CASE OFFICER'S REPORT

Application Reference:	PL/2023/08936
Application Type:	Approval of reserved matters
Site Inspection:	Not revisited
Consultation ends:	01 December 2023
Case officer:	Julie Mitchell

Site Address:	1 Bourne View, Allington, Salisbury, Wilts, SP4 0AA
Proposal:	Reserved Matters Application pursuant to Outline Permission PL/2021/08473 (Erection of single 2 storey 3 bed dwelling) - Relating to Appearance, Landscape, Layout and Scale
Recommendation:	Approve with Conditions

Site Description

The site is situated in the village of Allington, defined as a Small Village by Wiltshire Core Strategy (WCS) policies CP1 (Settlement Strategy), CP2 (Delivery Strategy) and CP4 (Amesbury Community Area). As a Small Village there is no defined village boundary for the settlement. The site lies outside the Boscombe Conservation Area and there are no Listed Buildings in the immediate locality.

The application site is located in Bourne View, a residential development comprising mainly of semi-detached two-storey dwellings with a small number of single storey dwellings located on plots to the south of the site. It lies within the built-up area of the village, between an existing dwelling (1 Bourne View) and the A338 highway.

The plot of land currently forms part of the residential curtilage to 1 Bourne View and lies to the side (east) of the existing dwelling. A close boarded timber fence has been erected on the west boundary which partially separates the site from the existing dwelling. At the time of the site visit the rear part of the site appeared to be overgrown with trees and shrubs, although the front part of the site is still utilised for parking by the occupiers of the dwelling. Land to the rear (north) of the site forms part of land associated with Clouds Farm and the boundary is formed by a group of trees. Immediately to the south of the site is a small car park area serving existing residential properties in Bourne View. The A338 highway lies on lower ground to the east of the site, with a steep embankment from the site boundary down to the pavement alongside the highway. There are no immediately adjacent neighbouring properties other than the existing dwelling at 1 Bourne View.

There is an existing vehicular access to the site from the unadopted vehicular access road providing access to existing parking spaces to the side of 1 Bourne View and those within the application site. This part of Bourne View serves houses numbered 1 to 6 and 25 to 27 Bourne View and is single width.

Proposal:

The proposal is a reserved matters application for the construction of a new detached 2-storey, 3 bedroomed dwelling following the grant of outline permission which included consideration of

access only. The application now considers matters of appearance, landscaping, layout and scale.

Access to the proposed site would be as existing and would be shared by the existing and proposed dwellings at the point closest to the road, as shown by a shaded triangular section on the site plan. The site plan also shows the layout of the site with 2 car parking spaces in the position of an existing gravelled parking area.

The proposed plans are similar to those which were provided as indicative plans in the outline permission. The proposed 2-storey dwelling is of brick construction with a hipped roof which replicates the appearance of 1 Bourne View, albeit that this proposal is a detached house and the existing dwelling is semi-detached. The siting of the proposed dwelling is angled towards the access and car parking area rather than in alignment with the existing dwelling, with the end elevation parallel with the highway.

A timber boundary fence has been erected to separate the proposed site from the curtilage retained by 1 Bourne View, which includes 2 parking spaces to the side of the dwelling.

Whilst the site was within the same ownership as the existing dwelling, the dwelling is not within the ownership of the applicant and therefore is not included within the blue line to denote land in the same ownership.

Planning Policy:

Wiltshire Core Strategy (2015)
Core Policy 1 – Settlement Strategy
Core Policy 2 – Delivery Strategy
Core Policy 3 – Infrastructure Requirements
Core Policy 4 – Spatial Strategy for the Amesbury Community Area
Core Policy 45 – Meeting Wiltshire's Housing Needs
Core Policy 50 – Biodiversity and Geodiversity
Core Policy 51 - Landscape
Core Policy 57 - Ensuring High Quality Design and Place Shaping
Core Policy 60 - Sustainable Transport
Core Policy 61 - Transport and Development
Core Policy 64 - Demand Management
Core Policy 69 - Protection of the River Avon SAC

Salisbury District Local Plan (2003)
Saved policy C6 – Special Landscape Area

National Planning Policy Framework 2023
In particular: Section 4 (decision making); Section 11 (making effective use of land); Section 12 (achieving well- designed places);
Government Planning Practice Guidance
National Design Guide

Habitat Regulations 2017

Planning History:
S/2008/1316 - CONSTRUCTION OF DWELLING ADJACENT TO NO.1 BOURNE VIEW, BOSCOMBE, SALISBURY TOGETHER WITH ALTERATIONS TO ACCESS – Refused
PL/2021/08473 - Erection of single 2-storey 3 bed dwelling (Outline with some matters reserved) - Refused - Appeal allowed

Consultation Responses:

Allington Parish Council – No comments received.

