

Date of Meeting	20 September 2018
Application Number	18/02580/OUT
Site Address	Land Adjacent 1 Witt Road Winterslow Wiltshire SP5 1PL
Proposal	Erection of 4 houses, garages, parking and access following the demolition of the 3 existing buildings (Outline application relating to access and layout)
Applicant	Kents Oak Ltd
Town/Parish Council	WINTERSLOW
Electoral Division	WINTERSLOW – Cllr C. Devine
Grid Ref	424717 132608
Type of application	Full Planning
Case Officer	Warren Simmonds

Reason for the application being considered by Committee

The application has been called-in by Cllr Devine.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the application be refused for the reason(s) set out below.

2. Report Summary

The issues in this case are:

- The principle of residential development in this location;
- Scale, design, materials and impact on character of the area;
- Amenity;
- Ecology;
- Highway safety;

The publicity has generated 27 representations in objection to the application from third parties, and 1 representation in support. Reasons for objecting to the proposal included:

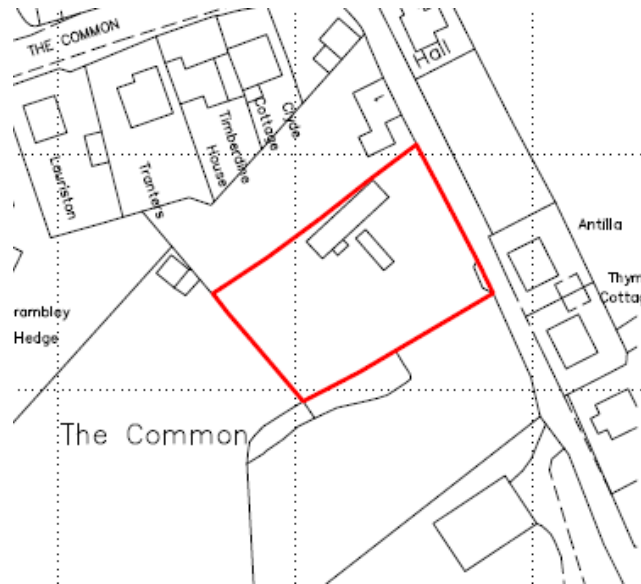
Overdevelopment, traffic/Highways concerns, drainage/sewerage capacity concerns, insufficient parking, development outside of the settlement boundary, area not identified within draft Winterslow Neighbourhood Plan, loss of habitat for wildlife, adverse precedent for further development.

Winterslow parish council objects to the proposed development on grounds of overdevelopment not in keeping with surrounding area, Highways - issues, access, etc. design and flooding area.

3. Site Description

The application site is a parcel of land that is understood to have formerly formed part of the curtilage of number 1 Witt Road, but has been severed by the sale of the house.

The site is located on the South side of Middle Winterslow, towards the Northern end Witt Lane close to its junction with The Common.



Site location plan



Site layout as proposed

The application originally proposed 5 dwellings with garages, but the scheme was reduced to 4 dwellings (to achieve a suitable parking and turning arrangement within the site) during the course of the consideration of the application and neighbours and consultees were re-notified and provided a further period to comment.

In planning policy terms the site lies within the countryside outside of the housing policy boundary (defined limits of development) of West Winterslow, but is included within the draft Wiltshire Housing Sites Allocation Plan (WHSAP) which is currently undergoing examination.

The site also lies within the designated Special Landscape Area (saved local plan policy C6 refers).

4. Planning History

None relevant to the application site

5. The Proposal

The application is for outline planning consent with all matters reserved save for access and layout. The application proposes the erection of four houses with garages, parking and access following the demolition of existing buildings on the site.

6. Local Planning Policy

Wiltshire Core Strategy Core Policies CP1, CP2, CP3, CP23, CP50, CP51, CP57 & CP64

NPPF & NPPG, the draft WHSAP and the emerging Winterslow Neighbourhood Plan.

