

**TOWN & COUNTRY PLANNING ACT 1990**

**PLANNING STATEMENT**

**PROPOSED ERECTION OF TWO SEMI-  
DETACHED SELF-BUILD BUNGALOWS**

**LAND NORTH OF NO.281 QUEMERFORD,  
CALNE, WILTSHIRE, SN11 8LA**

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**Our Reference: LPC.5719**

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## 1.0 INTRODUCTION

- 1.1 This Planning Statement has been prepared to support the submission of a planning application seeking full planning permission for the erection of two semi-detached self-build bungalows on land to the north of 281 Quemerford, Calne, Wiltshire, SN11 8LA.
- 1.2 The site is within a sustainable location for growth and the proposed development can be accommodated without any site specific planning harms. The proposed development follows a landscape led approach; an initial analysis of local landscape and townscape character has informed the layout and design of the proposed development to ensure it assimilates well into the receiving landscape, maintaining the established character of Quemerford urban/rural interface without being visually intrusive, or having detrimental impact on the appearance or the landscape character of the area within which it is located.
- 1.3 The Council currently has a substantial housing land supply shortfall and an out-of-date Local Plan. The intention of the Council was to resolve these matters through the adoption of the emerging Wiltshire Local Plan, however the Planning Inspectorate has concluded the plan is not 'sound' and therefore it cannot proceed beyond the Examination stage. This current application will make a valuable contribution towards addressing the chronic shortage of housing and will meet a specific local need (the proposed self-build bungalows will be constructed and occupied by the applicants; one dwelling by Samuel Miller and the other dwelling by Lucy Miller).
- 1.4 This statement will describe the location of the site and will set out what is proposed by the planning application in detail. The statement will then provide an overview of the planning policy context and an assessment of the key material planning considerations, demonstrating the proposal's acceptability within the context of the Government's 'presumption in favour of sustainable development'.

## 2.0 SITE DESCRIPTION & PLANNING HISTORY

- 2.1 The application comprises an area of land to the north No.281 Quemerford, Calne, Wiltshire, SN11 8LA. The site is accessed via an existing hard surfaced road, constructed to adoptable Highway Standards, which leads from the A4 Quemerford Road. It serves Nos. 277, 277A and 279 adjacent to the site (including Nos 279a and 279b which were recently permitted), and Common Farmhouse, Riversbrook Barn, The Old Dairy, The Old Barn, The Old Stables and Swallowbrook Barn further north.



Vertical Aerial Photograph (Source: WHLandscape Technical Note)

- 2.2 The site covers an area of circa. 0.08ha of land which is proposed to be developed. The land to the rear is within the applicant's control and is an integral part of the landscape strategy for the proposed development.
- 2.3 The application site does not lie within any designated areas and falls within flood zone 1. The existing access route from the A4 is lined with mature trees which are adjacent to the west boundary of the site. Public Rights of Way ref CLAN21 follows the line of the access lane as shown on the map above.

2.4 In terms of the planning history of the site, the access road was installed as part of the residential development to the west of the site (Nos. 277 – 279) which was permitted under the following applications:-

- **Planning Application 13/04855/OUT:** Outline Application for Residential Development - Land to the rear of 249-269 Quemerford, Calne, Wiltshire, SN11 8LA – Approved with Conditions 02 March 2015
- **Planning Application 15/09469/REM:** Reserved Matters Approval for (a) The Scale of the Development; (b) The Layout of the Development; (c) The External Appearance of the Development; (d) The Landscaping of the Site; (e) The Means of Access to the Site - Approved with Conditions 16 November 2015
- **Planning Application 17/03589/FUL:** Amendment to reserved matters application 15/09469/REM to allow addition of garage to plot 1, insertion of side window and relocation of turning head – Approved with Conditions 15 June 2017

2.5 The main body of the current site formed part of a larger area of land which was proposed for development under the following application:

- **Planning Application PL/2022/05274:** Outline application with some matters reserved for the erection of 4 dwellings and associated works (access only) – Land to the east of 279 Quemerford, Calne, Wiltshire, SN11 8LA – Refused 01 December 2022



Proposed Site Plan – Planning Application PL/2022/05274

2.6 The Local Planning Authority (LPA) refused outline planning permission due to 1. the conflict with the sustainable development strategy of the Local

Plan, 2. impact on landscape and townscape character, and 3. impact on neighbour amenity.

- 2.7 The Planning Inspectorate (PINS) dismissed an appeal (ref APP/Y3940/W/23/3315399) against the decision of the LPA to refuse outline planning permission for application PL/2022/05274 on the 02 August 2023. The appeal decision narrows the focus of the key material planning considerations because the Inspector found no potential for unacceptable harm to the living conditions of both existing and future occupants. The Inspector identified harm to the character and appearance of the area based on the information available as part of the outline planning application and conflict with the settlement strategy of the Local Plan.
- 2.8 However, notwithstanding the conclusion of the Inspector noted above, it does appear that the appeal submission and key material planning considerations were not fully taken into account. The Planning Inspectorate has since indicated there were errors with the handling of the appeal and compensation has been offered. Furthermore, the LPA has also indicated that Council's Landscape Officer was not consulted at the time but having now reviewed the proposal, as outlined below, would not have objected to the proposed development.
- 2.9 A full planning application was subsequently submitted seeking planning permission for only two dwellings on a reduced site area under the following application:
- **Planning Application PL/2023/11190:** Proposed erection of two detached dwellings and associated works – Land to the East/Adjacent to 279 Quemerford, Calne, Wiltshire, SN11 8LA – Refused 24 April 2024
- 2.10 The purpose of the application was to address the aforementioned concerns of the LPA and PINS, however planning permission was refused on the following grounds; 1. conflict with the sustainable development strategy of the Local Plan; and 2. impact on landscape and townscape character. The 'tilted balance' was not engaged because the Council could

demonstrate a sufficient housing land supply position (which was 4 years under the December 2023 version of the NPPF).

2.11 In light of the subsequent material change in planning policy (new NPPF) and in order to address inaccuracies with the assessment of the application the application was resubmitted with a more in depth analysis and justification. The application details are as follows:

- **Planning Application PL/2024/09508:** Proposed erection of two detached dwellings and associated works – Land to the East/Adjacent to 279 Quemerford, Calne, Wiltshire, SN11 8LA – Granted 20 February 2025



Approved Proposed Site Plan – Planning Application PL/2024/09508

2.12 The application was presented to the Northern Area Planning Committee with the following Officer's recommendation, as outlined within the Committee Report (a full copy of the report can be seen in Appendix A):

"On balance it is, therefore, considered that whilst the site is outside of any settlement boundary all other material considerations are not considered to cause harm with some offering clear benefits. The only major policy obstacle, therefore, would be the site being outside the settlement boundary and not being an allocated site. Due to the tilted balance engaged by paragraph 11d of the NPPF, it is concluded that the application would make a contribution to the considerable housing shortfall without causing significant material harm to other policies within the local plan. It is, therefore, recommended that planning permission be approved subject to conditions"

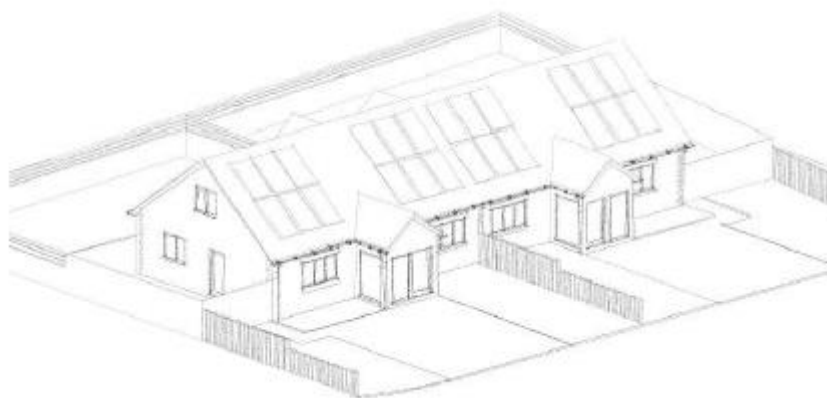
2.13 The Northern Area Planning Committee agreed with the Officer's recommendation to approve and voted to grant planning permission.

