scheme shall also include details of how the scheme shall be maintained and managed after completion and over the lifetime of the development.

REASON: To ensure that the proposed development does not cause pollution of controlled waters, to prevent the increased risk of flooding, to improve habitat and amenity, and ensure future maintenance of the surface water drainage system.

- 21 Finished floor levels shall be set a minimum of 600mm above the 1 in 100 year flood level plus an allowance for climate change, as set out in table B2 of PPS25.

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

- 22 The soffit level of any bridge shall be set a minimum of 600 mm above the 1 in 100 year flood level plus an allowance for climate change and shall have a horizontal clearance from the banks at least equal to that detailed in section 4 of the submitted flood risk assessment.

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

- 23 No spoil materials shall be deposited or stored on that part of the site lying within the area of land liable to flood.

REASON: To prevent the increased risk of flooding due to impedance of flood flows

and reduction of flood storage capacity

- 24 If during construction contamination not previously identified is found to be present at the site then no further development shall be carried out until the developer has submitted and obtained written approval from the local planning authority for a method statement detailing how this contamination will be dealt with. The contamination shall then be dealt with in accordance with the approved method statement.

REASON: To ensure that the proposed development does not cause pollution of controlled waters and that the development complies with approved details in the interests of protecting controlled waters.

- 25 No development shall commence until a construction environmental management plan, incorporating pollution prevention measures and phasing details, has been submitted to and approved in writing by the local planning authority. The plan shall be implemented in accordance with the approved details.

REASON: To prevent pollution of the water environment.

- 26 No external construction or demolition works shall be carried out before 0800 on weekdays and on Saturdays nor after 1800 on weekdays and 1300 on Saturdays, nor at any time on Sundays or Bank Holidays.

REASON: In the interests of residential amenity.

- 27 Before the development hereby permitted is first occupied, a Green Travel Plan shall be submitted to and approved in writing by the local planning authority. The Travel Plan shall include details of implementation and monitoring and shall be implemented in accordance with these agreed details. The results of the implementation and monitoring shall be made available to the local planning authority on request, together with any changes to the plan arising from those results.

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

- 28 No building hereby permitted shall be first occupied until the access, turning area and parking spaces serving that building have been completed in accordance with the details shown on the approved plans. The access, turning area and parking spaces shall be retained for those purposes thereafter.

REASON: In the interests of highway safety.

- 29 No street lighting shall be installed on site until plans showing the type of light appliance, the height and position of fitting and illumination levels have been submitted to and approved in writing by the Local Planning Authority. The lighting approved shall be installed and shall be maintained in accordance with the approved details.

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

- 30 This decision relates to documents/plans submitted with the application, listed below. No variation from the approved documents should be made without the prior approval of this Council. Amendments may require the submission of a further application. Failure to comply with this advice may lead to enforcement action which may require alterations and/or demolition of any unauthorised buildings or structures and may also

lead to prosecution.

Drawing no. 10-1734-MP-000-E (Indicative Masterplan) received by Ipa 21/07/2011;

Drawing no. P.0620_05-D (Landscape Masterplan) dated 20/07/2011;

Drawing no. 10-1734-OPEN-C (Open Space Areas) dated 21/06/11;

Drawing nos. 4400:01A, 4400:02A & 4400:03A (Link Road General Arrangements) dated 03/11;

Drawing no. 4400:275 (Bridge Details) dated 02/11;

Drawing no. 4400:05 (Existing public footpath improvement works) dated 04/11;

Drawing no. 4400:80 (Pennings Road/Ordnance Road junction improvements) dated 02/11.

Appendices: None

Background Documents Used in the Preparation of this Report: None