

Date of Meeting	11 TH June 2015
Application Number	15/03272/OUT
Site Address	Land adjacent 1 Longhedge Cottages, Longhedge, Salisbury. SP4 6BP
Proposal	Erection 4 detached houses with separate double garages retaining existing access and visibility splays
Applicant	Mr Tony Cowles
Town/Parish Council	Laverstock
Ward	Laverstock, Ford & Old Sarum
Grid Ref	414477 134066
Type of application	Outline
Case Officer	Richard Hughes

Reason for the application being considered by Committee

At the 20th March 2014 meeting, Members considered the previous application 13/04728/out. Contrary to officers recommendation, Members decided to refuse the application for reasons explained in the report below. The applicant has now resubmitted a fresh application for consideration, and it is considered that the matter should be decided by Members as the officer recommendation below is not in accordance with Members previous refusal reasons.

The development is also contrary to the aims of the development plan policies CP1 CP2, CP48, & CP51 in that the dwellings would be located in the open countryside and outside any defined development limits. However, officers consider that there are significant material considerations in this particular instance which need to be taken into account in this instance, and the views of Members are therefore sought.

1.Purpose of Report

To consider the recommendation of the Area Development Manager (South) that planning permission be **Granted, subject to a S106 Legal Agreement and subject to conditions.**

2. Report Summary

1. Principles and policies/previous refusals
2. Design and impact on wider area including heritage assets
3. Impact on Neighbour amenity
4. Highways and parking issues
5. Archaeology
6. Ecology and drainage
7. Aircraft safety
8. S106 heads of terms

The Parish Council: Support provided the development is not visible
Neighbourhood responses: None

3. Site Description

The land subject of the application appears to form part of the curtilage of No.1 Longhedge Cottages, although only part of the land is apparently actual garden area. There is an existing vehicular access off the adjacent A345. The other semi detached cottage (No.2 Longhedge cottages) forming part of this existing grouping does not form part of the application site.

The site is located between the A345 road and the field system to the south east and north east, which is allocated with the adopted South Wiltshire Core Strategy for 450 dwellings and other associated development. The Council has approved the development of up to 673 dwellings on this adjacent land, with associated community infrastructure. This significant development would also result in a new highway layout to the immediate north of the application site subject of this report, with the provision of a roundabout, new bus stops, and associated footways. At the time of writing, this development has yet to commence.

A gas pipeline runs through this adjacent Longhedge site, and close to the application site.

To the east of this allocation, the Old Sarum development is continuing to grow, and has permission for some 811 dwellings which are currently being built out. This will also have associated community infrastructure, including the existing school.

To the west, there is “Longhedge House”, a Grade 2 listed building located opposite the site on the western side of the A345, and the adjacent “Longhedge Farm”.

The wider environment remains currently characterised by open countryside, and the site forms part of the setting of the adjacent Old Sarum Scheduled Ancient Monument (SAM). The surrounding area has been the subject of a number of archaeological finds, and the adjacent agricultural land is also of some importance in ecological terms, including being within the catchment of the River Avon SSSI.

The site is located some distance from the adjacent Conservation Areas which cover the adjacent historic airfield and its buildings, as well as the Old Sarum SAM. The former toll house located at the roundabout with the Portway is also a listed property, although this is some distance from the site.

The site lies to the north of the established development including a Park and Ride facility, and the land to the south adjacent the airfield has also been allocated for development (See Core Policy 23 of the Wiltshire Core Strategy).

4. Relevant Planning History

Previous outline planning application ref 13/04728/out was refused by Members for the following reason:

“01 The proposed dwellings would be located on a site which is currently located in the open countryside, and is not specifically allocated for housing development in the

South Wiltshire Core Strategy or the draft Wiltshire Core Strategy. The adjacent A345 road onto to which the dwellings would have a vehicular access is a very busy arterial road between Salisbury and Amesbury, where traffic speeds are very high.

A large area of land immediately adjacent the site has been allocated for a significant mixed development within the development plan, and planning permission has been granted. A new highway arrangement has been proposed as part of the adjacent development, which will help improve highway safety and reduce traffic speeds.

However, this adjacent permission is in outline form and development has yet to commence. Consequently, at the current time, the surrounding land remains of a rural character, and it may be some time before the land is actually developed, including the provision of a roundabout. As a result, there is no certainty that the final development will resemble the layout currently envisaged or that the future developments would not conflict.

Consequently, due to the lack of certainty that the development of the area would occur as currently envisaged, it is considered that the scheme would be likely to result in housing development within the open countryside also result in additional traffic generation onto a busy arterial road to the detriment of highway safety, contrary to policies CP6, C2, C7, H23 & G2 of the adopted South Wiltshire Core Strategy.”

Furthermore, previous to the above refusal, there have been two applications on this land, both related to the change of use of the land to residential curtilage (applications S/2006/1974 and S/2008/1410) in 2006 & 2008. The reason for refusal was as follows:

“The proposed change of use from agricultural land to residential curtilage represents an undesirable encroachment into the countryside for which there is no overriding justification. As such, the proposal would be contrary to the desirability to protect the countryside for its own sake and its intrinsic character and beauty, being therefore contrary to saved policies C2 of the adopted Salisbury District Local Plan and PSS7 ‘Sustainable Development in Rural Areas’.”

The wider area has been the subject of significant changes over recent years, including the development of the Old Sarum community.

In particular, the site adjacent to this application site, known as Longhedge, has been allocated in the South Wiltshire Core Strategy for a development of up to 450 dwellings, including new access arrangements, community facilities, and commercial uses. More recently, in relation to this field system, planning application 13/00673/OUT was approved in 2014 subject to a S106 on the adjacent field system. The application relates to a development of up to 673 dwellings, including community infrastructure, and a new access roundabout of the A345, together with commercial uses.