7. Summary of consultation responses

WC Highways – Comments provided, Conditions suggested

Spatial Planning – Policy advice provided (see detailed response below)

Rights of Way officer – No response received

Wessex Water – No response received

Drainage officer – No response received

Ecology – No objections, subject to a Condition

Archaeology – No comment

Public Protection – No objection, subject to Conditions

Winterslow parish council – Support the application

Winterslow parish council objects to the proposed development on grounds of overdevelopment not in keeping with surrounding area, Highways - issues, access, etc. design and flooding area.

8. Publicity

The application has been advertised by way of site notice and letters to near neighbours.

The publicity has generated 27 representations in objection to the application from third parties, and 1 representation in support. Reasons for objecting to the proposal included: Overdevelopment, traffic/Highways concerns, drainage/sewerage capacity concerns, insufficient parking, development outside of the settlement boundary, area not identified

within draft Winterslow Neighbourhood Plan, loss of habitat for wildlife, adverse precedent for further development.

Winterslow parish council objects to the proposed development on grounds of overdevelopment not in keeping with surrounding area, Highways - issues, access, etc. design and flooding area.

9. Planning Considerations

9.1 Principle of development and policy

The site lies adjacent to, but outside of the defined limits of development (Wiltshire Core Strategy CP2) of Winterslow, but is within the designated Special Landscape Area (saved local plan policy C6 refers).

Site location

The proposed development site, enclosed by an evergreen fir hedge, comprises grass land with agricultural/ storage buildings, situated outside the current settlement boundary of Winterslow, off Witt Road to the east, No 1 Witt Road and other residential development to the north/ north-west and further open fields/ countryside to the south/ south-west.

Site status

The site is currently situated outside the settlement boundary for Winterslow, as defined by the former Salisbury District Local Plan (adopted 2003) and carried forward and retained into the Wiltshire Core Strategy, which was adopted in January 2015. However, the site area is proposed for inclusion in the settlement boundary of Winterslow in the pre-submission draft Wiltshire Housing Site Allocations Plan, which underwent a public consultation between July and September 2017. The draft Plan is expected to be submitted to the Secretary of State in spring/ summer 2018.

Core Policy 2 (Delivery Strategy) states that:

“Within the defined limits of development

Within the limits of development, as defined on the policies maps accompanying the Core Strategy, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns (including Westbury), Local Service Centres and Large Villages.

Outside the defined limits of development

Other than in circumstances as permitted by other policies within this plan, identified in paragraph 4.25 (of the adopted Wiltshire Core Strategy), 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”.

The exceptions policies referred to in paragraph 4.25 are as follows:

- 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 (Core Policy 48) – *see below for further discussion*

The settlement boundaries are currently being reviewed as part of the Wiltshire Housing Site Allocations Plan (WHSAP), as set out in the council’s Local Development Scheme, to ensure

that they are up to date and can adequately reflect changes which have happened since they were first established. The Plan will also identify additional sites to ensure the delivery of housing land across the plan period in order to maintain a five year land supply in each Housing Market Area. The Plan is in an advanced stage of preparation. The WHSAP has been submitted to the Secretary of State for an independent public examination, the result of which is expected late 2018. Communities can also review settlement boundaries through a neighbourhood plan. While Winterslow is in the process of preparing a neighbourhood plan, with a neighbourhood area designation approved in August 2014, this is still in the early stages of preparation.

Spatial strategy for the Southern Wiltshire Community Area (Core Policy 23)

The overall strategy for the Southern Wiltshire Community Area is to provide for balance growth of both housing and employment to deliver sustainable communities and help address the shortfall in affordable housing.

Development will need to take into account the Community Area's location within a nationally designated landscape, i.e. the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty and the New Forest National Park. It will deliver a modest and sustainable level of development with the overall objective of conserving the designated landscapes.

Specific issues to be address in planning for the Southern Wiltshire Community Area include:

- strategic growth would be inappropriate, partly due to congestion on the A36
- transport assessments required for all major applications proportionate to the scale of development, which must include an assessment of congestion on the A36
- some managed growth is necessary to support ongoing business growth and development, to ensure the existing strong employment opportunities in the area are maintained
- limited development will also help to address the shortfall in affordable housing in the area
- the New Forest National Park is an important resource and so protecting the natural environment is a priority
- ongoing protection and enhancement of the stone curlew and calcareous grassland habitat at Porton Down
- development in the vicinity of the River Avon (Hampshire) must incorporate appropriate measures to ensure that it will not adversely affect the integrity of this Special Area of Conservation

Development within the Community Area will need to conserve the designated landscape of the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty and its setting, and where possible enhance its locally distinctive characteristics.