### 3.0 PROPOSED DEVELOPMENT

- 3.1 This current application seeks full planning permission for the erection of two semi-detached self-build bungalows on land to the east of the dwellings recently permitted under planning permission PL/2024/09508.
- 3.2 The proposed design follows a landscaped led approach to the scheme following the work and recommendations of WHLandscape Consultancy. The assessment is outlined within the Landscape and Visual Technical Note (February 2026) produced by WHLandscape, and is discussed below, but in terms of the final design a pair of semi-detached bungalows is proposed as shown below on the Proposed Site Plan and 3D Visuals:



Proposed Site Plan



Proposed 3D Visuals

- 3.2 The properties would be accessed via the existing private, unnamed access road that runs from the A4 road along a north to south alignment, which serves Common Farmhouse, Riversbrook Barn, The Old Dairy, The Old Barn, The Old Stables and Swallowbrook Barn further north, but turns to the west to serve Nos.277 – 279 Quemerford. No works are proposed to the existing access which is constructed to adoptable Highway Standards.
- 3.3 The planning application is supported by the following documents and existing and proposed plans:-
- Document. Planning Application Form
  - Document. Community Infrastructure Levy Forms
  - Document. Landscape and Visual Technical Note (February 2026) by WHLandscape.
  - Document. Ecological Appraisal (February 2026) by Malford Environmental Consulting
  - Document. Technical Note – 8434/01 Highways Statement (July 2022) by Cole Easdon
  - Drawing. Location Plan
  - Drawing no.2520.03.01. Title. Location and Site Plan
  - Drawing no.2520.03.02. Title. Proposed Site Plan
  - Drawing no.250.02.05. Title. Proposed Elevations – Option 1 (1)
  - Drawing no.250.02.04. Title. Proposed Elevations – Option 1 (2)
  - Drawing no.250.02.03. Title. Proposed Sections – Option 1
  - Drawing no.250.02.02. Title. Proposed Loft Floor Plan – Option 1
  - Drawing no.250.02.01. Title. Proposed Ground Floor Plan – Option 1

## 4.0 PLANNING POLICY CONTEXT

### National Planning Policy

4.1 The National Planning Policy Framework (NPPF), and associated Planning Practice Guidance, sets out the Government's planning policies for England and how these are expected to be applied. The NPPF is a material consideration in planning decisions. The policies within the following chapters of the NPPF are relevant to the assessment of the proposed development:-

- Chapter 2 – Achieving Sustainable Development
- Chapter 4 – Decision-making
- Chapter 5 – Delivering a Sufficient Supply of Homes
- Chapter 9 – Promoting Sustainable Transport
- Chapter 11 – Making Effective Use of Land
- Chapter 12 – Achieving Well-designed Places
- Chapter 15 – Conserving and Enhancing the Natural Environment
- Chapter 16 – Conserving and Enhancing the Historic Environment

### The Local Development Plan

4.2 The NPPF highlights that planning law (section 70 [2] of the Town and Country Planning Act 1990 and section 38 [6] of the Planning and Compulsory Purchase Act 2004) requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise.

4.3 The development plan relevant to the application include the Wiltshire Core Strategy (WCS) (adopted January 2015) (which includes saved policies from the former North Wiltshire Local Plan) and The Calne Community Neighbourhood Plan 2 (CCNP2) 2023 – 2038 (made March 2025). The key policies relevant to the assessment of the proposed development are considered to be:-

- **WCS** Core Policy 1: Settlement Strategy

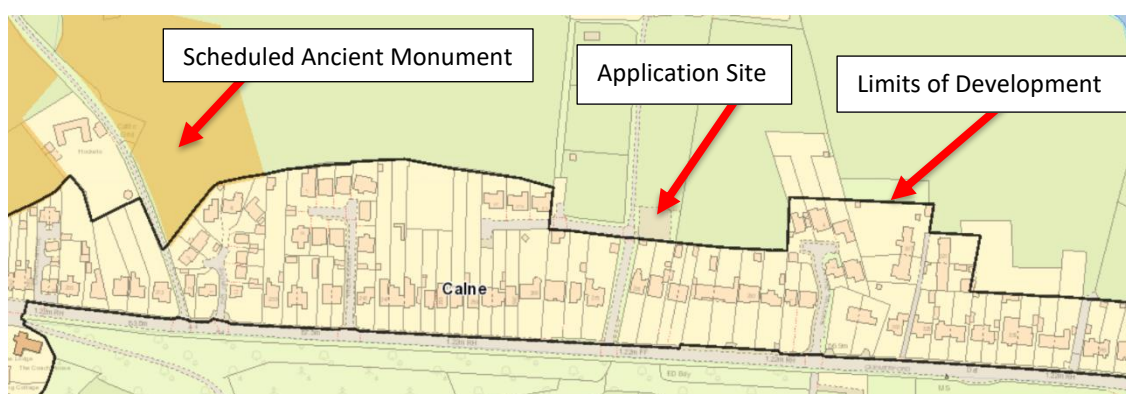
- **WCS** Core Policy 2: Delivery Strategy
- **WCS** Core Policy 8: Spatial Strategy: Calne Community Area
- **WCS** Core Policy 44: Meeting Wiltshire's Housing Needs
- **WCS** Core Policy 50: Biodiversity and Geodiversity
- **WCS** Core Policy 51: Landscape
- **WCS** Core Policy 57: Ensuring High Quality Design
- **WCS** Core Policy 58: Conservation of the Historic Environment
- **WCS** Core Policy 60: Sustainable Transport
- **WCS** Core Policy 61: Transport and Development
  
- **NWLP** Policy NE14: Trees & The Control Of New Development
- **NWLP** Policy NE18: Noise and Pollution
- **NWLP** Policy H4: Residential Development in the Countryside
  
- **CCNP Policy C1**: High Quality Sustainable Development
- **CCNP Policy C2**: Sustainable Construction and Energy
- **CCNP Policy NE2**: Protecting and Enhancing Biodiversity
- **CCNP Policy NE5**: Setting of Calne and Calne Without
- **CCNP Policy BE1**: Design Principles for Local Distinctiveness
- **CCNP Policy BE2**: Heritage Assets
- **CCNP Policy GA1**: Highway Impact
- **CCNP Policy GA5**: Parking Provision
- **CCNP Policy H1**: Housing Within Settlement Boundaries
- **CCNP Policy H3**: Housing Mix

4.4 The following Supplementary Planning Documents and Briefing Notes are also relevant in the determination of this application:

- Wiltshire Local Transport Plan 2011 – 2026: Car Park Strategy
- Wiltshire Council Design Guide (2024)
- Wiltshire Council Briefing Note No.24-20 Implications of Revised NPPF and Revisions to the Standard Methodology on the Housing Land Supply (December 2024)
- Wiltshire Council Briefing Note: Housing Land Supply No.24-18 (September 2024); and

- Wiltshire Council Briefing Note: 5 Year Housing Land Supply and Housing Delivery Test No.23-15 (May 2023) and 24-13 (June 2024)

4.5 The adopted Local Plan is accompanied by the Policies Maps, which provides a spatial representation of the Local Plan policies. The site is not subject to any national or local landscape designations. The Scheduled Ancient Monument (SAM) of the 'Medieval rural settlement at Quemerford' lies to the west of the site. The site is not subject to any constraints and adjoins the defined Limits of Development for Calne as shown on the map below.



