CASE OFFICER'S REPORT

Application Reference:	PL/2023/09953
Application Type:	Removal/variation of conditions
Site Inspection:	2 February 2024
Consultation ends:	28 December 2023
Case officer:	Julie Mitchell

Site Address:	Rollestone MOD Training Camp, Shrewton, Salisbury, SP3 4UZ
Proposal:	Variation of condition 2 (approved plans) on PL/2021/07379 in respect of minor variation in the site layout for Phase 2 and 3 (Blocks 6, 7 and 9)
Recommendation:	Approve with Conditions

Site Description and Proposal:

Rollestone Camp is a transit accommodation camp which was established prior to establishment of the planning regime and extends to 11.3 ha on the southern fringe of the Salisbury Plain firing range.

The application site is accessed from the Camp's main entrance from a side road off The Packway at its junction with the B3086 between Shrewton and Larkhill. The road continues beyond the camp entrance onto Salisbury Plan and up to Westdown Camp although public access terminates at The Bustard Inn. Public right of way Shre27 passes the north west boundary of the camp.

The site lies outside of the Stonehenge and Avebury World Heritage Site. The south-eastern corner of the military camp site is closest to the north-western corner of the WHS, which lies on the opposite side of the road junction.

Full planning permission for the construction of 10 no. single storey accommodation blocks with associated external works following demolition of existing buildings within the perimeter of the MOD's Rollestone Camp was granted in 2022. The current application is a s73 application for a minor variation in the layout of the Phase 2 and 3 blocks (Blocks 4, 5, 6, 7, 8, 9 and 10), as shown in the site plan extracts below for comparison.



Approved Site Plan

Proposed Site Plan

Policies

National Context:

National Planning Policy Framework (NPPF)
Planning Practice Guidance (PPG)
Planning (Listed Buildings and Conservation Areas) Act 1990

Local Context:
Wiltshire Core Strategy (WCS) adopted 2015
Core Policy 1: Settlement Strategy
Core Policy 2: Delivery Strategy
Core Policy 37: Military Establishments
Core Policy 50: Biodiversity and Geodiversity
Core Policy 51: Landscape
Core Policy 57: Ensuring High Quality Design and Place Shaping
Core Policy 58: Ensuring the Conservation of the Historic Environment
Core Policy 59: The Stonehenge, Avebury and Associated Sites World Heritage Site and its Setting
Core Policy 67: Flood Risk
Core Policy 69: Protection of the River Avon SAC

Wiltshire Local Transport Plan 2011 – 2016: Car Parking Strategy (March 2011)

Relevant Planning History:
S/1998/1702 - Two new modular buildings to be situated adjacent to existing buildings - Approved
PL/2021/07379 - Construction of 10 no. single storey accommodation blocks with associated external works following demolition of existing buildings - Approved
PL/2021/08202 - Erection of kitchen and dining facility with associated external works. Upon acceptance of planning submission for diner and subsequent finalised build future demolition of current diner building down to floor slab - Decision pending
PL/2022/02103 - Proposed Urban Fighting Skills House and associated plant - Approved

Consultation Responses

Shrewton Parish Council - No comments received

Environment Agency - No comments received

Wessex Water - No comments received

Highways - No objection

Ecology - No further comments

Archaeology - No objection

Conservation - No objection providing it doesn't involve any additional demolition

Landscape - No further comments

Drainage - The applicant needs to provide details of the new location of the proposed soakaway adjacent to block 9 and its distance to other buildings and roads to ensure a safe distance is maintained with the proposed change to its location

Public Protection - No comments to make

Representations
No third-party representations have been received.

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.

Principle of Development:

Full planning permission for the demolition of existing accommodation blocks at the MOD's Rollestone Camp and the construction of 10 no. single storey accommodation blocks and associated external works was granted in 2022 and Phase 1 of this permission is complete. The approved residential blocks are single storey 'modular units' measuring 3.5m high x 12.0m wide x 24.0m long. The full planning application explained that there is no requirement to increase the number of bedspaces on the site. The accommodation blocks at Rollestone provide temporary accommodation which is used during training exercises and there is no intention for the accommodation to provide permanent residential accommodation.

The current s73 proposal comprises a minor variation in the approved layout of the units, this is primarily related to the orientation of Block 9, although Blocks 6 and 7 are repositioned slightly north of the approved positions.