Status of the development plan

National Planning Policy Framework

The National Planning Policy Framework (NPPF – updated 24th July 2018) presents a presumption in favour of sustainable development and states that '*planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise*'.

Therefore, proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

5 year housing supply

NPPF paragraph 47 requires that, to boost the supply of housing, local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements. NPPF paragraph 49 identifies relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of housing.

The proposed development lies within the South Wiltshire Housing Market Area (HMA). The latest published evidence (the Housing Land Supply Statement (HLSS), base date April 2017, published March 2018) indicates that a 5 year (and 5% buffer) land supply exists for this HMA. Specifically, Table 2 of the HLSS March 2018 indicates that there is a 5.68 years of deliverable supply in the South Wiltshire HMA. The supply is made up of qualifying permissions, existing saved Local Plan, Wiltshire Core Strategy, Chippenham Site Allocations Plan, and Neighbourhood Plan allocations, and also includes the proposed allocations sites in the emerging Wiltshire Housing Site Allocations Plan, which is at an advanced stage.

Appendix 6 to the HLSS March 2018 sets out the indicative remaining requirement in the Southern Wiltshire Community Area¹ for the rest of the Core Strategy period, up to 2026, which is 0 dwellings (Downton Town) and 0 dwellings (Southern Wiltshire Community Area remainder), with an overall requirement of 0 dwellings.

Further information about the five year housing land supply can be found in the [Housing Land Supply Statement \(HLSS\) March 2018](#), which is available on the Wiltshire Council website, or by contacting Chris Roe, Monitoring and Evidence Manager, on 01225 713979.

Summary of policy context consideration

The proposed development site, enclosed by an evergreen fir hedge, comprises grassland with agricultural/ storage buildings, situated outside the current settlement boundary of Winterslow, off Witt Road to the east, No 1 Witt Road and other residential development to the north/ north-west and further open fields/ countryside to the south/ south-west.

The site is currently situated outside the settlement boundary for Winterslow, however the site area is proposed for inclusion with the settlement boundary for Winterslow in the submitted draft Wiltshire Housing Site Allocations Plan, which is at an advanced stage (currently at examination). Communities can also review settlement boundaries through a neighbourhood plan; however the Winterslow Neighbourhood Plan is still at an early stage of preparation.

The proposed development remains outside of the settlement boundary, and whilst the site is included in the submitted WHSAP, until the WHSAP becomes an adopted document it is considered the development of the site for new housing remains discordant with the policies of the Wiltshire Core Strategy and other relevant Development Plan documents and guidance. Therefore officers consider the application to be premature and should be refused on the basis that the proposal is therefore considered premature and contrary to the Plan-led approach for housing intended to be delivered through the Neighbourhood Planning and Site Allocation processes. As the Council is able to demonstrate a five year supply of housing land, and there is no over-riding need at this time for development in this location, the presumption against development applies until such time as the site may be allocated for development by the Council or local community. The proposal is therefore contrary to Core Policies CP1, CP2 and CP23 of the adopted Wiltshire Core Strategy, the emerging Winterslow Neighbourhood Plan, and the aims of the NPPF, which advocates a plan-led

approach.

9.2 Design and Impact on area and amenity

The application is outline only with all matters reserved save for access and layout. Officers find no reason to consider the proposal could not be designed appropriately so as to have no undue impact on the existing character of the surrounding area or the wider Special Landscape Area.

It is considered that by reason of the siting, orientation, separation distance and general relationship between the application site and the closest existing neighbouring dwellings, the proposed development would not unduly disturb, interfere, conflict with or overlook adjoining dwellings or uses to the detriment of existing occupiers.