5. Proposal

This proposal is in outline form, with only access and layout being in detailed form. The submitted plan shows the redevelopment of the land to the immediate south of the existing cottages for four detached dwellings, arranged in a linear fashion, with associated parking and garages. The existing vehicular access to the existing cottage is reutilised, and the proposed dwellings then accessed via a linear driveway, running between the dwellings and the boundary of the site.

The submitted scheme also includes the provision of footway between the main A345 and the proposed dwellings. The plan also indicates the creation of a 2 metre noise barrier between the dwellings and the retained boundary hedging to attenuate noise from the adjacent road system.

(It should however be noted that these noise attenuation details are in outline form, and the Council's EHO has requested some conditions to be imposed regards this feature, which may ultimately alter the design of this part of the proposal).

6. Relevant Planning Policy

NPPF, NPPG

Wiltshire Core strategy policies:

CP1, CP2, CP3, CP20, CP23, CP24, CP41, CP43, CP45, CP48, CP50, CP51, CP52, CP57, CP58, CP60, CP61, CP62, CP67, CP68, and also the development template for the Longhedge site at appendix A.

Adopted Supplementary Planning Guidance "Creating Places"

7. Consultation response

Laverstock and Ford Parish Council – Support provided the development screened from public view

WC Spatial Planning – Since the previous application was considered, the WCS has been formally adopted. The proposal is now considered to be contrary to adopted policy CP2 of the WCS, in that the development would be located outside the development boundary of the adjacent Longhedge site, in the open countryside, and therefore, cannot be supported from a policy perspective.

WC Housing – Financial contribution not required towards offsite affordable housing provision

WC Archaeology - This site does have the potential to contain heritage assets of archaeological interest and that watching brief is necessary. Recommend that an archaeological field evaluation is subject of a planning condition.

WC Open space - R2 Contribution will not be sought

WC Ecology – No objections due to small scale of site, and provided existing vegetation is protected, together with conditions related to limiting the impact of construction works of protected species and the environment.

WC Environmental Health – reiterated previous comments that any planning permission should be made subject to conditions in relation to the following. It will require a fully 24 hour noise survey of the site concerned and a demonstration that both internal and external (amenity area) noise levels will be achieved appropriate WHO / BS8233 standards. Any information submitted to discharge this condition should also specifically consider night time maximum (LAmax) noise levels caused by road traffic noise and demonstrate that maximum noise levels will not significantly exceed 45dBA. If it is necessary to keep windows closed in order to achieve appropriate internal noise levels then additional mechanical means of ventilation / climate control will be required and incorporated into the scheme. As this is an outline application we would also recommend the applicant considers the internal layout and design of the properties to mitigate against road traffic noise. On the basis of the work carried out for the ES of the Longhedge development, which includes the area between Equinox and the Longhedge Cottages site, we consider the Equinox is very unlikely likely to have any significant impact on the Longhedge Cottage site.

Wessex Water – New connection to the main sewer will be required to serve development

English Heritage - No response

Esso – No comments

Environment Agency - No response

Scottish and Southern Water - None received

Scottish and Southern Electricity – None received

Highways Agency – No response received

MoD – no response received

8.Third Parties/Publicity

No responses have been received

9.Planning Considerations

9.1 Principle and policy

As the application site has recently been the subject of a similar application and a refusal in 2014, the LPA needs to reconsider its previous decision in the light of any current planning guidance and policies, as well as any subsequent changes to the surrounding physical environment or the local or national policy regime.

The land subject of the current application does not form part of the adjacent Longhedge allocation, and consequently, the site is not allocated for future development as part of the WCS, and is therefore for the purposes of planning, located within the open countryside, where the development of land for dwellings not associated with agriculture, forestry, or similar rural enterprises, is strictly controlled by planning policy. As a consequence, this application scheme is contrary to the aims of policy CP1, CP2, CP45, CP48 & CP51 of the Wiltshire Core Strategy in that the site falls outside the Longhedge application.

The NPPF clearly indicates (at para 12) that development which conflicts with development plan policies should be refused unless material considerations indicate otherwise.

Therefore, on the face of it, as advised by officers in the 2014 report, the scheme could be refused based on these development plan policies and the general national presumption in favour of conserving and enhancing the natural environment.

However, in officers opinion, this is a rather unusual and unique case, and there may be material considerations which outweigh the up to date local plan policies. These are outline below:

i) Previous refusal reason

Members previous refusal reason seems clear that the scheme was not simply unacceptable because it was in the open countryside but states that the development is not acceptable largely as it would precede the creation of the road system and development planned and approved at the Longhedge site, and indicates that:

“.....However, this adjacent permission is in outline form and development has yet to commence. Consequently, at the current time, the surrounding land remains of a rural character, and it may be some time before the land is actually developed, including the provision of a roundabout. As a result, there is no certainty that the final development will resemble the layout currently envisaged or that the future developments would not conflict.

Consequently, due to the lack of certainty that the development of the area would occur as currently envisaged, it is considered that the scheme would be likely to result in housing development within the open countryside also result in additional traffic generation onto a busy arterial road to the detriment of highway safety, contrary to policies CP6, C2, C7, H23 & G2 of the adopted South Wiltshire Core Strategy.”

Consequently, a refusal now based solely on an in principle objection to housing in the countryside may be difficult to justify, unless it is considered that changes have taken place since the previous refusal which could justify such an in principle refusal.

ii) Longhedge allocation and development

The allocations of the adjacent land within the previous SWCS and recently adopted WCS for a large scale mixed use development, and the recent resolution to approve a larger development partly on unallocated land, indicates that the Council is content for the character of this area to alter significantly from its current rural character, subject to the provision of a mixed use and sustainable development. Indeed, the development template for the Longhedge site as outlined in Appendix A of the adopted WCS clearly indicates that the objectives for the Longhedge development are to develop a mixed use development; “..in a sustainable location”. It goes on to indicate that in the Council’s view, the “..introduction of additional dwellings to the Old Sarum area will add a critical mass to secure the delivery and viability of planned and new local facilities to create a more self contained community, based around a neighbourhood centre”.