Core Policy 37 'Military Establishments' of the Wiltshire Core Strategy supports, in principle, new development and changes of use at operational facilities that help enhance or sustain their operational capability. The policy does however require new development at operational or redundant sites to enhance the overall character of the site and mitigate any adverse impacts on local infrastructure.

The site involves an area of land within the MOD's Rollestone Camp and the development is designed to improve the accommodation facilities at the camp as part of a phased programme across a number of sites. The current proposal seeks to vary the layout only and there is no intention to increase the overall capacity for training accommodation at the camp, the proposed change is therefore considered acceptable in principle.

Landscape and Heritage Impacts:

The duty placed on the Council under sections 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990 is the requirement to have special regard to the desirability of preserving listed buildings and/or their setting or any features of special architectural or historic interest which they possess. Furthermore, the NPPF includes the policies on conservation of the historic environment with the main underlying policy that when considering impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The significance of the heritage asset is defined within the NPPF as "The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

At the local level, Core Policy 58 of the WCS seeks to ensure that development proposals protect, enhance and where possible enhance the historic environment. Core Policy 59 of the WCS seeks to ensure that the Outstanding Universal Value (OUV) of the World Heritage Site will be sustained by ensuring development does not adversely affect the World Heritage Site and its attributes of OUV, including its setting or views into or out of the WHS. WCS Core Policy 51 requires new development proposals to "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." This

policy lists aspects of landscape character that should be conserved and where possible enhanced through sensitive design, landscape mitigation and enhancement measures.

The approved scheme is for a number of single storey modular accommodation buildings set well within the confines of the enclosed military camp, at a significant distance from the boundary fencing. A number of existing single storey buildings are also proposed for demolition as part of the proposal. Due to the scale and siting of the proposed buildings within the enclosed camp, it was not previously considered that the replacement accommodation blocks would result in any demonstrable increased impact on the landscape setting in general and the OUV of the World Heritage Site, having regards to its setting or views into and out of the WHS, would not be harmed. The siting of the buildings within the camp would also not affect the setting of any listed buildings or Conservation Areas. The Archaeological Evaluation submitted following geophysical survey and trial trenches has satisfied the initial concerns of the Council's Archaeologist and no further investigation is required. The proposed change to the layout is not considered to be significant in terms of the visual impact of the approved scheme, the accommodation blocks remain in the same location and of the same scale.

Neighbour Amenity:
Core Policy 57 of the WCS requires a high standard of design in all new developments and that development has regard to the compatibility of adjoining buildings and uses and the amenities of existing occupants. The previous assessment noted that proposals would be positioned adjacent to any non-associated residential properties due to the enclose of the military camp. It is therefore considered that no substantive concerns relating to loss of light, overshadowing, overbearing impacts or noise are raised and residential amenity of existing properties would not be adversely affected. The changes to the layout would not introduce any impacts on residential amenity.

Highways Safety:
The proposal does not include any alteration to the means of access and there is no increase in traffic movement associated with the replacement of existing accommodation blocks which are proposed for demolition. The Council's Highways Officer has raised no objection.

Ecology:
Core Policy 50 ‘Biodiversity & Geodiversity’ of the WCS outlines that all development proposals must demonstrate how they protect features of nature conservation and geological value as part of the design rationale. There is an expectation that such features shall be retained, buffered, and managed favourably in order to maintain their ecological value, connectivity and functionality in the long-term. Furthermore, the policy specifies that all development should seek opportunities to enhance biodiversity. In addition to the site-specific impacts, consideration has also been given to the potential impacts on the Hampshire River Avon SAC and Salisbury Plain SAC and SPA.

The full planning application was subject to detailed advice from the Council's Ecologist which concluded that the effects on biodiversity were considered acceptable subject to compliance with the conditions as set out. A CEMP was been submitted and agreed prior to determination as an alternative to the agreement of a pre-commencement condition and therefore the condition on the full permission was to secure compliance only. A LEMP and water calculations have subsequently been submitted to discharge the conditions and therefore Conditions 5 and 6 can be revised to ensure compliance only.

