

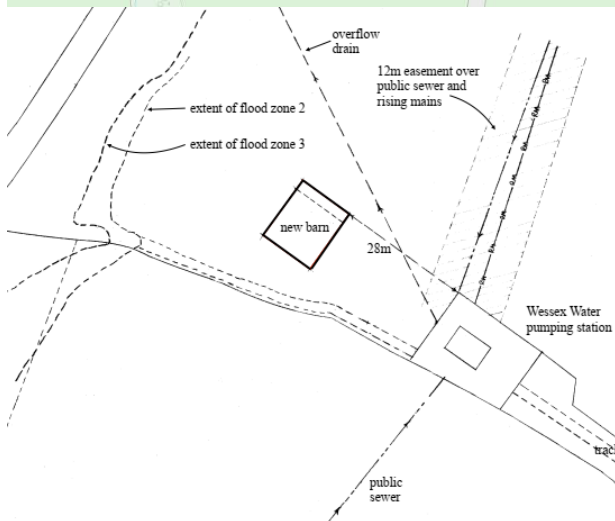
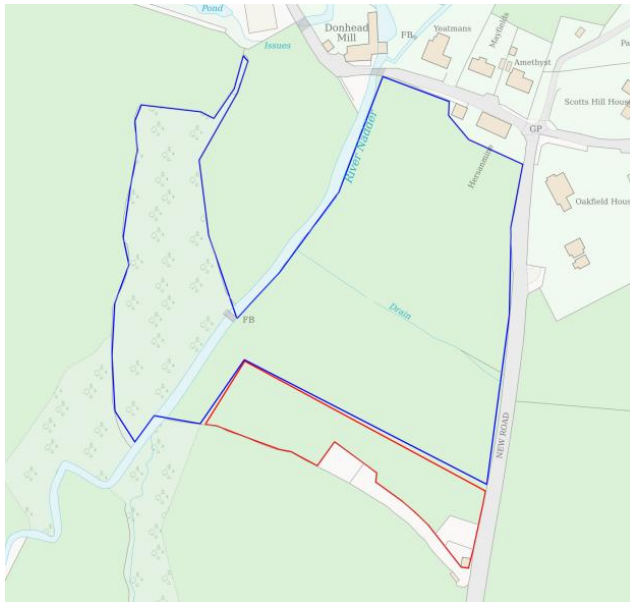
APPLICATION FOR FULL-PLANNING PERMISSION

CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2025/08847
APPLICATION TYPE:	Full planning permission
SITE ADDRESS:	Grass Paddock, Donhead St. Andrew, SP7 9EG
DEVELOPMENT DESCRIPTION:	Proposed barn to be used in association with the agricultural/equestrian use of the land
RECOMMENDATION:	Approve with Conditions

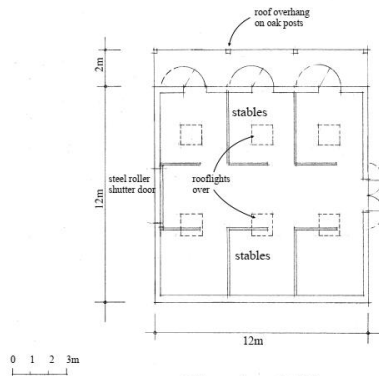
SITE DESCRIPTION/CONTEXT

The application site is a parcel of agricultural land situated in a rural area accessed off New Road in Donhead St Andrew which is situated within the countryside and wider National Landscape.

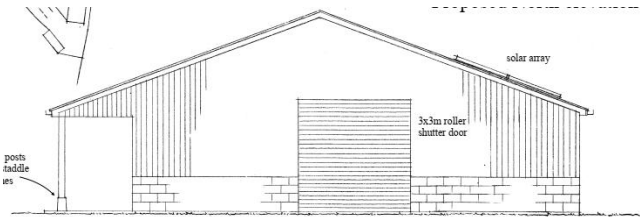


PROPOSAL

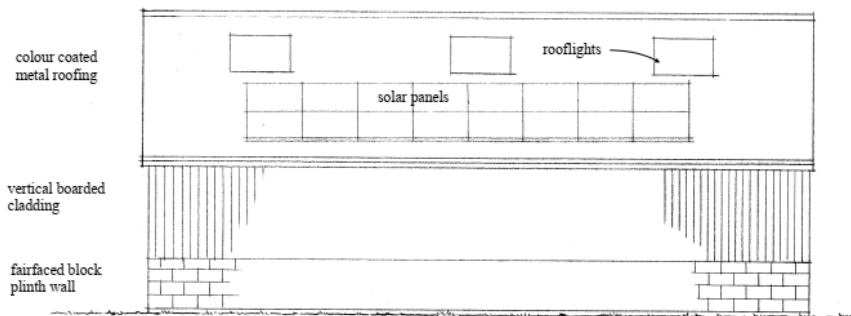
The proposal seeks approval for the erection of a barn to include stables internally for the use of the land for private equine use.