Local Plan Policies Map

### Emerging Planning Policy

- 4.6 The WCS was adopted in 2015 and is therefore being reviewed. The review is termed the 'Local Plan Review'. The draft Wiltshire Local Plan (WLP) rolls forward the strategy for housing and employment delivery in the WCS, and updates the housing and employment requirements for the period 2020 to 2038.
- 4.7 There are no fundamental changes proposed to the Spatial Strategy of the Local Plan, as presented within Pre-Submission Draft (2020 – 2038) (Regulation 19) Wiltshire Local Plan (September 2023), however the draft plan pre-dates the recently published NPPF (12 December 2024). A key purpose of the WLP is to ensure the Local Plan for Wiltshire is up to date and consistent with national planning policy, however the NPPF has been updated several times during the plan making process, and there was a significant update as a result of the new Labour Government which post-

dates the aforementioned version of the WLP. The progression of the plan-making progress does benefit from certain transitional arrangements but due to the recent update to national planning policy there are significant areas that are not up-to-date.

- 4.8 The draft WLP was submitted to the Secretary of State for Housing Communities and Local Government for independent examination on 28 November 2024. The recently updated Wiltshire Local Development Scheme (September 2025) outlines that the Council expects to adopt the WLP by the end of June 2026. However, on the 17 November 2025 the WLP Inspectors postponed the hearing sessions scheduled for December 2025 due to a number of concerns in relation to the “Sustainability Appraisal, Habitats Regulations Assessment, housing need and the housing requirement, and employment land, together with the plan period”.
- 4.9 The Council suggested a further programme of work to address the concerns raised, however, the Planning Inspectorate wrote to the Council on the 27 February 2026 advising that the Council should either (i) withdraw the Local Plan from examination or (ii) request that the Inspectors draft a final report (which would recommend non-adoption). A copy of the WLP Inspectors letters can be seen at Appendix B. The Council will not therefore have an up-to-date strategy or Local Plan to address and plan for its housing need for years to come.

## 5.0 KEY ISSUES AND PLANNING ASSESSMENT

5.1 In light of the context of the site and relevant national and local planning policies the key material planning considerations are considered to be:-

- i) Principle of Development
- ii) Design & Impact on Local Landscape Character
- iii) Impact and Residential Amenity
- iv) Impact on Highway & Pedestrian Safety
- v) Impact on Ecology
- vi) Environmental Impact

### **Principle of Development**

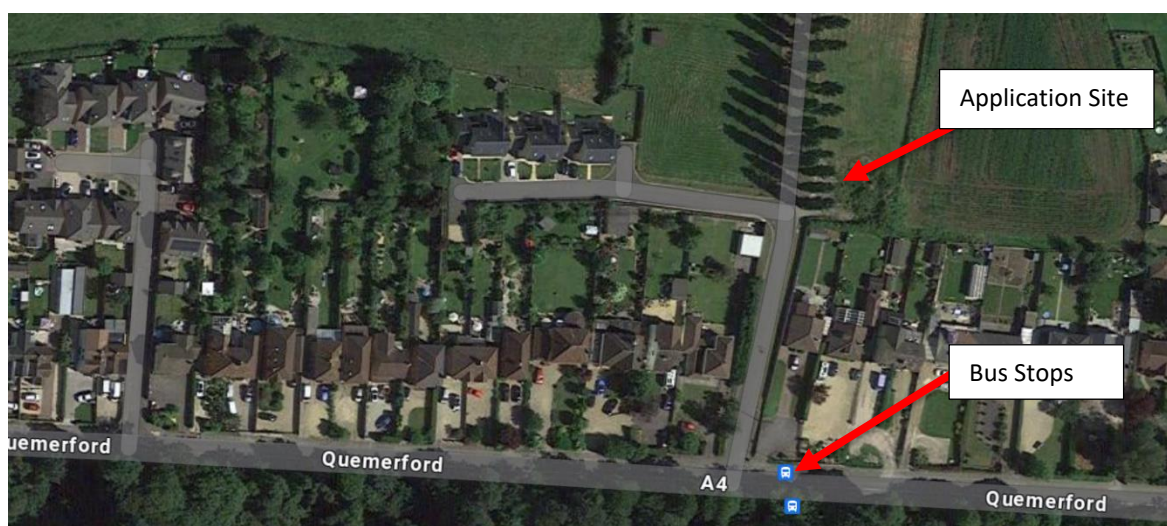
#### **Site Sustainability**

5.2 The WCS includes a Spatial Strategy which sets the foundations for how 'sustainable development' is defined and applied within Wiltshire. It has three key elements; a Settlement Strategy, Delivery Strategy and Infrastructure Requirements. The settlement and delivery strategies define where development will be the most sustainable across Wiltshire's settlements. The WCS states that "If a development proposal does not accord with the Core Strategy it is deemed unsustainable and will not be supported" (WCS, paragraph 47).

5.3 Core Policy 1 'Settlement Strategy' and Core Policy 2 'Delivery Strategy' of the WCS outline that there is a presumption in favour of sustainable development within the Principal Settlements, Market Towns, Local Service Centres and Large Villages and development should be restricted to within the Limits of Development other than in exceptional circumstances as set out within the relevant core policies contained within the plan, i.e. the 'exception policies'. Policy H1 'Housing Within Settlement Boundaries' of the CCNP2 provides support for small windfall housing proposals provided they accord Core Policy 2 of the WCS and are of an

appropriate design and respect the established landscape / townscape character.

- 5.4 The application site lies within the suburb of the town on Calne known as Quemerford. The town is classified as a 'Market Town' by the WCS which specifies that Market Towns have the potential for significant development that will increase the jobs and homes in each town in order to help sustain and where necessary enhance their services and facilities and promote better levels of self-containment and viable sustainable communities.
- 5.5 The site falls outside the Limits of Development for Calne, as shown on the Local Plan Policies Map above, however it adjoins the built up area and the Limits of Development. The site is not remote or isolated and is already served by a safe and suitable access road that serves the existing properties to the west of the site. The site is also accessible on foot and via public transport. The map below identifies the position of the bus stops immediately next to the side entrance onto the A4 road. Furthermore, future occupiers of the site will benefit from the same services and facilities available to existing properties within the settlement.



Aerial Photograph (Source: Google Earth 2023)

- 5.6 The appeal decision (ref APP/Y3940/W/23/3315399) associated with a former application on the site acknowledged the sustainable credentials of the site. The Inspector stated the following –

*“I note the services that are available in Quemerford, including a primary school of Holy Trinity, a public house, local shop and post office, play area, church and a number of local businesses and employment opportunities. I also acknowledge the proximity of Calne, and the bus stops situated nearby, which offers services to the surrounding towns. However, despite the sustainability credentials of the site, it remains classed as open countryside and in conflict with the adopted development strategy” (par 8).*

- 5.7 The site is considered to be a sustainable location for future growth due to its location and the services available to future occupiers of the site. Its position outside the defined Limits of Development is acknowledged, however it is considered that there is no other harm associated with the revised proposal, as outlined within the following sections, and the weight to be given to the conflict with the Spatial Strategy of the Local Plan should be significantly reduced because the ‘tilted balance’ is now engaged as explained below. It was also acknowledged within the Committee Report for application PL/2024/09508 that limited weight should be placed on the settlement boundaries within the planning balance.
- 5.8 The NPPF seeks to ensure that “The planning system should be genuinely plan-led” (paragraph 15). However, due to the sustainable location of the site and lack of site specific harms, and within the context of the presumption in favour of sustainable development, it is considered that planning permission should be granted when considering the overall planning and tilted balance. This was the conclusion reached by Officers and the Northern Area Planning Committee on the similar scheme presented under application PL/2024/09508, and there are no other material planning considerations associated with this current proposal that would enable a different conclusion to be reached. The key site specific material planning considerations are considered within the following sections.

