

ATLAS

PLANNING GROUP

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PLANNING, DESIGN AND ACCESS STATEMENT

Elmfield House, Petersfinger, Salisbury, SP5 3BZ

November 2023

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EXECUTIVE SUMMARY

- 1.1 This Statement has been prepared by Atlas Planning Group to accompany a full planning application for the redevelopment of Elmfield House site.
- 1.2 The site encompasses Elmfield House and to the rear lies a large parcel of land which was formerly used as the principal dwelling's paddock. Planning permission has been granted to erect five dwellings on the site (19/00967/OUT and PL/2021/07611).
- 1.3 The site has been acquired by the applicant to provide twenty-one new dwellings through conversion of Elmfield House and its outbuildings, along with the provision of new build dwellings. New landscaping is also proposed.
- 1.4 The existing driveway off Petersfinger Road will be used as appropriate visibility can be achieved and a new private driveway is proposed through the site, providing an access route towards the proposed new dwellings. Parking is provided within the site for eighteen of the dwellings in accordance with the Car Parking Strategy whilst the remaining three dwellings will be accessed off Petersfinger Road, where parking is also available in line with standards.
- 1.5 The proposal is an exciting opportunity to provide much needed housing in this sustainable location within the settlement boundary of Salisbury. Indeed, Wiltshire Council cannot demonstrate a 5-year housing land supply and therefore, the provision of twenty one dwellings is a significant benefit.
- 1.6 This Statement shows how the proposal improves upon the extant consent and accords with the policies contained within the National Planning Policy Framework and Wiltshire Core Strategy.
- 1.7 The application is supported by architectural plans by Paul Stevens Architecture, with the proposals guided by the following reports:
 - Arboricultural Report by Bourne VP Ltd;
 - Ecological Assessment Report by Daniel Ahern Ecology;
 - Acoustic Report by 24 Acoustics;
 - Financial Viability Assessment by Cotesbury;
 - Waste Mitigation and Management Plan by James Burton Construction;
 - Odour Assessment by Southwest Environmental Limited;
 - Flood Risk Assessment by TDS.

SITE DESCRIPTION

- 2.1 The application site comprises Elmfield House and its associated outbuildings and extended amenity land. The southern end of the site was formerly used as a paddock and is separated by a stream and bridge.
- 2.2 The application site lies to the east of Salisbury and is adjacent to the Petersfinger Park and Ride. The A36 is immediately to the south, whilst Yewtree Cottage is positioned adjacent to Elmfield House but does not form part of the application.
- 2.3 Access is achieved through an existing driveway off Petersfinger Road.



Figure 1: Site Context

RELEVANT PLANNING HISTORY

OUTLINE PLANNING APPLICATION 19/00967/OUT

3.1 In 2019, a planning application was submitted to Wiltshire Council seeking outline permission for the 'Construction of residential units'. This application concerned the western portion of the Elmfield House site.

3.2 The application was approved on 27th January 2021.

RESERVED MATTERS PLANNING APPLICATION PL/2021/07611

3.3 In September 2021, an application seeking to approve the reserved matters from the outline consent was submitted to Wiltshire Council. The description of the application was 'Reserved Matters application relating to 19/00967/OUT (Construction of residential units) relating to access, appearance, landscaping, layout and scale'.

3.4 The application was approved by Wiltshire Council on 21st June 2022.



Figure 2: Approved Site Plan from PL/2021/07611

THE PROPOSAL

4.1 This application seeks full planning permission for the provision of 21 dwellings through new build and conversion.



Figure 3: Proposed Site Plan

4.2 The accommodation proposed is as follows:

Conversion of Elmfield House

- 2 x 1 bedroom flats
- 2 x 2 bedroom flats

Conversion and extension of existing outbuildings

- 2 x 3 bedroom semi-detached dwellings

Newbuild

- 12 x 3 bedroom detached dwellings
- 3 x 4-bedroom detached dwellings

4.3 The proposed development offers a mix of accommodation and dwelling styles, which will be built in red brick and tile. The new build dwellings comprise an array of chalet bungalows, two storey dwellings and terrace properties, as shown below:



Figure 4: Proposed Elevations

4.4 The existing Elmfield House and associated outbuildings have also been designed to be sensitively converted.

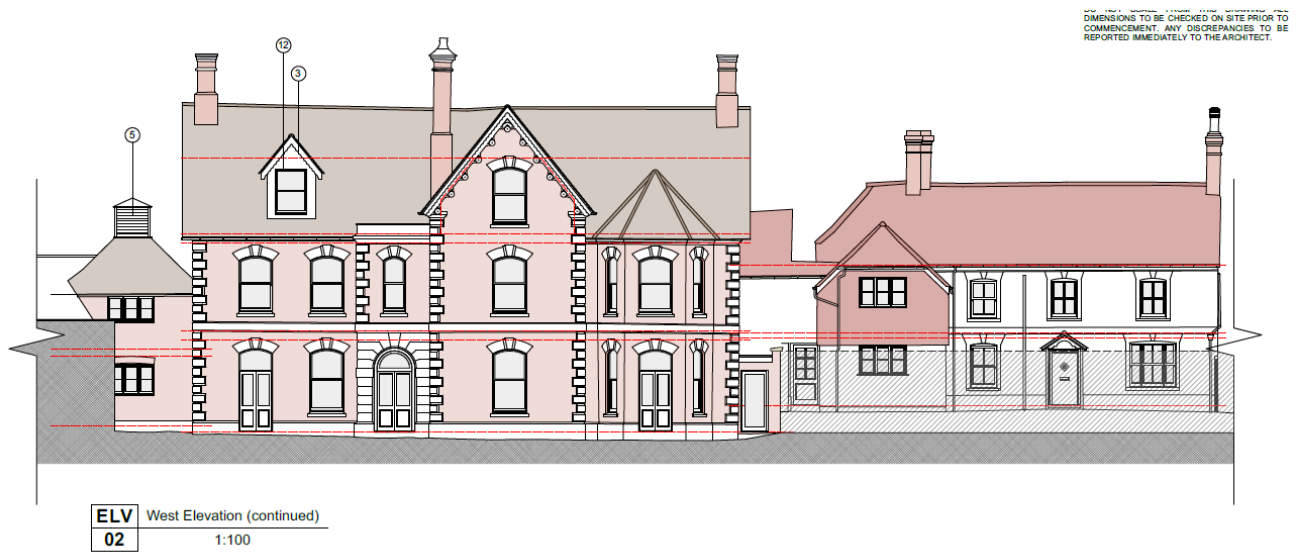


Figure 5: Proposed Elevation of Elmfield House

4.5 Access to the site will be retained from Petersfinger Road where a new route through the site is to be created towards the proposed new dwellings. Parking is provided for each of the units in line with Wiltshire Car Parking Standards. Visitor parking is also included within the plan.

Table 1: Car Parking Provision

Plot No.	No. of bedrooms	No. of parking spaces
1	4	3 + 2 within garage
2	4	3 + 1 within garage
3	4	3 + 1 within garage
4	3	2 + 1 within garage
5	3	2 + 1 within garage

6	3	2
7	3	2
8	3	2
9	3	2 + 1 within garage
10	3	2 + 1 within garage
11	3	2 + 1 within garage
12	3	2 + 1 within garage
13	3	2
14	3	2
15	3	2
16 (Flat 1)	1	1
17 (Flat 2)	2	2
18 (Flat 3)	1	1
19 (Flat 4)	2	2
20 (outbuilding 1)	3	2
21 (outbuilding 2)	3	2

4.6 Both hard and soft landscaping is proposed as part of the development, where each dwelling will enjoy plentiful amenity space. A Landscaping Plan has been developed by New Enclosure Landscape Consultants.