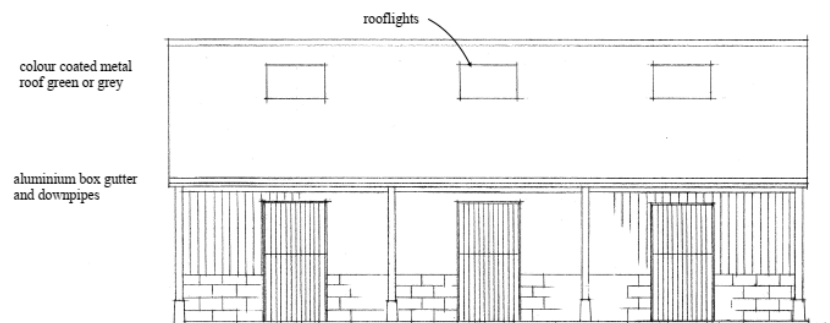
Floor plan 1:100



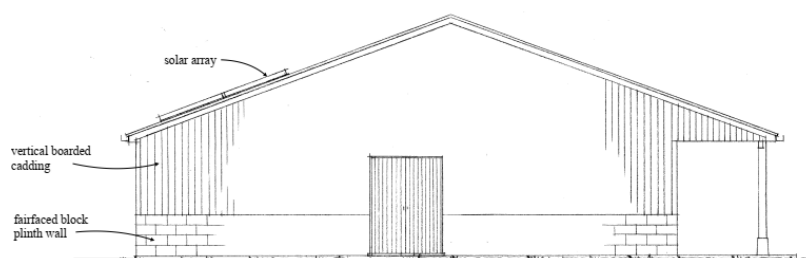
Proposed West elevation



Proposed South elevation



Proposed North elevation



Proposed East elevation 1:50

PLANNING HISTORY

Proposal / Summary
17/01779/FUL - Full planning permission Decision - Refused Date: 13/4/2017 – Proposed barn

RELEVANT LEGISLATION, POLICIES AND GUIDANCE

Statutory Legislation:

National Planning Policy:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- National Design Guide

Development Plan:

The development plan for Wiltshire comprises the *Wiltshire Core Strategy (WCS)* (adopted January 2015) and any made neighbourhood plans, which remains the principal statutory planning document guiding development across the county. In line with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning decisions must be made in accordance with the development plan unless material considerations indicate otherwise.

Though the development plan is considered as a whole, those parts deemed to be particularly relevant to this application are listed below:

The adopted *Wiltshire Core Strategy (WCS)*, with particular regard to:

- Core Policy 1 Settlement Strategy;
- Core Policy 2 Delivery Strategy;
- Core Policy 3 Infrastructure Requirements;
- Core Policy 51 Landscape
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 61 Transport & Development;
- Core Policy 62 Development Impacts on the Transport Network;
- Core Policy 63 Transport Strategies
- Core Policy 64 Demand Management
- Core Policy 67 Flood Risk;

Supplementary Planning Documents and other Guidance:

- Wiltshire Design Guide (adopted April 2024)
- Wiltshire Local Transport Plan 2011-2026, adopted 2015 - including the Car Parking Strategy and Cycling Strategy, adopted 2015

ISSUES

The main issues that need to be addressed in this case include:

- Whether the development is acceptable in principle (CP 1 and 2)
- Whether the scheme constitutes high quality design (CP 57)
- Whether the scheme would have an acceptable impact upon the reasonable living conditions of the adjoining occupants (CP 57)
- Whether the scheme would have an acceptable landscape impact (CP 51)
- Whether the proposal would have a negative effect upon highway safety, including if there is sufficient parking for the proposed development (CP 61 and 64)
- Whether the site can be adequately drained without increasing flood risk elsewhere (CP 67)