#### Design & Impact on Local Landscape Character

- 5.9 The NPPF states that good design is a key aspect of sustainable development and policies and decisions should contribute to and enhance the natural and local environment. These objectives are reflected within Core Policies 51 and 57 of the WCS which seek to secure high quality

design in all development and ensure there is no harm to landscape character. They are also reflected within policies BE1 and NE5 of the CCNP2 which require new development to reinforce local distinctiveness and respect the pastoral setting of the settlement.

- 5.10 The previous application (reference PL/2022/05274) on the application site, which was part of a larger site seeking permission for 4 dwellings (two to the east of Public Right of Way ref CLAN21 and two to the west), sought outline planning permission only with both the Council and PINS commenting that further details of siting, design and appearance would enable a full assessment to be made and the perceived harmful impacts to neighbour amenity or the local environment to be alleviated.
- 5.11 The proposed development the subject of application PL/2024/09508 for two dwellings west of Public Right of Way ref CLAN21 (now registered as Nos. 279a and 279b and under construction) were designed to ensure the dwellings respect the established built environment, and in particular draw on the layout, plot ratio, scale, design and appearance of the dwellings at Nos. 277 – 279. The Council agreed the scheme would be of a high quality design and provided the following observations within the Committee Report:

*“The character is, therefore, considered to strongly match those of the neighbouring dwellings and will connect to the existing infrastructure. The properties are concealed from the main road by being behind numbers 271-275. It is considered that the proposals will have a very limited impact on the street scene. The public right of way, CLAN21, will pass immediately to the east of the site along the access road leading to these properties and then on past towards Common Farmhouse. This driveway is tree-lined, however, views are free and clear between the trees. The proposed dwellings will be in full view from this public footpath, however, it is considered that given the existence numbers 277, 277a and 279 the addition of two dwellings of similar style within the obvious gap along the formed road would not appear incongruous or out of context.*

*The character and design of the proposed dwellings are considered to be in keeping with the immediate surroundings and would not cause harm to the street scene”.*

- 5.12 The two semi-detached bungalows currently proposed have also been specifically designed following a landscape led approach to ensure they

are appropriate for the site and in-keeping with the established built environment, thus addressing the previous comments on the Planning Inspectorate.

- 5.13 The Inspector, who considered the appeal against the Council's refusal of outline planning permission for 4 dwellings, found that the appeal site is a sensitive edge of settlement parcel of land which positively influences the pastoral setting of Calne. The proposal would cause harm to the character and appearance of the area, permanently eroding the positive contribution the appeal site makes to the pastoral setting. It was concluded that the development would appear incongruous within its rural landscape and would contrast with the more established grain and character of the local area.
- 5.14 The current application seeks full planning permission and presents full details of the scheme, including a comprehensive landscape scheme and full professional assessment to address the comments of the Inspector and demonstrate the limited impact it would have on established townscape and landscape character. The aerial photograph included below shows the established pattern of development. While it is recognised that Qumereford is of a linear built form along the A4 road, there is significant backland developments and cul-de-sacs behind the linear ribbon development along the northern side of the A4. The provision of two dwellings respect this established character and will not encroach further north into the open countryside.
- 5.15 The marked up aerial photograph below identifies the position of the site and it can be seen that backland development is a key characteristic of the local built environment within the immediate context of the site. An analysis of the build environment reveals that within the immediate area of the application site (200m each way of the site), there are 31 houses built behind 38 houses.

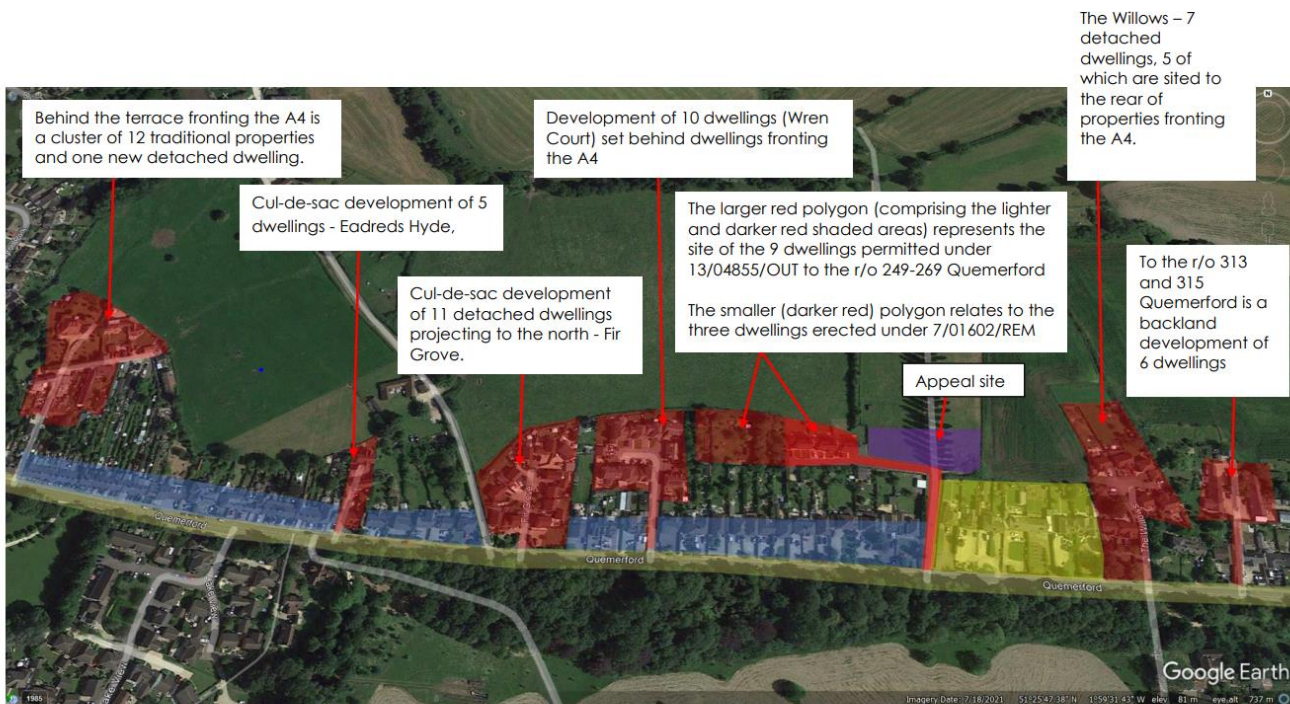


Figure 8: Aerial photograph showing position of appeal site in relation to surrounding development types

Map: Identifying Layout and Character of the Built Environment (source: Appeal Statement for appeal ref 3315399)

5.16 The Council's assessment of application PL/2024/09508 aligned with the above and there was no objection from a design or landscape perspective for the dwellings proposed on the site west of the Public Right of Way. The Committee Report noted the following:

*"The previous application was largely refused due to its impact on the landscape where significant harm was considered by the planning inspector at the time. Wiltshire's Landscape officers were not consulted on the previous application. The Landscape officer has made significant comments on this application which have been included in this report verbatim.*

*It is considered that the application site is located directly behind and next to existing properties with tarmac roads immediately to the south and separated by the tree line to the east. In itself, the site is bracketed by development and whilst the farmhouse is some distance to the rear, it is clearly visible when standing to the front of the site. The trees lining the driveway/public footpath further enclose the site and remove it from the wider landscape limiting the impacts of this development from harming the wider landscape.*