PLANNING CONSIDERATIONS

- 5.1 Wiltshire Council's Core Strategy is the Council's primary Development Plan Document, and the starting point for determining planning decisions within the County, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 5.2 The National Planning Policy Framework (NPPF) provides a national tier of policy and decision-making guidance for the planning system and is a material consideration for all planning decisions.
- 5.3 The policies and guidance contained within the statutory DPD, and all other relevant material considerations have been consulted to ensure that the proposal is an appropriate form of development for the application site.
- 5.4 Paragraph 11 of the NPPF details the presumption in favour of sustainable development, which is at the core of planning decisions. In situations where development proposals accord with the relevant policies of the development plan, such applications should be approved without delay, unless material considerations indicate otherwise.

PRINCIPLE OF DEVELOPMENT

- 5.5 Core Policy 1 of the Wiltshire Core Strategy sets out the 'Settlement Strategy' for the county and identifies four tiers of settlement - Principal Settlements, Market Towns, Local Service Centres, and Large and Small Villages. Only the Principal Settlements, Market Towns, Local Service Centres and Large Villages have defined limits of development/settlement boundaries.
- 5.6 Core Policy 2 of the Wiltshire Core Strategy sets out the 'Delivery Strategy'. It identifies the scale of growth appropriate within each settlement tier, stating 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.
- 5.7 The site lies within the defined settlement boundary of Salisbury. As such, the principle of development is acceptable, subject to the proposal's accordance with other relevant planning policies.
- 5.8 As the proposed development complies with policies CP1 and CP2 the erection of new residential development should therefore be supported in principle.

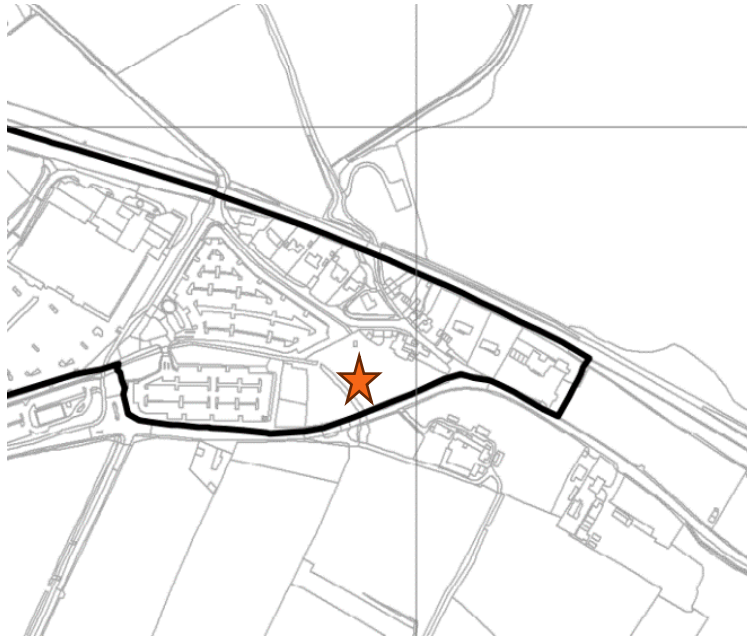


Figure 6: Settlement Boundary

PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

5.9 The latest Housing Land Supply Statement has been prepared and covers each Housing Market Area (HMA) in Wiltshire, as set out in the Wiltshire Core Strategy. The housing land supply position for Wiltshire is 4.41 years and thus, is below the 5-year target set by the Government¹. Commenting on an appeal for new housing in Wiltshire in January 2022, the Planning Inspectorate noted that *“providing more housing is one of, if not the most important, aspiration of local and national planning policy. As set out above, the Council is failing to meet its requirement to provide a five-year housing land.”* (Appeal Ref: 3278256).