CONSULTATION RESPONSES

WC Highways: No objection

WC Ecology: No comment

Parish/Town Council: *The Parish Council object to this application because it does not include sufficient information to justify a new barn, with a change of use from agricultural to equestrian, and does not explain fully how the barn would be used. A design and access statement should provide this information, without which the Parish Council is unable to properly assess the application.*

Our understanding is that the equestrian use would be personal (as opposed to a commercial enterprise), but this hasn't been formally confirmed on the application. Another important issue is whether the barn would be attended when horses are in the proposed stable stalls (unattended horses, where no-one lives on site is considered by many as an unsafe practice, and no-one lives at this site). The application description is also confusing - the drawings clearly show a barn for horses, so the application should be assessed on the basis of an equestrian purpose and not agricultural (the application description has both).

If the application is approved, then the Parish Council request that changes/conditions be included as follows:

Firstly, any external lighting (none shown at present) to be approved by the Planning Officer and that the number of rooflights (currently six) for internal light be reduced. This is for protection of the international dark sky reserve, a feature of the Cranborne Chase National Landscape, in a large field (1.65 hectares), which is a particularly dark part of the village, currently with no other artificial lighting.

Secondly, a condition to ensure that the use of the barn is only for the equestrian purpose applied for, and that there is not scope for conversion to residential use at some future date."

REPRESENTATIONS

In accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), the application was publicised.

Below is a summary of the representations received during the consultation period. Only material planning considerations have been taken into account in the assessment of this application. Non-material issues, such as property values or private legal disputes, cannot be considered in the determination process.

One letter was received - The Wiltshire Council application form asks for “details of the proposed development including any change of use.” No change of use is referred to on this application, just “Agricultural barn”.

This is the same as application reference 17/01779 which was also for a proposed barn, in the same field, where the Officer report said that “The application proposes the erection of a ‘barn’, however the plans indicate that the barn would be used for stabling and storage therefore the application is actually for a change of use of the land to equestrian.” The plans for this current application also indicate that the barn would be used for stabling. It would be reasonable to assume therefore that this application is for a change of use.

ASSESSMENT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

"If regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise."

In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans. Consideration has also been given to the policies of the National Planning Policy Framework (NPPF) as a material consideration in the assessment.

Principle of Development

Policy Context

Core Policy 1: Settlement Strategy of the WCS establishes a hierarchy of settlements to guide where development should be focused. The policy prioritises growth in:

- Principal Settlements (e.g., Salisbury, Chippenham, Trowbridge) – main focus for strategic growth.
- Market Towns – support local services and employment; suitable for sustainable development.
- Local Service Centres – smaller towns and villages with a range of services; limited development supported.
- Large and Small Villages – development should be limited and respond to local needs.
- Outside the defined settlements – development is strictly controlled and generally not supported unless exceptional circumstances apply.

Core Policy 2: Delivery Strategy of the WCS sets out how development will be distributed and delivered across Wiltshire. The policy emphasises:

- Sustainable patterns of growth, reducing the need to travel and supporting local services.

- Development should be plan-led, aligning with the settlement strategy and supported by infrastructure.
- Windfall development (not allocated in plans) must still comply with the principles of sustainable development.
- Development outside settlement boundaries is generally not permitted, unless it meets specific policy exceptions (as set out in paragraph 4.25 of the WCS).

Together, CP1 and CP2 ensure that new development is strategically located, sustainable, and supports the character and function of Wiltshire's communities.

Donhead St Andrew is defined as a small village. The site is a privately owned paddock which appears to have had horses grazing within it for some period. Horses within agricultural rural land is common in such areas and therefore any change of use of land from Agriculture to Equestrian for private use is acceptable in principle subject to the final details of any physical changes/alterations to the land.

Design and Impact on the Character and Appearance of the Area

Policy Context

Core Policy 57 of the WCS requires high-quality design that:

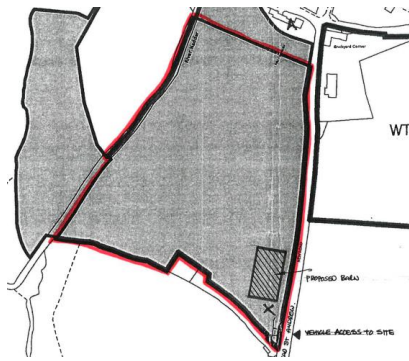
- Enhances local character.
- Responds to the natural, historic, and built environment.
- Retains important features (e.g., trees, hedges).
- Supports sustainable construction and compatibility with surrounding uses.
- Creates safe, legible, and accessible spaces.