It is therefore clear, as advised by officers in the 2014 report, that the Council believe the adjacent Longhedge site to be sustainably located, and the resolution to grant a recent application which (when developed) will contain a new primary school, and neighbourhood centre, together with a significant area of public open space, will result in a sustainable located development, which has access to services and facilities. It should also be noted that the recent Longhedge application contained 223 dwellings which are not located within the allocated site as shown in the WCS, and in that instance, Members considered that the resultant scheme would represent a more sustainable development, with enhanced facilities.

Notwithstanding the above, at the time of compiling this report, the adjacent Longhedge development and associated road system alterations has yet to begin. However, a formal planning application regards the details of the proposal is expected to be submitted in the next few months, and details of the road system alterations are being discussed with the Council Highways department as part of the separate road adoption procedure. This indicates that the scheme is moving forward and that it is more likely than not that the larger development site and roadworks will materialise at some point in the near future. Members will therefore need to consider whether this is enough to overcome their previous reasons for refusal at this point.

iii) SHLAA & potential site options

Furthermore, and as advised by officers in the 2014 report, the site (or at least the southern section of it) has previously been identified in the Council’s Strategic Housing Land Availability Assessment (SHLAA), as having the potential for development, particularly due to the allocation of the adjacent Longhedge site. The site is also currently highlighted in the recent consultation for potential development sites.

iv) Surrounding major development

The Old Sarum development immediately adjacent to this site is permitted for some 811 dwellings and the scheme will ultimately contain local facilities which would be readily accessible by local people.

It may therefore be difficult to argue that once the Longhedge development is provided, the site subject of this application would also not be similarly sustainably

located, given that the NPPF clearly indicates that there should be a presumption in favour of “sustainable development”.

v)Policy changes since 2014 refusal

The National Planning Policy Framework (NPPF) remains in force, and is now supported by the NPPG, which offers general guidance on development control matters, such as design and amenity impacts. This later document does not in officers opinion have any particular impact regards the principles of the scheme, and its contents mirror the newly adopted WCS policies.

Since the 2014 refusal, the WCS has been adopted. The refusal specified several now-replaced planning policies, namely CP6, C2, C7, H23 & G2 of the adopted South Wiltshire Core Strategy. CP6 has been replaced by CP45, C2 by CP48, C7 by CP51, and G2 by CP57.

The planning policies within this document mirror the general aims of the previously saved Local Plan policies, and those within the previous SWCS. However, new Core Policy 2 of the WCS needs further analysis. This states that:

“Within the limits of development, as defined on the policies map, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages.....

Other than in circumstances as permitted by other policies within this Plan, identified in paragraph 4.25, development will not be permitted outside the limits of development, as defined on the policies map. The limits of development may only be altered through the identification of sites for development through subsequent Site Allocations Development Plan Documents and neighbourhood plans.

At the Small Villages development will be limited to infill within the existing built area. Proposals for development at the Small Villages will be supported where they seek to meet housing needs of settlements or provide employment, services and facilities provided that the development.....”

Paragraph 4.25 as referred to in the above policy listed the following exceptions:

- Additional employment land (Core Policy 34)
- Military establishments (Core Policy 37)
- Development related to tourism (Core Policies 39 and 40)
- Rural exception sites (Core Policy 44)
- Specialist accommodation provision (Core Policies 46 and 47)
- Supporting rural life
(CorePolicy48)

The application site subject of this report is not included within the adjacent Longhedge/Old Sarum development limits as shown on the defined policies map associated with the WCS, and the housing subject of this application does not fall within the list of exception developments listed above.

As a result, it would appear that the proposal would be contrary to the aims of Core Policy 2. However, in this regard, Members should also note that notwithstanding the wording above and the exceptions list, Core Policy 2 goes on to list a number of strategic sites where development would be acceptable. As part of this list, the adjacent Longhedge allocation referred to relates to a smaller area of land than has more recently been granted planning permission, and as being suitable for only 450 dwellings, whereas a total of 673 dwellings have been approved. Consequently, a refusal of the current application scheme on the basis that it does not comply with Core Policy 2 may be difficult to justify, given that the adjacent planning permission at the Longhedge site does not accord with it also.

Notwithstanding the above, and whilst the Longhedge and adjacent Old Sarum developments have not been allocated as a Small Village, Members will note that the concept of “infill” development has been introduced as part of policy CP2. This currently allows infill development within defined small villages which are in the open countryside. Infill development is currently defined by Core Policy 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...”.

Summary

Whilst on the face of it, the development does not accord with the aims of Core Policy 2, a refusal of this current application based solely on the premise that the four additional dwellings would be located in the open countryside remote from services and facilities may be difficult to substantiate, particularly if provided after or concurrently with the planned Longhedge development, as suggested by the Council’s previous reasons for refusal in 2014.

However, notwithstanding the principle of developing housing outside allocated sites, the additional harm to the character of the countryside and the setting of the Old Sarum Conservation Area and associated landscape is an issue, as is the likely impact of the development on the highway system, and these matters are considered in the following paragraphs.