5.10 Paragraph 11d) of the NPPF states where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

¹ Appeal Ref: APP/Y3940/W/21/3278256

5.11 The proposal does not impact any protected areas or assets of particular importance, and as set out later in this Statement, the proposals would not result in any harm. Accordingly, and notwithstanding that the site is positioned in a sustainable area where residential development should be considered acceptable in principle, the addition of twenty-one new residential units would contribute significantly to the LPA's housing shortfall. This is considered to be a significant planning benefit. For the above reasons, the principle of development is considered acceptable, subject to other material considerations.

IMPACT ON CHARACTER AND APPEARANCE OF THE AREA

5.12 Policy CP57 states:

"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 complementary to the locality."

5.13 Policy CP51 states

"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."

5.14 The proposed development seeks to convert Elmfield House and its associated outbuildings into six dwellings and to erect a new development of fifteen dwellings to its rear. The proposed development has been carefully designed to respect the density and character of the surrounding area.

5.15 In this respect, the character of the area is residential in nature, albeit the nearby park and ride site has a large presence to the east. As outlined by the Officer determining application PL/23/02794, *"the dwellings along the north of Petersfinger Road are diverse in style and layout within the streetscape."* Whilst the south of Petersfinger Road is occupied by Elmfield House and Yewtree Cottage, both of which are large characterful red brick buildings.

5.16 Yewtree Cottage is attached to Elmfield House and is positioned at a higher topographic level than its neighbour, whilst Elmfield House sits on a large plot which extends southwards to the A36. Due to the

topography of the land and boundary treatment comprising significant planting, the former paddock is not particularly prominent from the public realm.

5.17 The proposal seeks to preserve the character of Elmfield House and thus, the character of the area by proposing limited external changes, as shown on the proposed streetscene drawing. Whilst a terrace of three dwellings is proposed to the side of Elmfield House and Yew Tree Cottage, these have been designed to be built in brick with tile, in keeping with the local vernacular. As shown in Figure 8, dormer windows are also a common feature.

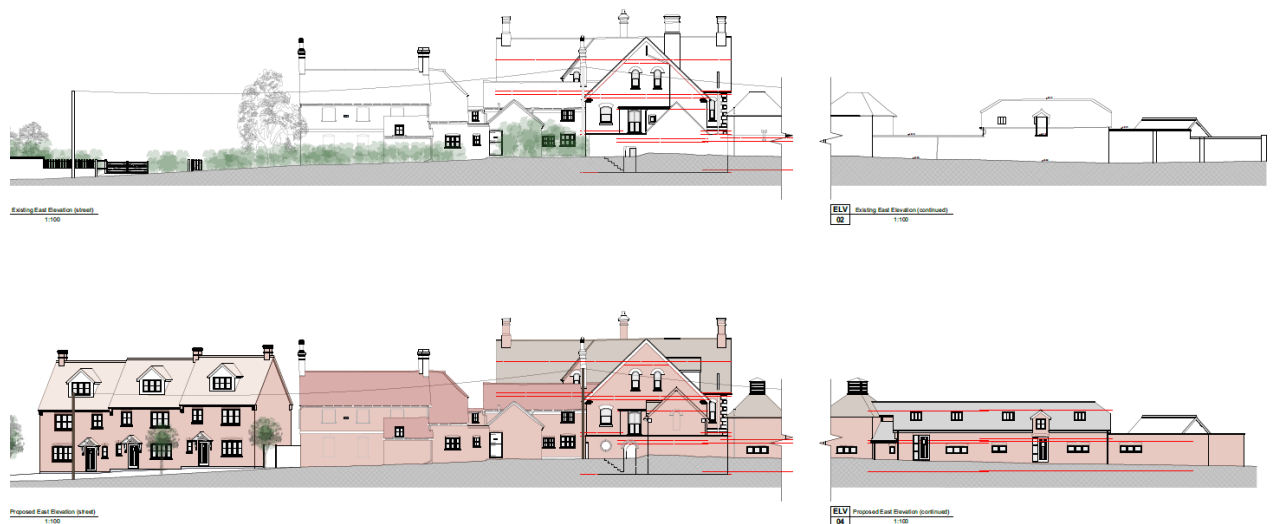


Figure 7: Proposed Streetscene



Figure 8: Character of the Area

5.18 With regards to the proposed dwellings to the rear, these are predominantly located where new dwellings have been approved under PL/2021/07611. As outlined in the figures below, these properties approved were estate style, two storey red brick dwellings.