*As commented upon by the Landscape Officer, mitigation measures are proposed within the application and can be conditioned as part of any*

*approval decision. The proposals also include biodiversity net gains, in line with government legislation which will further enhance the the area to the rear of the dwellings enhancing the buffer between the built form and the public footpath that runs to the north of the site near Common Farmhouse.*

*Overall, as per the detailed comments of the Landscape Officer, it is considered that the proposals do not cause significant harm to the landscape and would not have any tangible effect on the designated National Landscape over 1000m away, double the distance of the buffer surrounding the National Landscape.”*

- 5.17 The development currently proposed, the same as the previously approved scheme adjacent, would permanently change the character and appearance of the site from its current undeveloped condition to that of residential development, however the site is a small part of the larger field which will not be developed. The proposal represents a small and well contained development that will not encroach further north into the countryside than existing development as shown of the map above. The development includes a detailed planting scheme that will clearly defined the northern boundary of the site and will improve the transition between the built environment and open countryside.
- 5.18 The impact on landscape character and visual amenity is explored in detail within the supporting Landscape and Visual Technical Note (February 2026) by WHLandscape. The report first draws attention to the planning history of the site and refers to the comments of the Council’s Landscape Officer on the previous application adjacent to the site, reference PL/2024/09508. The view of the Council’s Landscape Officer is considered of fundamental importance to this current proposal and the previous observations are relevant. The full consultee response can be seen in Appendix C but the following extracts are key:

*“Whilst development on a greenfield site outside the settlement boundary can be considered harmful to the countryside and Core Policy 51 requires development to prove that it can ‘conserve and enhance’ landscape character Core Policy 51 cannot be considered a ‘nil detriment’ policy whereby it can be used to prevent any form of development in a green field site if that development is in keeping with the character of the local area, as it clearly states that any negative impacts caused by development ‘...must be mitigated as far as possible through sensitive design and landscape measures...’*

*This then requires a review of the landscape character of the site and the potential visual impacts of any development and how they can be mitigated. The site sits adjacent to the edge of the Calne Settlement Boundary with views from adjacent PRow characterised by the backs of houses that face onto the A4 or the three new properties that have been subsequently built to the rear of the original linear development along the London to Bristol Road. These views are broken up to some extent by intervening hedgerows and trees, the more so as you move further away from the settlement boundary. This character can be clearly denoted by the characteristic viewpoints as assessed in the submitted Landscape Visual Appraisal accompanying the application. The balance to be struck in determining whether a landscape objection should be raised to the application is whether the proposed development including its landscape mitigation measures would prove substantially harmful to the overall character of the landscape and the setting of any important designated features in the vicinity. ...*

*The proposed housing is of a type and scale that is similar to the adjacent new build properties and the properties that sit along the A4 and therefore I cannot see that if this development went ahead that it would have a particularly detrimental impact on the local townscape as there is no adjacent conservation area or listed structure nearby.*

*Whilst both Core Policy 51 and Calne Neighbourhood Plan Policy NE2 state that the protection of tranquillity is an important landscape consideration, due to the extant nature of the three new build properties already using the vehicle access route proposed for these two additional houses I do not feel that a strong enough case can be made that the existing levels of tranquillity would be so further undermined by this development as to warrant an objection in this regard”.*

- 5.19 The Landscape and Visual Technical Note (February 2026) by WHLandscape goes on to describe the baseline landscape character of the current site and its visibility. The report notes that “Overall, while the proposed development will likely see a visible change within the local landscape, the effect on the visual amenity and visual character of the receiving landscape is likely to be limited, with the receiving landscape being one where backland residential built form is already a visual component of the edge of Quemerford”.
- 5.20 The report utilises the initial appraisal and provides a series of recommendation in relation to the siting, design and height of any proposed dwelling, along with the access arrangement. A comprehensive landscape mitigation strategy and enhancement plan is also provided, as shown below. The purpose is to give confidence that the landscape setting

and sensitivity of the local area, in conjunction with the potential visual effects, have been appropriately considered, and are not a barrier to development on the application site. The development will offset the loss of the single tree by planting a number of trees and will ensure other existing trees are retained by having no development within their root protection areas.



Proposed Landscape Parameter Plan

5.21 The proposed development has been designed in accordance with the recommendations within the report, as shown on the drawing above, and is truly a landscape led development. The report considers the proposal and provides the following assessment; “Although, development on the site would introduce a new area of built form onto the settlement edge, it is in a location that defined by backland development, with the most recent permission being approved in in 2024. While development in this area (as part of a larger application) was refused in 2022, it is important to note that this decision was arrive at without any input from the council’s landscape or urban design officers. Overall, while there will be localised changes as

a result of the development of the site, this would not be contrary to the established landscape and visual character of the area, in particular that associated with the residential edge of Quemerford and the transition between the urban and rural landscapes at the urban fringe”.

- 5.22 The proposed development has been carefully considered and designed and can be accommodated without any landscape harm or conflict with the design and landscape policies of the WCS and CCNP2. The proposed landscape mitigation and enhance strategy, as shown on the Proposed Landscape Parameter Plan, can be secured via condition and a full planting specification and landscape managed plan also provided via condition.

#### Impact and Residential Amenity

- 5.23 A key aspect of good sustainable design is to ensure that new developments result in places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users (NPPF, par 135). This objective is reflected within Core Policy 57 of the WCS which seeks to ensure that new developments have regard to the compatibility of adjoining buildings and uses, and consider the impact on the amenities of existing occupants, and ensure 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).
- 5.24 The proposed dwellings would be site to rear (north) of Nos. 281 and 283, however due to siting, design and orientation of the proposed dwellings there will be no unacceptable impacts on the amenities of the residents of existing properties as a result of overlooking or overshadowing etc. The proposed residential units will be singles storey and while there will be accommodation in the roof there will be no windows within the front roof plane. Furthermore, there will be over 40m between the proposed dwellings and the existing dwellings at Nos. 281 & 283, both of which are bungalows, which is a sufficient distance (much greater than the minimum

industry standard) to ensure that both the privacy and outlook of the existing occupants would be preserved and the future occupants of the proposal would also have an acceptable level of privacy and outlook.

- 5.25 It is also considered that the use of the existing access track would not lead to an unacceptable level of noise or disturbance to the occupiers of existing dwellings. The Inspector considering the previous appeal concluded that “it is not considered that the increased number of movements along the access would be materially harmful to the existing living conditions of Nos 275 and 281”.

#### Impact on Highway & Pedestrian Safety

- 5.26 Core Policy 60 ‘Sustainable Transport and Core Policy 61 ‘Transport and New Development’ seek to ensure that new development is as sustainable as possible in terms of its location and design and is capable of being served by safe access to the highway network. The proposed development would utilise the existing access route which serves the existing access into the site and provides safe access to the A4 road. There would be no requirement to provide new or improved highway infrastructure and sufficient parking spaces, to comply with the Council’s Parking Standards, would be provided within the site to serve each property.
- 5.27 The previous application (ref PL/2022/05274), which was for four dwellings, was supported by a Highway Statement Technical Note by Cole Easdon which concluded that “there will be no severe residual cumulative impacts resulting from the proposed development nor an unacceptable impact on highway safety and that, accordingly, this application should not be prevented or refused on highways grounds. The Technical Note has been resubmitted as a background document in support of this current application.
- 5.28 In light of the above, the proposed development is considered to fully comply with Core Policies 60 and 61 of the WCS.