9.2 Design and landscape impact on wider area including heritage assets

At the time of the previous refusal, the application site was located within Landscape setting of Salisbury and Wilton subject of previous Local Plan saved policy C7. This policy has now been replaced by WCS policy CP 51. This now indicates that:

“Development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures. Proposals should be informed by and sympathetic to the distinctive character areas identified in the relevant Landscape Character Assessment(s) and any other relevant assessments and studies. In particular, proposals will need to demonstrate that the following aspects of landscape character have been conserved and where possible enhanced through sensitive design, landscape mitigation and enhancement measures:

- i. The locally distinctive pattern and species composition of natural features such as trees, hedgerows, woodland, field boundaries, watercourses and waterbodies*
- ii. The locally distinctive character of settlements and their landscape settings*
- iii. The separate identity of settlements and the transition between man-made and natural landscapes at the urban fringe*
- iv. Visually sensitive skylines, soils, geological and topographical features*
- v. Landscape features of cultural, historic and heritage value*
- vi. Important views and visual amenity*
- vii. Tranquillity and the need to protect against intrusion from light pollution, noise, and motion*
- viii. Landscape functions including places to live, work, relax and recreate, and*
- ix. Special qualities of Areas of Outstanding Natural Beauty (AONBs) and the New Forest National Park, where great weight will be afforded to conserving and enhancing landscapes and scenic beauty.*

.....Proposals for development outside of an AONB that is sufficiently prominent (in terms of its siting or scale) to have an impact on the area's special qualities (as set out in the relevant management plan), must also demonstrate that it would not adversely affect its setting”

The area also contains numerous historical features of interest, including the Old Sarum Ancient Monument and Conservation Area, and the Old Sarum aerodrome and conservation area. There are other listed buildings in the immediate and wider vicinity, including the adjacent Longhedge House. Newly adopted WCS policies CP57 & 58 are therefore now relevant. These indicate that:

“CP57 A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complimentary to the locality. Applications for new development must be accompanied by appropriate information to demonstrate how the proposal will make a positive contribution to the character of Wiltshire through:

- i. Enhancing local distinctiveness by responding to the value of the natural and historic environment, relating positively to its landscape setting and the exiting pattern of development and responding to local topography by ensuring that important views into, within and out of the site are to be retained and enhanced*
- ii. The retention and enhancement of existing important landscaping and natural features, (for example trees, hedges, banks and watercourses),*

in order to take opportunities to enhance biodiversity, create wildlife and recreational corridors, effectively integrate the development into its setting and to justify and mitigate against any losses that may occur through the development

- iii. Responding positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials streetscape and rooflines to effectively integrate the building into its setting*
- iv. Being sympathetic to and conserving historic buildings and historic landscapes*
- v. The maximisation of opportunities for sustainable construction techniques, use of renewable energy sources and ensuring buildings and spaces are orientated to gain maximum benefit from sunlight and passive solar energy, in accordance with Core Policy 41*
- vi. Making efficient use of land whilst taking account of the characteristics of the site and the local context to deliver an appropriate development which relates effectively to the immediate setting and to the wider character of the area*
- vii. Having regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants, and ensuring that appropriate levels of amenity are achievable within the development itself, including the consideration of privacy, overshadowing; vibration; and pollution (such as light intrusion, noise, smoke, fumes, effluent, waste or litter)*
- viii. Incorporating measures to reduce any actual or perceived opportunities for crime or antisocial behaviour on the site and in the surrounding area through the creation of visually attractive frontages that have windows and doors located to assist in the informal surveillance of public and shared areas by occupants of the site*
- ix. Ensuring that the public realm, including new roads and other rights of way, are designed to create places of character which are legible, safe and accessible; in accordance with Core Policy 66 – Strategic Transport Network*
- x. The sensitive design of advertisements and signage, which are appropriate and sympathetic to their local setting by means of scale, design, lighting and materials*
- xi. Taking account of the needs of potential occupants, through planning for diversity and adaptability, and considering how buildings and space will be used in the immediate and long term future*
- xii. The use of high standards of building materials, finishes and*

landscaping, including the provision of street furniture and the integration of art and design in the public realm

- xiii. In the case of major developments, ensuring they are accompanied by a detailed design statement and master plan, which is based on an analysis of the local context and assessment of constraints and opportunities of the site and is informed by a development concept, including clearly stated design principles, which will underpin the character of the new place.*
- xiv. Meet the requirements of Core Policy 61 – Transport and New Development”*

“CP58 Development should protect, conserve and where possible enhance the historic environment.

Designated heritage assets and their settings will be conserved, and where appropriate enhanced in a manner appropriate to their significance, including:

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

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

Heritage assets at risk will be monitored and development proposals that improve their condition will be encouraged. The advice of statutory and local consultees will be sought in consideration of such applications.”

9.2.1 Impact on character of countryside

This is an outline application with detailed matters related to detailed design are “reserved” and not for consideration. However, access and layout are for detailed consideration, and the submitted plan shows how the future layout of the scheme would be laid out. These details remain as per the previous refused application in 2014, thus the following officer comments also remain as per the previous report.

Given the linear and narrow nature of the site, the proposed dwellings are rather uniformly laid out in a row, accessed via a driveway off the main A345 access arrangement. Whilst this arrangement is functional, if the scheme is developed in isolation, without the adjacent Longhedge development, it is likely that this arrangement will result in a very stark and rather urban appearance, rather at odds

with the more rural character of the immediate area. However, if the Longhedge development occurs, the character of this site will change significantly and permanently, with more urbanised development located directly adjacent its rear boundary. Consequently, and subject to the Longhedge development being developed, the visual impact on the proposed development for 4 dwellings is unlikely to have any further visual impacts.

The Council's Environmental Health officer remains concerned that the presence of the adjacent A345 road will have an adverse impact on the future occupiers of the dwellings in terms of noise and disturbance. He has therefore requested that some form of noise barrier be erected between the dwellings and the main road to the immediate west. The submitted plan suggests that such a barrier is possible, consisting of hedging with a 2 metre fence behind. Whilst the details of this scheme remain to be determined as part of a noise assessment report, such a barrier may reduce the visual impact of the planned development. However, there is very little that can be done to reduce the visibility of the development given its proximity to the main road, although it is planned to retain the existing hedging adjacent to the road.