Figure 9: Visualisation of approved development

5.19 Paragraph 119 of the NPPF states that planning decisions should promote an effective use of land in meeting the need for homes and other uses. Planning decisions should promote and support the development of under-utilised land, especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used more effectively (paragraph 120 d)).

5.20 Given that Wiltshire Council cannot demonstrate a 5-year housing land, the proposed development certainly makes a better use of this under-utilised parcel of land. Indeed, application PL/2021/07611

provided a very low-density development. Only 5 large houses were approved, whereas this proposal offers a mix of 1-, 2,3- and 4-bedroom dwellings, which would help meet supply of housing in the area. The mix also addresses the need for different types of accommodation and making them more affordable.

5.21 However, despite additional dwellings being proposed, as shown on the proposed landscaping plan, the development is not cramped or contrived. There is sufficient space around the dwellings and new landscaping will be provided to create a sense of place. An appropriate amount of land around Elmfield House is also retained preserving the character of the area and the historic garden of the principal building.



Figure 10: Proposed Landscaping Plan

5.22 The proposed dwellings have been designed to be of the highest quality and will be erected in brick and tile. The design is arguably more characterful than those approved under PL/2021/07611 given the differences in design and characterful features. The proposed landscaping also adds to the quality of the development.

5.23 For the above reasons, the proposal is considered to accord with Core Policy 51 and 57 and the proposed development on the application site would not be out of character, considering the high quality of the proposed designs, the context of the site, proposed landscaping and the existing level of established screening afforded to it.

RESIDENTIAL AMENITY

5.24 CP57 requires that proposals are sensitive to existing properties and uses that could be impacted by development. The policy states:

“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:

...

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 (e.g. light intrusion, noise, smoke, fumes, effluent, waste or litter)”

5.25 The layout of the proposed scheme ensures that existing amenity is preserved, and high-quality accommodation is provided. With regards to neighbouring amenity, the nearest occupants are those in Yewtree Cottage and those properties on the north side of Petersfinger Road. However, due to the orientation, design and positioning of the dwellings, there would not be any impact. Yewtree Cottage will continue to enjoy a large south facing garden where new development is positioned circa 57m to the south. As such, there would not be any overbearing impacts.

5.26 With regards to the impact on future occupiers, an Odour Impact Assessment has been prepared in support of the current application by Southwest Environmental Ltd. This report confirms:

“receptors in the vicinity of the proposed development are shown to be exposed to modelled worst case odour intensities of no greater than 0.4 ouE/m3. Which would suggest the scheme is appropriate when considered in line with current guidance.”

- 5.27 The application is also supported by a Noise Impact Assessment, prepared by 24 Acoustics. The NIA confirms that an appropriate acoustic environment can be provided to the proposed residential properties, both externally and internally.
- 5.28 The proposed development would also ensure that future occupiers of the proposed replacement dwelling would benefit from a suitable level of private amenity space and adequate natural light in all habitable rooms of the dwelling.
- 5.29 The proposed development is therefore considered to be fully accordant with this aspect of CP57 and will safeguard the residential amenity of neighbouring residential properties and allow future occupiers a satisfactory level of amenity.