## Impact on Ecology

- 5.29 The NPPF advises that new developments should protect and enhance biodiversity and geodiversity (paragraph 185) and Core 50 'Biodiversity and Geodiversity of the Local Plan outlines that 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. Where it has been demonstrated that such features cannot be retained, removal or damage shall only be acceptable in circumstances where the anticipated ecological impacts have been mitigated as far as possible and appropriate compensatory measures can be secured to ensure no net loss of the local biodiversity resource.
- 5.30 The application site consists of a small area of agricultural land which is not covered by any local, national or European nature conservation designation. The site has limited ecological value, however the application is supported by an Ecological Appraisal (February 2026) by Malford Environmental Consulting. The report confirms that at the time of inspection the site was being used as a temporary construction compound, with a very small fringing area of species-poor grassland, a garden hedge along the southern boundary and a row of Lombardy poplar trees along the western boundary. The report goes on to state that "The development site is totally unsuitable for supporting ground nesting birds, reptiles and great crested newt / amphibians. The two poplar trees have not supported nesting birds and the southern boundary garden hedge will be retained. It is considered that the integrity of any surrounding habitats, communities or species will have negligible-very low reliance upon the habitat associated within the development site".
- 5.31 In terms of the requirement to secure Biodiversity Net Gain (BNG), it has become mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). The requirement is to deliver 10% BNG. Core Policy 50 'Biodiversity' of the

WCS outlines that new development should seek opportunities to enhance biodiversity. The proposed development will not have an adverse impact on protected species albeit ecological enhancement measures are recommended within the Ecological Appraisal which can be secured via a condition of any planning permission that may be granted. The development involves the construction of two self-build units therefore it is exempt from the statutory 10% BNG requirement. A Unilateral Undertaking to secure the self-build element will be submitted if considered necessary by the Council.

### Environmental Impact

- 5.32 The Council has a Climate Strategy which seeks to reduce emissions and work towards making Wiltshire carbon neutral and the draft sustainable construction and carbon neutral policies within the emerging Wiltshire Local Plan will play a key role. The Core Policy 41 ‘Sustainable Construction and Low-Carbon Energy’ policy of the WCS and Policy C2 ‘Sustainable Construction and Energy’ do however encourage new development to incorporate design measures to reduce energy demand, and retrofitting measures to improve the energy performance of existing buildings. The dwellings are designed to meet the objectives of these policies by being built to be as energy efficient as possible through the use of appropriate materials and construction method, and will include photovoltaic panels as shown on the proposed elevations plans.
- 5.33 The site does not lie within a flood zone and is not a risk of flooding but Core Policy 67 ‘Flood Risk’ of the WCS seeks to ensure that all new development 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. The site does not currently have any formal drainage infrastructure however the proposed surface water will be managed on site and released via soakaways. The final scheme can be secured via a condition of the planning permission.

## 6.0 HOUSING NEED & STATUS OF THE LOCAL PLAN

### Housing Need & Land Supply

- 6.1 The NPPF states it is important that a sufficient amount and variety of land can come forward where it is needed to support **the Government's objective of significantly boosting the supply of homes**" (emphasis added) (paragraph 61). The level of need identified within the development plan should not be seen as an upper limit, and new development that is otherwise sustainable should not automatically be refused, in particular in the context of the recent NPPF updates and the Council's housing land supply position.
- 6.2 The Council's most up to date Housing Land Supply Statement details that it has 2.42 years of deliverable housing land supply. A copy of the document can be seen in Appendix D. The intention of the emerging Wiltshire Local Plan (WLP) was to identify future levels of need for new homes and employment land over the period 2020-2038, however, the evidence that underpins the draft WLP was prepared in accordance with the now superseded December 2023 version of the NPPF, and critically it has been found to be unsound and will not proceed beyond the Examination process.
- 6.3 Notwithstanding the above, the baseline indicative housing requirement for the Calne from 2016 – 2036 identified within draft Policy 9 Calne Market Town of the Pre-Submission Draft 2020 – 2038 (Regulation 19 (September 2023) Wiltshire Local Plan is 1230 including strategic site allocations. The neighbourhood area designation requirement is 130 dwellings. It is therefore clear that the provision of two dwellings on the application site will not conflict, but contribute towards, the Council's longer term growth plan for the settlement.
- 6.4 The Council will not however be able to demonstrate a five year Housing Land Supply position for years to come and therefore its previous Briefing Note (No.24-20 – December 2024) (available to view in Appendix E), which set out the implications of the new NPPF and revisions to the standard

methodology on its housing land supply position, comes into greater focus and carries even greater weight when considering applications for residential development. It explains that due to the change to the standard methodology, which is used to calculate local housing need, the number of homes the Council must plan for on an annual basis has increased from 1,917 to 3,525 (the annual Local Housing Need figure), an increase of 84%.

- 6.5 The Briefing Note explains that “the changes to the NPPF now require Wiltshire to demonstrate a five-year housing land supply, including a 5% buffer, and must apply the revised Local Housing Need for decision-taking immediately”. When the revised Local Housing Need figure is considered against the Council’s Housing Land Supply figures which can be delivered within five years, it results in a 2.03 years supply (now 2.42 years supply).
- 6.6 The Council therefore confirms that the tilted balance should be applied to housing applications and highlights that **“the magnitude of the shortfall in supply is now substantial and the weight to be given to improving housing supply greater compared to when the council had a more marginal supply”** (emphasis added). The Council also advises within the Briefing Note that the application of the presumption in favour of sustainable development should be considered within the national aim of radically boosting the supply of housing.
- 6.7 In terms of the implications for plan-making, the Council confirms that because the housing requirement in the emerging Local Plan will meet less than 80% of the revised Local Housing Need, the Council will be expected to begin work on a new Local Plan promptly. However, when the new Local Plan is adopted, the five-year Housing Land Supply position will be determined based on the previous Local Housing Need calculation, albeit the updated NPPF requires a 20% buffer to be added, which in essence will require a six-year Housing Land Supply position to be demonstrated.
- 6.8 The Director of Planning clearly advises within the Briefing Note that “To meet this increased buffer, the council will need to continue to approve

planning applications to ensure a sufficient housing land supply can continue to be met at, and beyond, this date” (emphasis added).

### Status of the Local Plan

- 6.9 It is recognised that the proposed development does not strictly align with the Spatial Strategy of the WCS due to the ‘countryside’ location of the site, albeit the current site is not considered to be ‘isolated’ or an unsustainable location for future growth as outlined above. However, the Spatial Strategy of the WCS is now out of date and the Council has a significant housing land supply shortfall.
- 6.10 The Council’s Housing Land Supply position and the weight to be attributed to the Spatial Strategy of the WCS was under focus at an appeal early last year (reference 3345598 / 21 January 2025) for a residential development on land at Glenmore Farm, The Ham/Hawkeridge Road, Westbury. A copy of the appeal decision notice can be seen in Appendix F. The Council did not defend the appeal due to its Housing Land Supply Position, and the Inspector stated the following within the decision notice dated 21 January 2025 :-

*“41. Aside from the emerging Local Plan, which has only just been submitted for Examination, there is no other obvious remedy to the shortfall in the short or medium term. This overall position indicates that **the development plan is failing to meet its strategic challenges**. Thus, its **settlement strategy and limits of development are not working effectively**. These policies are therefore of **limited weight**, as is the **conflict with them**.” (emphasis added)*

- 6.11 In light of the above, due to the age of the WCS and the substantial shortfall in housing land supply, it is considered that limited weight should be attributed to the conflict with the Spatial Strategy of the WCS, which as noted above is not working effectively and is failing to deliver housing in a strategic plan-led way. This conclusion is important and is considered further below within the Planning Balance section.