It is also proposed to extend the pedestrian/cycleway which is planned as part of the adjacent Longhedge development, and this would be located at the front of the application site, between the A345 and the site. Whilst any such highway works will alter the character of the site significantly and have an urbanising effect, if such works were carried in conjunction with the adjacent Longhedge development, it is likely that the scheme would cause no more significant visual impact than the planned Longhedge development and associated highway works.

9.2.2 Impact on Old Sarum Ancient Monument/Conservation Area

The site is located some distance to the north of the SAM, which is surrounded by a Conservation Area. However, whilst the proposed development (in isolation) would be visible from the SAM, the proposal would be seen at some considerable distance, and would be seen in the context of existing development. Once the planned Longhedge development is built out, the development would not be prominently visible from the SAM, or have any significant impact on the setting or character of the heritage asset.

9.2.3 Impact on Old Sarum Aerodrome Conservation Area

The site is also located to the west of Old Sarum Aerodrome Conservation Area, and is located on higher ground. The existing property and land is currently visible from the lower land to the east (Old Sarum area), and if the Longhedge development remains undeveloped, the proposed development will be very prominent in the landscape as viewed from the east.

However, the larger Old Sarum development and the Longhedge development (once built) would largely block any views or visual relationship with the application site. Furthermore, the Aerodrome conservation area is slightly unusual in that it was designated due to the historic nature of the airfield and its buildings, and not as would normally be the case, because of the attractive historic character of the area in a visual sense. As a result, and given that the proposal would be located adjacent to

a modern housing development, and somewhat divorced from the conservation area, it is considered that the proposal would not have an adverse impact on the character of the conservation area, or adversely affect the historic reasons for its designation.

9.2.4 Impact on Longhedge House

This property and its setting will be significantly affected by the construction works associated with the planned Longhedge development, particularly due to the proposed roundabout works, which will completely alter the more rural character of the A345 at this point. The proposed four dwellings suggested by this current application are therefore unlikely to have any greater impact on this heritage asset once the Longhedge development is constructed.

9.2.5 The Beehive Toll House

This grade 2 listed building is located some distance to the south of the application sites. Its immediate setting and context was altered significantly a number of years ago with the construction of the park and ride complex and the associated roundabout and access junctions. Given this, and the distance from the application site, from which it will be largely screened by mature landscaping and other features, it is considered that the character and setting of the building is unlikely to be affected.

Summary

Consequently, although replacement WCS policies for landscape impact and heritage assets have been introduced, the general thrust of those policies reflects that of previous policies, and national planning policy guidance. No significant changes have occurred to the surrounding landscape since 2014, save for the further development within the Old Sarum development area. It therefore remains officers advice on this matter that the proposal subject of this application remains acceptable in terms of its impacts on the landscape and associated heritage assets, as outlined above.

9.3 Impact on residential amenity

The previous application scheme on this site was not refused on amenity impact grounds. As a result, it would now be difficult to justify a refusal on those grounds, unless aspects of the scheme or its relationship with the surrounding area have altered since 2014, or if newly adopted WCS policies or national guidance had altered in terms of amenity issues.

In terms of planning policies and advice, it is officers opinion that newly adopted Core Policy 57, and the guidance in the NPPG would not preclude the proposed development from going ahead, and generally reflect the aims and criteria of the Council's previous policy G2. Furthermore, the site and the immediate surrounding landscape remains as it was in 2014, and therefore the following officer advice below remains as per the previous 2014 report.

The application site would be located directly adjacent to No. 1& 2 Longhedge Cottages, opposite Longhedge House, and located to the west of the emerging Old

Sarum housing development and Longhedge development. However, the site is divided from Longhedge House by the A345 and tree screening. Furthermore, given the (currently proposed outline) layout of the adjacent Longhedge development, it appears from the current layout that only commercial units would be located directly adjacent to the boundary of the property subject of this application. (With regards these commercial units, restrictive conditions will be imposed upon the operation of these units, once the separate Longhedge development is determined, and therefore it is unlikely that their operation would have a significant impact on the amenities of the dwellings suggested by this application).

Given the relatively modest scale of the development, in officers opinion, the scheme is therefore unlikely to have wider amenity impacts, other than in relation to the amenities experienced by any occupiers of the adjacent Longhedge cottages, which are adjacent the application site. Should this development occur without the larger Longhedge development occurring, it is likely that construction works would have a noticeable effect on the amenities currently experienced by occupiers of the adjacent cottage, given the rural nature of the area, particularly from construction vehicles utilising the access. However, should both developments occur in conjunction, together with the proposed roundabout works, it is likely that the impact caused by the development of 4 additional dwellings on this site would not have any significant impacts over and above those likely to result from the development of the adjacent Longhedge development.

Following construction, the addition of 4 dwellings on this site are likely to reduce the privacy and isolation currently experienced by existing occupiers of both Longhedge cottages, mainly due to the increased traffic movements and general noise and disturbance. Whilst such a change will be very noticeable compared to the existing situation, it is considered that in terms of overlooking/loss of privacy and overshadowing, the impacts of the new houses would not in officers opinion be so significant as to warrant refusal.

Once the Longhedge development occurs next door, the impacts of the planned four dwellings is likely to be less noticeable given the context.

It is therefore considered that whilst the scheme would significantly alter the current amenities of the Longhedge cottages in terms of noise and disturbance, a refusal of the scheme based on the impact of the development on the amenities of occupiers may be somewhat difficult to defend, given the linear nature of the development which reduces its impact, and due to the imminent redevelopment of the adjacent Longhedge site.

9.31 Vibration/noise issues

There is currently an environmental health issue related to an ongoing industrial operation and the creation of vibration emanating from one of the adjacent industrial units on the Old Sarum business Park, located some distance to the south east of these sites. A number of existing properties on the existing Old Sarum site have apparently experienced this vibration. The Council's environmental health officer has indicated that he would normally object to the construction of additional dwellings in this area due to the nuisance caused by this vibration issue, until a full study and

remedial work is undertaken. No such study has been undertaken regards the site subject of this application.