HIGHWAY SAFETY

- 5.30 Wiltshire Core Policy 60 seeks to help reduce the need to travel, particularly by car, and support and encourage the sustainable, safe and efficient movement of people and goods within and through Wiltshire through a series of initiatives and together with Core Policy 62 seeks to mitigate any adverse impact on the transport network on transport users, local communities and the environment.
- 5.31 Access to the development will be achieved from the existing driveway off Petersfinger Road, where appropriate visibility splays can be achieved for the 30mph road. Given that the access has good visibility, it is considered that vehicles would be able to safely enter and egress the site.
- 5.32 The minimum standards for residential parking in the County are set out within the Local Transport Plan Car Parking Strategy. Table 7.1 sets out the parking provision for dwellings of different sizes. These standards are met across the development, as outlined in Table 1. Provision is also made for visitor parking to avoid parking stress along the road.
- 5.33 The proposed development is therefore acceptable in highway safety terms.

5.34 Core Policy 50 states that all development proposals shall incorporate appropriate measures to avoid and reduce the disturbance of sensitive wildlife species and habitats throughout the lifetime of the development.

5.35 The current application is supported by a Preliminary Ecological Assessment prepared by Daniel Ahern Ecology Ltd dated September 2023. This report states:

“The Site has HIGH habitat potential for amphibians, bats, breeding birds, mammals and reptiles. The site also has HIGH foraging and commuting potential for bats. The existing property and associated outbuildings had MODERATE or HIGH bat roost potential based on the number of PRF’s present in the external fabric of the buildings.

Further surveys required

- *Three bat activity surveys of Elmfield House.*
- *Three bat activity surveys of Yew Tree Cottage.*
- *Two bat activity surveys of the stable and barn.*
- *Great Crested Newt eDNA sampling of the water bodies onsite.*
- *Reptile survey of the garden and land to the south.”*

5.36 The application is also supported by these subsequent surveys and accompanying reports. The Bat Activity Survey Report, Great Crested Newt Report and Reptile Survey Report have all been submitted as part of the present submission and each confirms that with suitable mitigation measures (as outlined in the respective reports) the development will ensure that protected species are protected.

5.37 The proposed development can therefore proceed whilst ensuring that protected species are not adversely impacted.

BIODIVERSITY NET GAIN

4.1 Core Policy 50 outlines that major development must include measures to deliver biodiversity gains through opportunities to restore, enhance and create valuable habitats, ecological networks and ecosystem services.

4.2 In this respect, biodiversity enhancements have been provided. An appeal dated January 2022 in Wiltshire, the Planning Inspectorate commented “Policy CP50 of the CS, and Paragraph 174 of the Framework, both seek a net gain in biodiversity without identifying a specific percentage. ***A net gain of just 1% would be policy compliant in these circumstances.*** This could be secured by a planning obligation.”².

4.3 Given that a 1% net gain would be policy compliant, the proposal therefore accords with Core Policy 50.

ARBORICULTURAL IMPACT

5.38 Section 15 of the NPPF is concerned with conserving and enhancing the natural environment. Core Policy 51 requires development to protect, conserve and where possible enhance landscape character.

5.39 The current application is supported by an Arboricultural Impact Assessment produced by Bourne VP Ltd, who has assessed the trees on site. The report concludes that the impact of the development to the trees on site is relatively low considering the size of the development. The design and layout has been carefully considered, aiming to utilise the spacing of the existing trees on the site with removals targeted towards the lower quality trees.

5.40 Moreover, the report outlines that the proposal would allow for this project to be carried out whilst creating excellent space and opportunity for long-term benefits and a well-designed planting scheme that will ensure a high-quality and attractive community with trees as a key feature.

5.41 The proposed development can therefore proceed whilst ensuring that trees are not adversely impacted.

² Appeal Decision APP/Y3940/W/21/3278256

AFFORDABLE HOUSING

5.42 CP43 states, inter alia:

“On sites of five or more dwellings, affordable housing provision of at least 30% (net) will be provided within the 30% affordable housing zone and at least 40% (net) will be provided on sites within the 40% affordable housing zone. Only in exceptional circumstances, where it can be proven that on-site delivery is not possible, will a commuted sum be considered.

The provision of affordable housing may vary on a site-by-site basis taking into account evidence of local need, mix of affordable housing proposed and, where appropriate, the viability of the development. All affordable housing will be subject to an appropriate legal agreement with the council.