Hampshire River Avon Catchment: Avon Hampshire
This development falls within the catchment of the River Avon SAC and has potential to cause adverse effects alone or in combination with other developments through discharge of phosphorus in wastewater. Although the full planning application site was for overnight accommodation, the application confirmed that as existing bed spaces are being removed at the camp there was no overall increase in bedspace capacity and therefore an increase in resident troop numbers was not predicted. A test of likely significance was carried out by the Appropriate Authority (Wiltshire Council) as required by Regulation 63 Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019 in respect of the approved scheme on this basis. This concluded that given the size and nature of the development impacts on the River Avon SAC are not predicted. The HRA concluded that the application is not likely to have significant impacts on the SAC and Appropriate Assessment is not required. The re-orientation of Block 9 and slight repositioning of Blocks 6 and 7 would not alter the previous assessment.

Salisbury Plain SAC
A test of likely significance was carried out by the relevant Competent Authority (Wiltshire Council) as required by Regulation 63 Conservation of Habitats and Species Regulations in respect of the approved. This has found that the development will not directly impact on land within the SAC or its qualifying features. The test of likely significance therefore concluded that given the scale and nature of the development combined with the separation of the SAC and the application site, there is no mechanism for adverse effect. The HRA concluded that the application is not likely to have significant impacts on the SAC and Appropriate Assessment is not required. The re-orientation of Block 9 and slight repositioning of Blocks 6 and 7 would not alter the previous assessment. This has been confirmed in discussion with the Council's ecologist.

Salisbury Plain SPA - 6400 m buffer
A test of likely significance was carried out by the relevant Competent Authority (Wiltshire Council) as required by Regulation 63 Conservation of Habitats and Species Regulations in respect of the approved scheme. The development will not directly impact on land within the SPA or its qualifying features. The Site is located within the active military base Rollestone Camp which has multiple buildings and structures. An unnamed road and band of scrub vegetation (approximately 30m wide) provides a visual buffer between the Site and the SPA. The test of likely significance has therefore concluded that given the scale and nature of the development combined with the separation of the SPA and the application site, there is no mechanism for adverse effect. The HRA has concluded that the application is not likely to have significant impacts on the SPA and Appropriate Assessment is not required. The re-orientation of Block 9 and slight repositioning of Blocks 6 and 7 would not alter the previous assessment.

<u>Drainage and Flood Risk:</u>
Environmental Agency mapping indicates that the application site is located within flood zone 1 therefore the risk of fluvial flooding on site is low and there is no other identified risk of flooding from other sources. The Environment Agency previously confirmed no objections. The Council's drainage officer has advised that the applicant will need to confirm the location of the soakaway as a result of the reorientation of Block 9.

<u>Contamination and public protection:</u>
The Council's public protection officer has no comments in respect of the proposed changes. The condition in relation to unexpected contamination remains relevant.

CONCLUSION:
The approved development would result in an improvement to the existing training accommodation at Rollestone Camp which will help sustain the operational capability of the camp and aligns with the objective of WCS Core Policy 37 'Military Establishments'. The replacement energy efficient accommodation blocks would not increase the capacity of the camp as the buildings are to replace existing buildings which are to be demolished. The scope of visual change to the camp as a result of the minor alterations to the layout would be minimal. Having considered the extent of visual impact and the potential for archaeological remains of significance, it is concluded that proposal would not harm the character and appearance of the landscape on the landscape setting having regard to the setting of the WHS and its OUV, the wider landscape setting or other designated heritage assets. It has previously been concluded that there would be no site-specific adverse impacts on biodiversity subject to suitable conditions to secure appropriate mitigation measures as suggested and it is concluded that Appropriate Assessment under the HRA is not required. The nature of changes to the layout, which does not increase the footprint of the buildings or relocated the blocks to an alternative part of the site does not alter the previous assessments. The drainage officer was previously satisfied with the drainage strategy as a result of the receipt of additional information and now notes that the position of the soakaway should be confirmed. This can be dealt with by condition. There are no other material planning considerations which indicate reasons for refusal of the proposed changes to the layout. Approval is therefore recommended.