However, in this particular instance, the applicants of the adjacent Longhedge site have already undertaken a study, the conclusions of which have already been assessed by the EHO as part of that separate application process. The study concludes that there is unlikely to be a significant issue in relation to noise/vibration issue at that site. Because of this, it seems unlikely that there would be issues caused by vibration on the site subject of this application, given its locational aspects and its small scale. On this basis, the EHO does not wish to raise objections on this point.

As the scheme remains as refused in 2014, and that no reference was made in the refusal to vibration or noise issues, a refusal of this current application would be difficult to justify in officers opinion.

9.4 Highways and parking issues

The scheme remains as proposed as part of the previous 2014 refusal. It envisages the retention and enhancement of the existing access off the A345, which would then serve four proposed dwellings plus the existing dwelling. The applicants have also included a shared footway and cycleway along the front of the site which would link with an existing pathway route leading into the Longhedge development.

The existing A345 road is currently unlit along this section, and traffic speeds are high. It is relatively straight around the application site, and traffic levels are high, being the main route between Salisbury and Amesbury (and beyond). The existing access has limited visibility to the north, although to the south, there is adequate visibility, due to the creation in the past of a wider visibility splay and the removal of mature trees.

However, the proposal would result in a significant increase in vehicular movements compared to the existing limited usage, as a result of the four additional dwellings. Due to the speed of the road, it is officers opinion that even with increased visibility splays to the north, vehicular movements in and out of the access are likely to be somewhat hazardous.

However, the adjacent Longhedge development will result in a number of adjustments and improvements to the A345 road, including:

- The construction of the site access roundabout as indicated in outline on plan number SK004/A, including street lighting of the roundabout.
- Construction of a 2 metre wide footway over the A345 frontage of the site.
- Construction of 2 bus laybys on the A345 including shelters and real time bus time information electronic display boards.
- Implementation of a 50 mph speed limit on the A345 between the site access and the Beehive roundabout.

As a result, once the highway improvements are implemented, traffic speeds along the A345 are likely to be significantly reduced around the immediate surroundings of

this application site, thus reducing the need for extensive visibility splays to be created, and making traffic movements into and out of the site less hazardous as a result. Furthermore, the site itself would cease to be isolated in traffic terms, and would benefit from the sustainable transport initiatives created by the improved works associated with the larger development.

Furthermore, the application scheme subject of this application would help extend southwards the planned cycle/pedestrian routeway adjacent the A345, thus making a linkage to the Park and Ride site to the south possible in future (subject also to adjacent third party land owners and any future similar development).

As a result, it is considered that providing the development of the four additional dwellings occurs commensurate with the highways improvements planned for the adjacent Longhedge development, then it would be difficult to defend a refusal of the scheme on sustainability or highway safety grounds.

Summary

As previously stated elsewhere in this report, the 2014 refusal of the scheme appears to indicate that Members wished the proposed highway works to the A345 to take place before this smaller development could be acceptable. At the time of writing, no such works have commenced, although the larger Longhedge scheme appears to be moving forward towards a reserved matters planning application and discussions with the Council's Highways officer. Officers advice remains as outlined above, but Members will need to consider whether the suggested progression of the adjacent Longhedge development is sufficient to overcome the previous refusal reason.

9.5 Aircraft safety

The Longhedge Cottages schemes are located a significant distance away from the Old Sarum airfield landing strip, and separated from it by the larger Longhedge development, the Old Sarum site, and a number of larger commercial buildings including hangars. It would therefore seem unlikely in this instance that the proposed local centre buildings would have an adverse affect of aircraft safety.

As the scheme remains as refused in 2014, and that no reference was made in the refusal to aircraft safety issues, a refusal of this current application would be difficult to justify in officers opinion.

9.6 Ecology/drainage

The site is located within 2km of the River Avon SSSI. Hence the area is generally sensitive in terms of development which may affect the water systems and drainage.

However, the Environmental Statement (ES) which covers the adjacent Longhedge site concludes that there is unlikely to be significant impacts from this larger development, subject to conditions. The EA were consulted on this much smaller scale 4 dwelling scheme, but have not chosen to raise any objections in terms of its likely impacts over and above those of the adjacent development. The Council's

drainage officer has not offered any objections. The Council's ecology officer has offered no objections, subject to standard conditions to protect any natural habitat.

Subject to standard conditions related to these matters, it is therefore considered that the scheme is unlikely to cause any significant harm.

As the scheme remains as refused in 2014, and that no reference was made in the refusal to ecology or drainage issues, a refusal of this current application would be difficult to justify in officers opinion.

9.7 Archaeology

The Council archaeology department has indicated that the area may have significant archaeological potential, and has recommended that archaeological evaluation works take place before construction. A condition is therefore required to ensure an archaeological evaluation takes place before development commences.

As the scheme remains as refused in 2014, and that no reference was made in the refusal to archaeology issues, a refusal of this current application would be difficult to justify in officers opinion.

9.8 S106 Heads of Terms

Affordable Housing

The Council's housing officer has confirmed that there is a demand in this area for affordable housing. However, since the previous officer report was compiled, Central Government has indicated that small scale schemes should not be subject to tariff style financial contributions. The Council's newly adopted WCS policy CP43 no longer requests a contribution for a 4 dwelling scheme.

Open space

Since the previous officer report was compiled, Central Government has indicated that small scale schemes should not be subject to tariff style financial contributions. The Council has taken the stance that housing schemes below 10 dwellings are no longer subject to a financial contribution. As the CIL charging regime has now come into force, the open space tariff payment would be secured via this process, not through S106.