WC Highways –
I refer to the submitted reserved matters application following outline permission granted at appeal ref: 21/08473, which determined the access arrangement. The scheme incorporates additional parking provision for the existing property No.1 Bourne View and sufficient parking provision for the proposed dwelling. A section of the driveway will be shared by the two dwellings. There is no highway objection to the proposal subject to the following recommended Highway conditions:-

The development hereby permitted shall not be first occupied until at least the first 2m of the access for the new dwelling and parking spaces for No.1 Bourne View, measured from the edge of the carriageway, have been consolidated and surfaced (not loose stone or gravel). The access and parking spaces shall be maintained as such thereafter. REASON: In the interests of highway safety

The proposed development shall not be occupied until means/works have been implemented to avoid private water from entering the Council owned road (Bourne View) from all new driveways. REASON: To ensure that the road is not inundated with private water.

No part of the development hereby permitted shall be first occupied until the access and parking spaces have been completed in accordance with the details shown on the approved plan (Dwg No. 21/3348/200). The areas shall always be maintained for those purposes thereafter and maintained free from the storage of materials. REASON: In the interests of highway safety.

Third Party Representations:
One response has been received at the time of writing the report with the following comments:

- Property boundaries favour the proposed property with little regard for the existing in terms of shared access.
- Shared access is actually complete removal of one parking space for the existing property

Planning Considerations and Assessment:

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise. This requirement is reiterated by the NPPF, which is a material consideration in the decision-making process.

Principle of Development

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. Core Policy 2 of the Wiltshire Core Strategy sets out the 'Delivery Strategy' and 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. At the Small Villages development will be limited to infill within the existing built area.

Core Policy 4 confirms that development in the Amesbury Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1 and growth in the Amesbury Community Area over the plan period may consist of a range of sites in accordance with Core Policies 1 and 2. At the settlements identified as villages, a limited level of development will be supported in order to help retain the vitality of these communities. Allington is designated as a small village under Core Policy 4. Under the core strategy there are no designated settlement boundaries to define the limits of 'the existing built area' for small villages or other small settlements. For small villages, therefore, development will be limited to infill development which:

i) Respects the existing character and form of the settlement
ii) Does not elongate the village or impose development in sensitive landscape areas
iii) Does not consolidate an existing sporadic loose knit areas of development related to the settlement.

Whilst the settlement boundaries for small villages contained within the Salisbury Local Plan have not been saved under the Wiltshire Core Strategy and therefore the presumption in favour of development within these smaller settlements is removed, the previous limits of development are useful for the assessment of whether the proposal site can be considered to be physically within the settlement or outside of it. The identified site was included within the previous limits of development for Boscombe and the existing dwelling is within the existing built up area of the village. It is therefore considered that the proposal can be considered to represent an acceptable form of development in the curtilage of an existing dwelling within the built-up area of the settlement. There would be no encroachment into the surrounding countryside and development would not elongate the small village settlement, as reflected in the former policy boundary area.

It is noted that a dwelling on this site was refused in 2008. The reason for refusal was given on the grounds that the dwelling proposed would be out of character and contrary to design policy. There was no ‘in principle’ reason for refusal given that it was within the housing policy boundary of the Salisbury Local Plan that applied at the time of the decision. Although the policy criteria has changed since the time of the previous decision, the principle of a dwelling remains

capable of support subject to meeting the relevant criteria for small scale development in small villages.

In view of the above, the principle of small-scale development of a single dwelling within the existing built-up area of a small village settlement has been considered to be acceptable in terms of the settlement strategy of the WCS and outline permission for a dwelling on the site was granted (via the appeals process) on 10 May 2023 which included access, which remains as approved. The reserved matters are now subject to detailed consideration of the site-specific constraints and impacts having regard to the visual impact of the proposed development and relationship with the existing built form and residential properties.

Character of the area

The proposal is for a new dwelling to be sited on land to the side of an existing dwelling within a residential location and lies between the dwelling and highway. As described above, the development of a dwelling on this site would not elongate the small village settlement or encroach into the surrounding countryside and is considered to constitute infill in this context. From the vantage point of Bourne View, a two-storey dwelling on this site would appear as a continuation of the existing row of houses, rounding off the row of houses numbered 1 to 6. Any development would inevitably be quite prominent when viewed from the A338 since a dwelling on this site would be sited in close proximity to the highway verge and at a higher level than the carriageway.

The details of the scale, appearance, layout and landscaping are similar to the indicative scheme submitted with the outline application. The proposed dwelling is of simple hipped roof form of brick construction with a clay tiled roof, which relates to the scale and appearance of the existing semi-detached dwellings to which it would effectively form a continuation of. It is considered that the proposed detailed scheme for the dwelling would demonstrate a satisfactorily relationship with its surroundings. There would be no wider landscape impacts from development of this scale within the built up area of the settlement.

Residential Amenity

Criteria (vii) of Core Policy 57 (Ensuring high quality design and place shaping) states that new development shall have 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)". The NPPF at paragraph 130(f) states that the planning system should seek to secure a high-quality design and good standard of amenity for all existing and future occupiers of land and buildings.

The proposed dwelling would share a boundary with one residential property, 1 Bourne View. The land to the north is not developed with a residential property but forms part of the land associated with Cloudlands Farm, with Cloudlands House being approximately 45 metres from the site boundary.