Section 12 of the NPPF emphasises design that is:

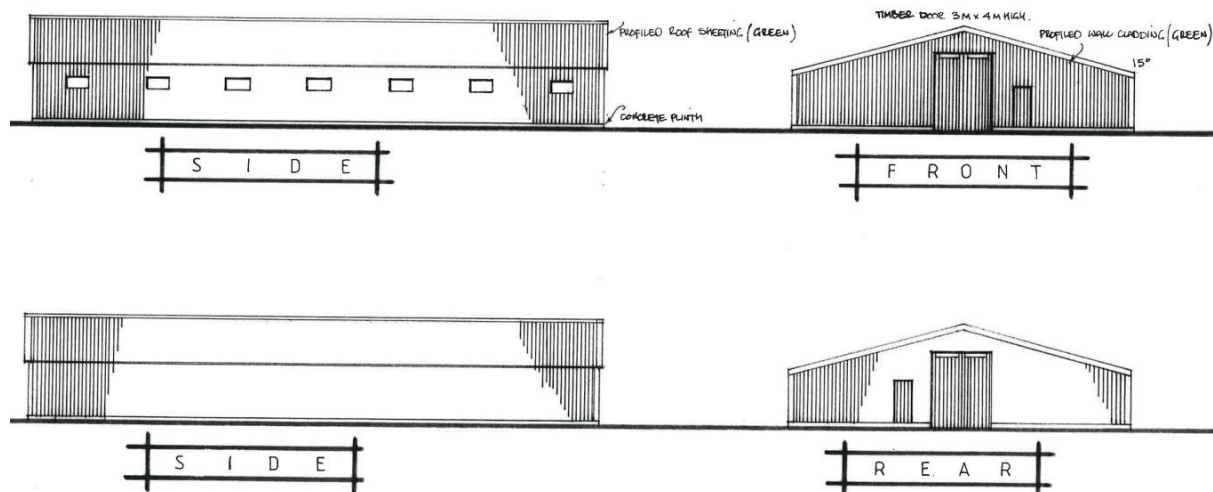
- Visually attractive.
- Functionally effective.
- Contributes to the quality of the built environment.

The Wiltshire Design Guide encourages sensitivity to local character, materials, and architectural styles and supports modern living standards while maintaining aesthetic and functional quality.

It is noted that a 2017 application for a 'barn' which included stables and a storage area, within the same field was refused due to the lack of information and confirmation of the proposed use being solely private and due to its scale could potentially result in a negative visual impact upon the area.



2017 application



2017 proposed elevations

The current proposal, although similar in proposal description, does differ regarding the proposed scale of the barn, position and officers have sought to gain additional information on the use of the land. The current design is 12m by 12m a vast reduction from the previously proposed dimensions of 18m by 30m and appears would be stepped further rearward within the site.

In addition, the agent has provided written confirmation that the proposed use is solely for personal use and has stated that the family have kept horses on this site for many years. The proposed barn would provide secure and safe stabling for the well being of the horses and they would be attended to accordingly, as per the existing arrangements.

The agent provided the following confirmation/supporting statement and additional visuals for the application:

This is a field belonging to an old village family. It currently has horses in it as it has for generations.

Points raised:

- 1). *This is not a commercial operation*
- 2). *There will be no increase in traffic movements*
- 3). *The site is well down the field by the existing sewage treatment plant largely out of any public view.*

In response to highways we have submitted a further entrance drawing. The entrance is historic, and allows the existing horse box on site to exit the road into a fenced area that allows the horse box to advance into the field without projecting into the road, turn and exit forwards to the highway. A further gate gives access to the field.



Submitted proposed visuals



Submitted proposed visuals

The overall scale, design and proposed materials are considered acceptable for such a feature within a rural setting as this. Being well stepped back within the site and with the low roof line ensures the building is not visual dominant and due to the boundary treatments on site, would be partially screened from public view due to the existing vegetation.