Highway improvements

The scheme envisages the retention and enhancement of the existing access off the A345, which would then serve four proposed dwellings plus the existing dwelling. The applicants have also included a shared footway and cycleway along the front of the site which would link with an existing pathway route leading into the Longhedge development. Whilst it is understood that some of this route may be under the ownership of the applicant, it is unclear at present whether the remainder of the route is owned by the applicant or is highway land. Consequently, whilst part of the route

can be achieved via planning condition, part of the route may have to be achieved via a S106 agreement.

10. Conclusion

The development of four new dwellings in the open countryside without justification would normally be contrary to planning policy, particularly policy CP2 and somewhat at odds with the established national presumption against isolated and unsustainable housing development in the open countryside.

However, this is considered by officers to be an exceptional case, given that a substantial area of land immediately adjacent to this site is allocated in the adopted Wiltshire Core Strategy for 450 dwellings, plus associated facilities and provisions, and that the Council has approved an application for up to 673 dwellings. This larger development has been designed to be inherently sustainable, with associated community facilities and transport linkages. Thus, whilst the site is currently isolated from services and facilities, once the planned Longhedge development has occurred, and once the smaller development is linked to it via the improved highway works, it would in officers opinion, be difficult to defend a reason for refusal based on the unsustainability or remoteness of the site, particularly given the nature of the Councils previous reasons for refusal.

Furthermore, the development of the allocated Longhedge site would have a considerable impact on the character of the area, particularly the character and setting of the application site for 4 dwellings. Thus, in officers opinion, it would be difficult to defend a reason for refusal based on the likely visual harm caused by 4 additional dwellings over and above the harm caused by 450 or 673 dwellings. It is considered that the landscape impact of the scheme particularly in terms of the setting of the heritage assets, when weighed against the already developing character of the area; the likely visual impact of the allocated site being built out, would not be so sufficiently harmful as to warrant refusal of the scheme on that basis alone.

Whilst the addition of 4 dwellings adjacent to the existing Longhedge cottages would alter the level of amenity enjoyed by existing residents, conditions can be imposed which mitigate many of the impacts.

Similarly, whilst the existing vehicular access arrangements serving the site are far from ideal, and 4 additional dwellings would affect traffic safety along this fast stretch of road, once the highway improvements associated with the adjacent Longhedge developments are in place, highway and traffic safety within this locality is likely to improve, with improved lighting and lower traffic speeds. As a result, a refusal based on the likely impact of the 4 additional dwellings on the highway network would, in officers opinion, be difficult to defend, following implementation of the planned highway improvements. The scheme also offers the (albeit modest) extension of the footpath network which ultimately could result in a link with the park and ride to the south.

As previously advised by officers, it is therefore considered that provided the scheme would be developed in conjunction with the adjacent Longhedge development, the proposal would be acceptable.

Should Members consider that the previous reasons for refusal have been overcome, a range of conditions has been suggested which would tie the development of the 4 dwellings into the development of the larger Longhedge development.

RECOMMENDATION: That subject to all parties entering into a S106 legal agreement which secures:

- **A 2 metre wide footway shall have been constructed and made permanently available for use by pedestrians, adjacent the A345 road, and to link to the existing pathway network, as indicatively shown by plan ref 0771/01 Rev M.**

To delegate to the Director of Development Services to APPROVE Planning permission.

Subject to the following conditions:

01 This permission relates to the detailed approval of the access and layout only. Approval of the details of the scale, appearance of the buildings, and the landscaping of the site (herein called the reserved matters) shall be obtained from the Local Planning Authority in writing as per condition 03 below.

REASON: To comply with the provisions of Section 92 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

02 Plans and particulars of the reserved matters referred to in condition 01 above, relating to the scale, appearance of any building to be erected, and the landscaping of the site, shall be submitted in writing to the Local Planning Authority and shall be carried out as approved.

REASON: To comply with the provisions of Section 92 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

03 Applications for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this permission.

REASON: To comply with the provisions of Section 92 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

04 The development hereby permitted shall be begun either before the expiration of three years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

REASON: To comply with the provisions of Section 92 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

05 The development shall be carried out in general accordance with the following plans:

Drawing 0771/01 Rev M – layout and access of scheme showing pathway between site and A345 road. (Note: the noise attenuation barrier illustrated on this plan is considered to be indicative, and therefore not approved in detail, as such a measure will be subject of a further noise assessment and attenuation scheme to be agreed as a later date by the LPA)

REASON: For the avoidance of doubt

06 No development shall commence until the highway works (roundabout and associated works) to the A345 road associated with planning application reference 13/00673/out and the adjacent Longhedge development, (and shown on plan ref 0771/01 Rev M submitted with this application), and the Local Planning Authority has agreed in writing that such works have been carried out and completed to a suitable standard and stage.

REASON: The A345 is currently a very busy arterial road where traffic speeds are very high, and where there is limited visibility from the existing access to the site. This condition is required to ensure that the development has a safe and secure vehicular access with suitable visibility splays.

07 No development shall commence on site until details of the approved access showing junction radii, surface material, access widths and a scheme for the discharge of surface water from the site has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the access has been constructed in accordance with the approved scheme, and until the visibility splays shown on the approved plan (ref: 0771/01 Rev M) have been provided with no obstruction to visibility at or above a height of 900mm above the nearside carriageway level. The visibility splays shall be maintained free of obstruction at all times thereafter.

REASON: In the interests of highway safety

08 No dwelling on the development hereby approved shall be occupied until sufficient space for the parking of two vehicles per dwelling (excluding the proposed garages), together with consolidated and surfaced vehicular access and turning space, has been provided in accordance with the details shown on plan ref 0771/01 Rev M . The parking spaces shall not be used other than for the parking of vehicles or for the purpose of access. Any turning space so approved shall thereafter be retained and kept clear of obstruction at all times.