The proposed dwelling would be sited to the side of the host dwelling, which has no window openings on the side facing the site. Any overlooking from rear windows to the rear garden of this dwelling would be at an oblique angle and would not lead to loss of privacy to the garden of the existing through overlooking in the context of the existing relationship. The curtilage to the existing dwelling would be reduced as a result of the sub-division of the plot but retains garden areas to

front and rear and a driveway to the side and the plot has been established at the outline permission. The dwelling would not materially affect the amenities of any other dwelling due to the separation distance and intervening features. It is therefore concluded that the proposed two-storey dwelling would not result in any demonstrable loss of amenity through overlooking, overshadowing or loss of amenity space.

The proposed layout demonstrates that the site area provides for sufficient private amenity space, bin storage and parking to serve the dwelling and it is concluded that the site would be capable of allowing for an adequate standard of amenity for future occupiers.

Highways issues

The proposed dwelling would be accessed off an unadopted highway which is within the ownership of Wiltshire Council. The means of access is existing and serves gravelled car parking spaces to the side of the existing dwelling and on the application site. The proposal does not necessitate the creation of a new or significantly altered access. Although the site is adjacent to the A338 highway there would be no vehicular access from the classified road as there is a significant change in levels.

The parking provision shown on the indicative layout confirms that 2 parking spaces can be achieved to meet Wiltshire Council's parking standards for the proposed 3-bed property and 2 existing parking spaces are within the retained curtilage for the existing 3-bed dwelling. Third-party comments have been received regarding the parking space for the existing dwelling, however this is included within the application site as its a shared access and does not indicate that the parking spaces for 1 Bourne View would be removed.

Consultation has been undertaken with the Council's Highways Officer who has not raised any objection in principle to the additional dwelling and associated vehicle movements, subject to the minimum parking standard being met for both the existing and proposed dwellings and suitable consolidated surfacing to the access. These were conditions of the outline permission granted at appeal and do not need to be repeated for the purposes of the grant of reserved matters. There is also requirement for a Construction Management Plan to be submitted and approved in order to discharge a condition 6 of the outline permission.

Trees

A tree survey was undertaken to assess the trees on site and the impact of development. As the siting of the dwelling would be in the same position as the indicative plans, it can be concluded that the proposed development can be undertaken without adverse impact on trees subject to discharge and compliance in respect of condition 5 on the outline permission.

Ecology

This development falls within the catchment of the River Avon SAC. The proposal would result in a net increase of 1 residential unit on the site which has potential to increase adverse effects alone or in combination with other developments through discharge of phosphorus in wastewater. The Council has agreed through a Memorandum of Understanding with Natural England and others that measures will be put in place to ensure all developments permitted between March 2018 and March 2026 are phosphorus neutral in perpetuity. To this end it is currently implementing a phosphorous mitigation strategy to offset all planned residential development,

both sewered and non sewered, permitted during this period. The strategy also covers non-residential development with the following exceptions:

• Development which generates wastewater as part of its commercial processes other than those associated directly with employees (e.g. vehicle wash, agricultural buildings for livestock, fish farms, laundries etc)
• Development which provides overnight accommodation for people whose main address is outside the catchment (e.g. tourist, business or student accommodation, etc)

Following the cabinets resolution on 5th January 2021, which secured a funding mechanism and strategic approach to mitigation, the Council has favourably concluded a generic appropriate assessment under the Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019. This was endorsed by Natural England on 7 January 2021. As this application is located within a small village settlement with reference to Core Policy 2 of the WCS, it is considered to fall within the scope of the mitigation strategy and generic appropriate assessment, it can therefore be concluded that it would not lead to adverse impacts alone and in-combination with other plans and projects on the River Avon SAC. The outline permission has a pre-commencement requirement for the submission of details of a sustainable urban drainage system and a pre-occupation condition to ensure water efficiency in order to fulfil the requirements of the strategic AA.

Conclusion
The principle of a single dwelling in the small village settlement has been established with the grant of outline permission. The proposed means of access and parking arrangement for the proposed dwelling is as approved at outline stage and does not raise any overriding highway safety concerns and no objection is raised by the highways officer on the basis that the existing dwelling retains the minimum parking standard of 2 spaces. Consideration of details of the dwelling and site layout has been given and it is concluded that the form of residential development is visually compatible with existing residential properties and would not materially harm the amenities of existing residential properties. It is concluded that there are no material considerations in the planning balance which would result in demonstrable harm or impacts that would weigh convincingly against approval of the reserved matters.

Conditions: (1)

1 The development hereby permitted shall be carried out in accordance with the following approved plans and documents:

Location Plan 21-3348-LOC1 E (17.12.21)
Proposed Site Plan 21-3348-200 (September 2023)
Proposed Floor Plans 21-3348-201 (September 2023)
Proposed Elevations 21-3348-202 (September 2023)

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

Informatives: (1)

Your attention is also drawn to the requirements of the conditions imposed on the outline planning permission reference PL/2021/08473 dated 10 May 2023, of which conditions 6 and 10 are required to be discharged prior to commencement of development.