This level of provision should be delivered with nil public subsidy, unless otherwise agreed by the council.”

5.43 The proposed development has been supported by a Financial Viability Assessment undertaken by Cotesbury. This report and accompanying appraisals demonstrate the inclusion of affordable housing, s106 financial contribution and CIL Charges would result in the proposed development being economically unviable.

5.44 Therefore, on this occasion the delivery of the proposed development with nil affordable housing is acceptable, in line with the provisions of CP43.

ARCHAEOLOGY

5.45 Core Policy 58 outlines that within the context of the specific characteristics of Wiltshire, development will be required to be sensitive to all heritage assets including archaeological landscapes.

5.46 As part of application PL/2021/07611, archaeological investigations were undertaken. As confirmed by the Officer within their report *“No significant archaeological remains have been found on the site, following an initial appraisal of the site, however a furtappenher condition will be added to the consent requiring a final assessment of the small finds of the original investigation on the land.”*

5.47 Given this, it is considered that the same condition could be applied to this scheme.

DRAINAGE

- 5.48 Core Policy 67 outlines that all new development will include measures to reduce the rate of rainwater run-off and improve rainwater infiltration to soil and ground (sustainable urban drainage) unless site or environmental conditions make these measures unsuitable.
- 5.49 The development is accompanied by a Flood Risk Assessment produced by TDS Consultancy Ltd. This confirms that the site is shown on the Environment Agency Flood Map as lying completely in Flood Zone 1. Appropriate tests have been undertaken and surface water discharge from the proposed development will be to the dry watercourse (drain) running through the site in line with the Drainage Hierarchy.
- 5.50 Given that an appropriate test have been undertaken and a drainage plan has been produced, the proposal is considered acceptable with regards to flood risk.

CONCLUSIONS

- 6.1 This application seeks full planning permission for the conversion of Elmfield House and its outbuildings to create 6 dwellings and the erection of 15 dwellings to its rear. The site is within a very sustainable area within the settlement boundary of Salisbury where new development is directed under Core Policy 1 and 2.
- 6.2 Planning permission was granted on site for the erection of five dwellings under applications 19/00967/OUT and PL/2021/07611. However, the scheme was of a low density and did not reflect the housing need given that Wiltshire Council cannot demonstrate a 5 year housing land supply.
- 6.3 The NPPF puts great emphasis on utilising surplus land and providing new housing. This Statement has demonstrated that a larger housing scheme has been provided which continues to respect the character of the area. The application is also accompanied by several other reports (Acoustic Report, Odour Report, Ecology Report, Arboricultural Report and a Financial Viability Assessment) to demonstrate that there would be no other harm arising from the proposal. Guided by these reports, the proposed layout ensures that future occupiers are provided with the highest quality accommodation, which is safe and secure.
- 6.4 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. This Planning, Design and Access Statement has demonstrated that the proposal would meet the economic, environmental and social objectives. In terms of economic considerations, the proposal would result in the provision of construction work and would bring additional occupants to the area to support services in the local community. There would also be social benefits market housing in a district where there is a shortfall. In addition, the provision of 21 houses would contribute towards the vitality and viability of services in the settlement.
- 6.5 In terms of environmental benefits, the site is well enclosed by vegetation and does not have a significant influence on the character and appearance of the area. The development has been designed to the highest quality accompanied with a landscaping plan. The design of the dwellings correspond to the local vernacular and the new housing would be well placed in this residential area.
- 6.6 In the case where a Council cannot demonstrate a 5 year housing land supply, paragraph 11d of the NPPF states that permission should be granted unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

6.7 This Statement has demonstrated that there are no areas or assets of particular importance and there are no adverse impacts derived from the proposal which would significantly and demonstrably outweigh the benefits. We therefore request that the development be approved in accordance with the NPPF and policies contained within the Wiltshire Core Strategy.