Conditions: (8)

1 The development hereby permitted shall be begun before the expiration of three years from the date of the full planning permission PL/2021/07379 granted on 8/12/2022.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

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

Location Plan 3489-TBC-RL-XX-DR-A-0001_P4
Proposed Site Plan - Phase 1 3489-TBC-RL-XX-DR-A-0002_P5
Proposed Site Plan - Phase 2 and 3 - 3489-TBC-RL-XX-DR-A-0003_P6
Demolition Plan - 3489-TBC-RL-XX-DR-A-0004_P4
Proposed Overall Site Plan - 3489-TBC-RL-XX-DR-A-0005_P2
Foundation Plan - General Arrangement RL-133561-3018
Plan Layout - 2099.NA-R10-RS-00-DR-W-1001
Elevations - 2099.NA-R10-RS-XX-DR-W-2001
Vertical Section - 2099.NA-R10-RS-XX-DR-W-3001

3D Views - 2099.NA-R10-RS-XX-DR-W-9001
Roof Plan - 2099.NA-R10-RS-XX-DR-W-1004
External Lighting Isolux values ROLLST-AMES-00-XX-dr-me-SS7080-6003 S1 P1
External Lighting Layout P1 - ROLLST-AMES-00-XX-DR-ME-SS7080-6001 S1 P1
External Lighting Layout P2 - ROLLST-AMES-00-XX-DR-ME-SS7080-6000 S1 P2
Historic Environment Desk Based Assessment v01_AH1335 by Armour Heritage May 2021
Desk Study and Ground Investigation Report 2104018.001.01 by TEC June 2021
Flood Risk Assessment and Drainage Strategy Issue 1 by Fairhurst 26.05.21
Design and Access statement P3 21/11/22
BNG Assessment by Ethos Environmental Planning September 2022
Shadow HRA by Ethos Environmental Planning September 2022
Ecological Impact Assessment V2 by Ethos Environmental Planning September 2022
Geophysical Report by Lefort Geophysics Ref 21-0035.02 December 2021
Archaeological Evaluation by Red River Archaeology April 2022
Construction and Environmental Management Plan by REDS10 (Rev03 dated 6/12/2022)

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

3 The development hereby permitted shall be carried out in strict accordance with the ecological mitigation measures contained in the following documents:

Ecological Impact Assessment Figure 11 Post development habitats.
Rollestone Camp External Lighting Phase 1 External Lighting Layout. Management and Engineering Services Limited (June 2021).
Rollestone Camp External Lighting Phase 2 and 3 External Lighting Layout. Management and Engineering Services Limited (June 2021).
External lighting lux level plot drawing. DRGNO. Glamox Luxonic Ltd (5/7/2021).

REASON: For the avoidance of doubt and for the protection, mitigation and enhancement of biodiversity.

4 The development hereby permitted shall be carried out in strict accordance with the ecological mitigation measures contained in the Construction and Environmental Management Plan (REV03 dated 6/12/2022) by REDS10.

REASON: To ensure adequate protection and mitigation for ecological receptors prior to and during construction, and that works are undertaken in line with current best practice and industry standards and are supervised by a suitably licensed and competent professional ecological consultant where applicable.

5 The development shall be carried out in accordance with the Landscape and Ecology Management Plan (LEMP) entitled Landscape and Ecological Management Plan by Ethos Environmental Planning dated April 2023, as submitted to and approved in writing by the Local Planning Authority on 20/07/2023 under reference PL/2023/05292. The LEMP shall be implemented in full and for the lifetime of the development in accordance with the approved details.

REASON: To ensure the long-term management of landscape and ecological features

retained and created by the development, for the benefit of visual amenity and biodiversity for the lifetime of the scheme.

6 The residential development hereby approved shall be designed to ensure it does not exceed 110 litres per person per day water consumption levels (which includes external water usage) in accordance with the Water calculations 22-026 Rev 01 dated 03.04.2023 (Delap & Waller Consulting Engineers) as submitted to and approved in writing by the Local Planning Authority on 27/4/2023 under reference PL/2023/03167.

REASON: To ensure compliance with the prevailing mitigation strategy for nutrient neutrality in the water catchment within which this development is located.

7 No part of the development hereby permitted shall be occupied until the existing buildings on site which have been identified on "Demolition Plan 3489-TBC-RL-XX-DR-A-0004_P1 have been permanently demolished and all of the demolition materials and debris resulting there from has been removed from the site.

REASON: To ensure that there is no increase in the capacity of the accommodation blocks to safeguard the River Avon SAC and in the interests of the character and appearance of the area.

8 In the event that contamination is encountered at any time when carrying out the approved development, the Local Planning Authority must be advised of the steps that will be taken by an appropriate contractor; to deal with contamination and provide a written remedial statement to be followed be a written verification report that confirms what works that have been undertaken to render the development suitable for use.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.