9.3 Highways matters

The site is located towards the Northern end of Witt Road. In considering the proposal the Highways officer has provided the following response and advice:

“The site is served by Witt Lane, a road of single vehicle width with few passes places. The junction of Witt Lane with The Common / Gunville Road is considered to be substandard in terms of sight lines, particularly to the right. The proposed development would introduce an additional 30-40 vehicle movements per day on the substandard road.

Witt Lane has no separate pedestrian facilities or street lighting and is not suited to an increase in pedestrian activity.

The internal layout is generally considered to be acceptable and addresses the issues raised in connection with the previous layout. The proposed footway should continue across the site frontage with dropped kerbs at the access points. It would be preferable for the footway to be adopted as public highway (through a dedication agreement).

I have considered the suitability of Witt Road to serve the proposed development and I regret that I am still bound to recommend refusal on the basis of the increase in use of Witt Road and the junction with The Common.

I note that the application will be determined at Planning Committee and I suggest that if committee are minded to approve, they could consider the possibility of widening Witt Road over the site frontage to a minimum of 5.5m (together with the inclusion of a footway) which would benefit all users of Witt Road. It would then be possible that any widening could be continued along the western side of Witt Road in the future.”

Therefore as currently proposed the development is considered unacceptable in terms of the access to the site from Witt Road (by reason of Witt Roads restricted width, lack of pedestrian facilities and substandard junction onto The Common), is considered to be unsuitable to serve the proposed development and the increase in vehicular and pedestrian movements that this will generate.

9.4 Drainage Considerations

The response from the Council's Drainage Officer has not yet been received. It is anticipated this consultation response can be provided as late correspondence (with case officer comments) ahead of the committee meeting.

Surface water drainage is described in the submitted application documentation as being provided by means of soakaways within the site. Foul water/sewerage drainage is to be by connection to the existing mains sewer.

9.5 Ecology

The applicant has submitted a Phase 1 Ecological Survey which makes recommendations on surveys and enhancements. The Council's Ecologist raises no objections subject to a Condition that the recommendations set out in the submitted Survey are carried out/incorporated into the development.

9.6 S106 contributions

None relevant

10. Conclusion

It is considered that the proposal is contrary to the Plan-led approach for housing intended to be delivered through the Neighbourhood Planning and Site Allocation processes and is premature in respect of the draft Wiltshire Housing Sites Allocation Plan. As the Council is able to demonstrate a five year supply of housing land, and there is no over-riding need at this time for development in this location, the presumption against development applies until such time as the site may be allocated for development by the Council or local community. Therefore officers raise a policy objection to the application at this time.

Additionally, the development is considered unacceptable in terms of the access to the site from Witt Road (by reason of Witt Roads restricted width, lack of pedestrian facilities and substandard junction onto The Common), is considered to be unsuitable to serve the proposed development and the increase in vehicular and pedestrian movements that this will generate.

RECOMMENDATION: That the application be REFUSED, for the following reason:

1. The application site is situated outside of the defined limits of development as set out within Core Policies CP1, CP2 and CP23 of the adopted Wiltshire Core Strategy and the associated policies maps. Whilst the application site has been included in the draft Wiltshire Housing Sites Allocation Plan (WHSAP), the WHSAP is not yet formally part of the development plan for the area. The proposal is therefore considered premature and contrary to the Plan-led approach for housing intended to be delivered through the Neighbourhood Planning and Site Allocation processes. As the Council is able to demonstrate a five year supply of housing land, and there is no over-riding need at this time for development in this location, the presumption against development applies until such time as the site may be allocated for development by the Council or local community. The proposal is therefore contrary to Core Policies CP1, CP2 and CP23 of the adopted Wiltshire Core Strategy, the emerging Winterslow Neighbourhood Plan, and the aims of the NPPF, which advocates a plan-led approach.
2. The development is considered unacceptable in terms of the access to the site from Witt Road (by reason of Witt Roads restricted width, lack of pedestrian facilities and substandard junction onto The Common), is considered to be unsuitable to serve the

proposed development and the increase in vehicular and pedestrian movements that this will generate. In these respects the proposal is considered discordant with Core Policies CP57 and CP64 of the adopted Wiltshire Core Strategy.