## 7.0 PLANNING BALANCE

### *The Presumption in Favour of Sustainable Development*

- 7.1 The NPPF specifies that “So that sustainable development is pursued in a positive way, at the heart of the Framework is a **presumption in favour of sustainable development** (paragraph 11)” (Paragraph 10). The relevant extract from Paragraph 11 is included below for clarity:-

For **decision-taking** this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date<sup>8</sup>, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance<sup>7</sup> provides a strong 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, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination<sup>9</sup>.

- 7.2 The policies which are the most important for determining the current planning application (Core Policies 1, 2 and 8) are out of date due to the age and status of the WCS. Furthermore, the Council is unable to demonstrate a 5 Year Housing Land Supply as noted above. As a result, the presumption in favour of sustainable development as set out at Paragraph 11d of the Framework is engaged, so permission should be granted unless 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.

- 7.3 There are no policies within the NPPF, which aim to protect areas or assets of particular importance, that provide a strong reason for refusing the proposed development. The tilted balance is therefore engaged and is considered below, after considering the implications of the ‘made’ CCNP2.

### The Neighbourhood Planning Process

- 7.4 The NPPF advises, at Paragraph 14, that “In situations where the presumption (at paragraph 11d) applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the neighbourhood plan is likely to significantly and demonstrably outweigh the benefits, provided the following apply:
- a) the neighbourhood plan became part of the development plan five years or less before the date on which the decision is made; and
  - b) the neighbourhood plan contains policies and allocations to meet its identified housing requirement (see paragraphs 69-70).”
- 7.5 The NPPF advises at Paragraph 69 that “Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. The requirement may be higher than the identified housing need if, for example, it includes provision for neighbouring areas or reflects growth ambitions linked to economic development or infrastructure investment. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations”.
- 7.6 The CCNP2 was ‘made’ in March 2025 however it does not contain policies and allocations to meet its identified housing requirement. The Plan specifically mentions it will be explored within a future iteration of the CCNP. The tilted balance is therefore not affected by the scope and status of the local Neighbourhood Plan.

### The Tilted Balance

- 7.7 It is recognised that the tilted balance was applied to the assessment of the previous planning application (ref PL/2022/05274) for 4 dwellings

where the Planning Inspectorate found that the adverse impacts of the proposed development would significantly and demonstrably outweigh the benefits. The conclusion was heavily influenced by the landscape impact of the proposal and the Council's marginal housing land supply shortfall. The Inspector noted that the proposal would be "contrary to the aims of the Framework in regard to achieving sustainable development, most notably to protect and enhance our natural environment, and ensuring development would be sympathetic to local character, including the surrounding built environment and landscape setting" (par 28).

- 7.8 This application has sought to address the areas of concern through the submission of a full planning application with full design and landscape details, including a professional analysis by a Landscape Consultant. The application demonstrates through a detailed Landscape and Visual report that the "development can be undertaken so that the proposed residential development will integrate into the receiving landscape, maintaining the established character of Quemerford urban/rural interface without being visually intrusive, or having detrimental impact on the appearance or the landscape character of the area within which it is located". This conclusion is critical when considering the overall tilted balance.
- 7.9 The application proposal would result in the provision of two new dwellings that would contribute towards the deficit in the Council's five year housing land supply. It would be a social benefit "which would be a significant benefit and would go towards helping address the Council's housing shortfall" as previously confirmed by PINS in the previous appeal decision (par 29). The self-build nature of the dwellings should also be given significant positive weight within the overall planning balance.
- 7.10 The NPPF recognises that "Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly" (paragraph 69). The proposal is deliverable within a short timeframe which will ensure it contributes to the shortfall in the Council's housing land supply.

- 7.11 The development would also produce short term benefits to the construction industry and the development would also generate ongoing revenue for the Council from Council Tax etc.. There will also be further modest benefits that would result from the additional support to the vitality of the local community from the future occupiers of the development.
- 7.12 In terms of the harms, the conflict with the plan led approach because the site is not allocated within the Local Plan and outside the Limits of Development is recognised. However, as noted above, limited weight should be attributed to this factor within the overall planning balance because Core Policies 1,2 and 8 are now out of date. It is also important to recognise that the site is within a sustainable location and the development would not result in any site specific harms or to the wider environment that cannot be adequately mitigated. The sustainable location of the site was recognised by PINS in the previous appeal decision, the Inspector noted “There would be some sustainability credentials associated with the proposal regarding its location, and the proximity to the PROW would offer some accessibility to leisure opportunities for future occupants” (par 29).
- 7.13 The Council has previously acknowledged that it needs to address housing supply and has issued delivery briefing notes setting out its approach to dealing with the issue, namely-
- Wiltshire Council Briefing Note: Housing Land Supply No.24-18 (September 2024); and
  - Wiltshire Council Briefing Note: 5 Year Housing Land Supply and Housing Delivery Test No.23-15 (May 2023) and 24-13 (June 2024)
- 7.14 These documents advise that the Council should positively consider speculative applications where there are no major policy obstacles material to the decision other than a site being outside settlement boundaries or unallocated. Thus, a breach of the settlement boundary alone does not preclude development. While the proposed dwellings would conflict with the WCS settlement strategy due to the location of the

site outside the Limits of Development, there are no other policy obstacles or any unacceptable harm identified. It is therefore considered the Council's own strategy to address its housing land supply shortfall provides support for the proposed development. This was recognised and quoted within the Committee Report for application PL/2024/09508 which can be seen in Appendix A.

- 7.15 The proposed development would contribute towards the Government's aim of significantly boosting the supply of homes in a sustainable location and it is considered that when considering the overall tilted balance, there would be no adverse impacts that stem from the development that would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

#### Wiltshire Council 'Tilted Balance' Assessment

- 7.16 The Council's overall planning balance / tilted balance assessment of the previous planning application adjoining the site last year is considered material to the assessment of this current planning application. The amount of development, the site context, and the planning policy context is the same. The weight to be given to the planning benefits of the scheme should therefore be the same, if not greater considering there is now an even greater need for housing locally albeit the Council does not have an emerging new Local Plan.. The previous assessment was as follows:

*"Considering the development against Paragraph 11d) ii., it is necessary to carry out a balancing exercise to determine whether the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits.*

*In this case, **significant weight** must be given to the benefits of adding to the housing supply. **Significant weight** should also be given to the fact that it is a small site which could be delivered relatively rapidly, and small sites are essential for small to medium enterprise builders in accordance with paragraph 73 of the NPPF.*

***Positive weight** must also be given to the **benefits of vitality and supporting local services** both during and post-development in accordance with paragraph 83 of the NPPF.*

***Positive to significant weight should be given to the Ecological and biodiversity improvements included within the application which would be secured via conditions on any permission.***

*Significant weight should still be given to the deviation from the policies of the Wiltshire Core Strategy, however, the application site is adjacent to the settlement and is, therefore, considered **not to be an egregious breach of policy**.*

*The application site is considered to conform with Core Policies 41, 45, 50, 51, 57, 61 and 62. The application also conforms with the Wiltshire Design Guide and the National Design Guide and the Wiltshire Local Transport Plan. Complying with these policies and policy documents should all be given significant weight.*

*The proposals, technically, do not conform with core policy 60 (Sustainable Transport) as the site is outside the settlement boundary. Similarly, to Core Policy 1, 2 and 8 this breach is considered to be **non-egregious as the site is adjacent to the settlement boundary**.*

*As stated earlier in this report, “The Council will positively consider speculative applications where there are no major policy obstacles material to the decision other than the site being outside the settlement boundaries or unallocated”*

*On balance it is, therefore, considered that whilst the site is outside of any settlement boundary all other material considerations are not considered to cause harm with some offering clear benefits. The only major policy obstacle, therefore, would be the site being outside the settlement boundary and not being an allocated site. Due to the tilted balance engaged by paragraph 11d of the NPPF, **it is concluded that the application would make a contribution to the considerable housing shortfall without causing significant material harm to other policies within the local plan**. It is, therefore, recommended that planning permission be approved subject to conditions.” (emphasis added)*

#### Other Wiltshire Council Examples

- 7.17 The Council has recently granted permission for a number of dwellings outside but adjoining the Limits of Development of settlements identified for growth when considering the overall tilted balance. One example is an application for permission in principle, reference PL/2022/02032, on the 19<sup>th</sup> May 2022 for the erection of one dwelling on land at Greenacres, Blounts Court, Potterne, Devizes, SN10 5QF. The site is outside but adjacent to the Limits of Development drawn for the Large Village of Potterne. The Council identified conflict with the development plan due to

the position of the site outside the Limits of Development, however when applying the tilted balance, it was concluded that there would be no adverse impacts of approving the development that would significantly and demonstrably outweigh the benefits. The key application documents can be seen in Appendix G.