REASON: To ensure that adequate provision is made for parking and turning within the site in the interests of highway safety.

09 The dwellings hereby approved shall not be occupied until:

- i) The highway improvements to the A345 associated with the adjacent Longhedge development (the roundabout and associated works) have (at the very least) resulted in the provision of a safe and continuous pedestrian pathway leading to and from the Longhedge development site, which allow safe access to operational bus stops, and suitable street lighting has been provided, and the Local Planning Authority has agreed in writing that such a standard and stage has been achieved, and
- ii) A 2 metre wide footway shall have been constructed and made permanently available for use by pedestrians, in accordance with details to be first submitted to and approved by the Local Planning Authority, over the entire frontage of the site, along the western boundary with the A345 road, as indicatively shown by plan ref 0771/01 Rev M.

REASON: The A345 is currently a very busy arterial road where traffic speeds are very high. The current access arrangements have limited visibility and no lighting, and hence a high potential for conflict between vehicles. The site is also currently located in an unsustainable location. This condition is required to ensure that the development has a safe and secure vehicular access with suitable visibility splays, and to improve the sustainability of the site, in order that future occupiers of the dwellings have access to sustainable transport choices and local facilities.

10 No development shall commence on site until a noise survey and associated scheme for noise attenuation for the noise generated by traffic along the A345 has been submitted to and agreed in writing by the Local Planning Authority. Such a scheme shall include a scheme of acoustic insulation for the purposes of preventing the ingress of road traffic noise to the proposed residential dwellings. This scheme shall include details of acoustic glazing and ventilation systems, and (if deemed necessary by the Local Planning Authority) a scheme of acoustic screening between the properties and the A345, for the purposes of protecting the residential properties and their external amenity space from road traffic noise.

Any works which form part of the approved scheme shall be completed prior to the dwellings being occupied and shall be maintained in accordance with the approved details at all times thereafter.

REASON: The A345 is currently a very busy arterial road where traffic speeds are very high, and noise generated by the traffic is considered to be capable of adversely affecting the amenities of future occupiers of the dwellings. This condition is required to ensure that occupiers of adjacent dwellings and the planned dwellings are exposed to a reduced level of noise disturbance from construction traffic, and adjacent traffic from the A345.

11. No construction work shall take place on Sundays or Public Holidays or outside the hours of 07:30 to 18:00 Monday to Friday and 08:00 to 13:00 on Saturdays.

REASON: In order to limit the impact of works on residential amenity

12. Prior to any construction works commencing, a construction management plan shall be submitted to and approved in writing by the Local Planning Authority which details the measures to be taken to protect the residential amenities of the occupiers of the dwelling(s) directly adjacent to the proposed works during construction. The scheme so agreed shall be carried out in strict accordance with the agreed details.

REASON: In order to limit and reduce the impact of the construction works on the occupiers of residential properties located within immediate proximity of the proposed works.

13. No development shall take place within the application site until a written programme of archaeological investigation, has been submitted to, and approved in writing by the Local Planning Authority. The approved programme of archaeological mitigation has been carried out in accordance with the approved details.

REASON: To safeguard the identification and recording of features of archaeological interest.

14. Before development commences, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority which secures protection of habitats and species during the construction period, including pollution prevention measures. The development shall be carried out in accordance with the agreed CEMP.

REASON: In order to prevent pollution of the water environment and to protect habitats and species during the construction period so as to limit the impacts of the development

15. The development shall be built out to Code level 4 of the Sustainable Code for Homes standard.

REASON: In order to improve the sustainability of the scheme in line with Core Policy 41 of the Wiltshire Core Strategy.

16. 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 details, has been submitted to and approved in writing by the Local Planning Authority. The development shall not be first brought into use/occupied until surface water drainage has been constructed in accordance with the approved scheme.

REASON: To ensure that the development can be adequately drained
Lighting

17. No development shall commence (including any works on the highways access

hereby approved) until the existing trees and hedging to be retained have been protected by means of a scheme submitted to and agreed in writing with the Local Planning Authority prior to works commencing. Development shall be carried out in accordance with the agreed scheme.

REASON: To ensure that the amenity value of the most important trees, shrubs and hedges growing within or adjacent to the site is adequately protected during the period of construction.

Informatives

1. The developer should note that as part of condition 10 above, a full noise assessment is required as part of the permission. It will require a fully 24 hour noise survey of the site concerned and a demonstration that both internal and external (amenity area) noise levels will be achieved appropriate WHO / BS8233 standards. Any information submitted to discharge this condition should also specifically consider night time maximum (LAmax) noise levels caused by road traffic noise and demonstrate that maximum noise levels will not significantly exceed 45dBA. If it is necessary to keep windows closed in order to achieve appropriate internal noise levels then additional mechanical means of ventilation / climate control will be required and incorporated into the scheme. As this is an outline application we would also recommend the applicant considers the internal layout and design of the properties to mitigate against road traffic noise.
2. With regard to the archaeology conditions above the work should be conducted by a professionally recognized archaeological contractor in accordance with a written scheme of investigation agreed by this office and there will be a financial implication for the applicant.
3. The applicant should ensure that they have thoroughly investigated ground conditions and levels of vibration on the development site and use appropriate construction methods and materials to ensure that the occupants of the houses concerned are not adversely affected by vibration and or/reradiated noise caused by Equinox prior to any of the properties being sold or occupied.
4. The applicant is advised that the development hereby approved represents chargeable development under the Community Infrastructure Levy Regulations 2010 (as amended) and Wiltshire Council's CIL Charging Schedule. A separate Community Infrastructure Levy Liability Notice will be issued by the Local Planning Authority. Should you require further information with regards to CIL please refer to the Council's Website

www.wiltshire.gov.uk/planninganddevelopment/planningpolicy/communityinfrastructu/levy