- 7.18 This case is considered to be material to the assessment of the current application because the harm identified was the change to landscape character and the conflict with the Spatial Strategy of the Local Plan although these harms did not significantly and demonstrably outweigh the benefits. The Case Officer provided the following appraisal:-

Adverse impacts

*10.4. Development Limits are established in order to prevent uncontrolled and unplanned expansion of settlements into the open countryside. There would be an adverse impact arising from then incremental growth of the village into the countryside. The site is not within a protected landscape and would not be prominent in long views. As noted above the development would relate relatively well to the existing built form of the village and nearby dwellings, and the adverse impact in this respect would be very limited. Considering the matters of location, land use and the amount of development, there are no other inevitable significant adverse impacts identified that would arise at technical details stage.*

Benefits

*10.5. The provision of an additional dwelling would be of limited, but nonetheless significant benefit in the light of the government's objective of significantly boosting the supply of homes.*

*10.6. There would also be a small economic benefit arising from construction of a dwelling and its ongoing occupation and maintenance.*

*10.7. Weighing the above, it is concluded that there are no adverse impacts of approving the development that would significantly and demonstrably outweigh the benefits.*

11. Conclusion and recommendation

*11.1. The development would be contrary to the development plan. Material circumstances as set out above are sufficient to warrant approval of the application.*

- 7.19 An appeal against the decision of the Council to refuse permission in principle (application reference 20/04651/PIP) for the erection of one dwelling on previously developed land at Foxhill House, Clench Common, Marlborough, Wiltshire, SN8 4DR was allowed on the 21<sup>st</sup> May 2021. The

site is described as being part of a small cluster of properties with development beyond being more sporadic and loose knit. The site does however fall within the countryside and within the North Wessex Downs Area of Outstanding Natural Beauty. The key appeal documents can be seen in Appendix H.

7.20 The Inspector concluded that the proposed development would result in residential development outside of any settlement defined and “would not be in a suitable location for housing with regard to local housing strategy and accessibility to services and facilities” (paragraph 16). However, only moderate weight was given to the conflict and it was recognised that “The proposal would align with the Framework where it seeks to significantly boost the supply of housing and acknowledges that small-scale developments can make an important contribution to meeting the housing requirement and be built out quickly” (paragraph 32).

7.21 The Inspector went on to consider the tilted balance and concluded that the adverse impacts of granting permission in principle would not significantly and demonstrably outweigh the benefits:-

*32. The proposal would align with the Framework where it seeks to significantly boost the supply of housing and acknowledges that small-scale developments can make an important contribution to meeting the housing requirement and be built out quickly. The Framework also seeks to make use of previously developed land. Even with the shortfall identified, given the scale of the proposal this attracts limited weight.*

*33. The economic and social benefits from the build and occupation of the dwelling as well as support for local services, facilities and the community, including those in other villages would be minimal given the size of the development, and their weight in favour of the scheme is small.*

*34. The proposal would conflict with the Framework where it seeks to promote sustainable transport, actively managed patterns of growth and that appropriate opportunities to promote sustainable transport modes can be taken up. Given the scale of the scheme and associated movements, I give this moderate weight.*

*35. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications for planning permission, and therefore appeals,*

*must be determined in accordance with the development plan, unless material considerations indicate otherwise.*

*36. The proposal benefits from the presumption of sustainable development as outlined in Paragraph 11d)ii of the Framework. In this instance, the adverse impacts of granting permission would not significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.*

*37. On the basis of the individual merits of the scheme, the material considerations indicate that planning permission should be granted notwithstanding the conflict with the development plan.*

7.22 The application for dwellings and associated works on land at Rosehill Close, Bradenstoke, SN15 4LB (ref PL/2021/03235) was allowed at appeal where the impact on landscape character was considered within the overall tilted balance. The Inspector found that the proposal would be well integrated and would align well with the existing settlement pattern, but nevertheless it would be beyond the village edge and would encroach onto an area of open countryside. The key appeal documents can be seen in Appendix I, however, the following conclusion was reached when the tilted balance was applied:

*31. The four dwellings proposed would be a small but important contribution to the existing housing shortfall. ...*

*32. The Council and interested parties do not consider that the shortfall in housing supply is significant and the proposal's modest number would be limited in contribution. However, the starting point of the Framework's presumption is that permission should be granted and the Government's objective is to significantly boost the supply of homes.*

*33. The additional homes would to a small extent help the vitality of the village and support the small number of local services. The scheme may also benefit the facilities in the nearby village of Lyneham through increased spending by future occupiers. These factors would align favourably with Paragraph 79 of the Framework. ...*

*35. The adverse impacts associated with this proposal would not be great. They therefore do not significantly and demonstrably outweigh the benefits of four additional homes when assessed against the policies in the Framework taken as a whole. As a result, the presumption in favour of sustainable development should be applied.*

...

*44. The proposed development would be contrary to the development plan but material considerations, especially the presumption in the Framework, outweigh this conflict. Therefore, for the reasons given, the appeal should be allowed subject to the conditions in the attached schedule.*

## 8.0 CONCLUSION

- 8.1 The application seeks full planning permission for the construction of two semi-detached self-build bungalows on land to the north of No.281 Quemerford, Calne, Wiltshire, SN11 8LA.
- 8.2 The current proposal for two semi-detached self-build dwellings follows a previous application on the site which was part of a larger scheme which also included other land to the west of this current site. The land to the west was granted planning permission (reference PL/2024/09508) to construct two detached dwellings on the 20 February 2025. This current application on the remainder of the original site presents full details of a landscape led development in order to address the previous concerns of the Council and Planning Inspectorate. Furthermore, there has since been a material change in planning policy due to the Council's current 2.42 years housing land supply position, and the draft Wiltshire Local Plan being found to be unsound at the Examination stage, which alters the final planning balance assessment for this current application.
- 8.3 The proposal would result in the provision of two new self-build dwellings on a site that is well related to the built-up area of Quemerford. The proposal would contribute towards the Government's objective of significantly boosting the supply of homes and would contribute towards the Council's own strategy to address its housing land supply shortfall.
- 8.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The proposal benefits from the presumption of sustainable development (Paragraph 11.d.ii of the NPPF) which advises that planning permission should be granted unless 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.
- 8.5 The proposed development would deliver both social and economic benefits and there would be no unacceptable harm following mitigation,

other than conflict with the Spatial Strategy of the Local Plan, that would result from the development. The adverse impacts of granting permission would not significantly and demonstrably outweigh the benefits.

- 8.6 In light of the above, having considered the individual planning merits of the proposal, it is considered that the material considerations indicate that planning permission should be granted. It is therefore respectfully requested that full planning permission be granted.