The third-party comments and the Parish Council comments received have been carefully considered. That is why officers requested the alteration of the proposal description during the application process and a full consult was then undertaken. The use of the land for equestrian was deemed necessary to ensure the proposal was clearer than that previously submitted in 2017. A change of use from Equestrian back to Agriculture would fall within the provisions of Permitted Development and therefore does not result in any harm to be retained within the description.

Conditions can be imposed upon any approval to ensure the barn/stabling remains for private use of the applicant only with no overnight accommodation permitted. Considering this and the above, officers consider the current application accords with Core Policy 57.

Amenity

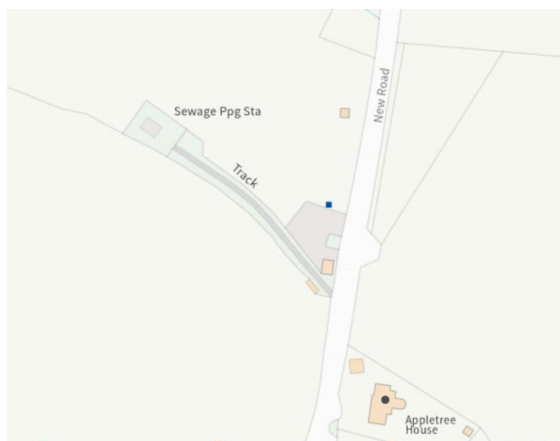
Policy Context

Core Policy 57 (Point vii) of the Wiltshire Core Strategy requires development to respect the amenity of existing occupants and ensure appropriate amenity levels for future residents.

The National Planning Policy Framework (NPPF), particularly Paragraph 135, reinforces the need for development to provide a high standard of amenity for both existing and future users.

These policies guide the assessment of amenity impacts, which will be considered in detail under the below headings.

The proposed barn would be sited at a distance away from the nearest neighbouring residential property - Appletree House which is located to the northern end of the village. Officers consider that whilst the proposed barn could be visible from the street scene, along New Road, due to the separation distances to the properties to the south of New Road, the proposal would not result in any harm upon any residential amenities which could warrant a refusal.



Highways Impacts and Parking

Policy Context

Transport implications are a key factor in assessing planning applications, especially for larger developments. Proposals must demonstrate:

- Safe and suitable access for all users, including pedestrians, cyclists, and those with mobility impairments.
- No severe residual impacts on the surrounding highway network.
- Promotion of sustainable travel, reducing reliance on private vehicles.
- Adequate parking and cycle provision, in line with adopted standards.
- Protection and enhancement of public rights of way and active travel routes.

Relevant policies include Core Policies 60–64 of the Wiltshire Core Strategy, supported by the Wiltshire Local Transport Plan, Car Parking Strategy, and Cycling Strategy. The Local

Cycling and Walking Infrastructure Plan (LCWIP) and LTN 1/20 (DfT) provide further design guidance for active travel infrastructure.

Officers note that the 2017 application had a refusal reason relating to highways. The Councils Highways officer at the time recommended that the application be refused on highways grounds for the following reasons;

- 1. Any increased use of the existing sub-standard access generated by the proposed development would be prejudicial to road safety.*
- 2. The proposal does not incorporate adequate parking or turning facilities to enable a vehicle to enter and leave the highway in forward gear which is essential to highway safety.*

Due to the current application having been confirmed for private use only, and this can also be conditioned upon any approval officers are satisfied that the proposal would not result in any intensified use. In addition, further to the additional access plan submitted during the application process the current Highways officer has raised no objection to the current scheme:

I acknowledge receipt of the plan illustrating the existing means of access; I can confirm that no highway objection is raised to the proposed agriculture barn.

Therefore, the proposal is considered to be comply with criteria (ix) of Core Policy 57 which aims to ensure that the public realm, including new roads and other rights of way, are designed to create places of character which are legible, safe and accessible.

Landscape and Visual Impact

Policy Context

Core Policy 51 of the Wiltshire Core Strategy requires development to:

- Protect, conserve, and enhance landscape character and quality.
- Respect local distinctiveness, key views, and visual receptors.
- Give particular weight to impacts on National Landscapes (formerly AONBs) and locally valued landscapes.

The Wiltshire Design Guide SPD (2024) promotes a context-led approach, encouraging integration with natural features and settlement patterns while avoiding visual intrusion.

The Green & Blue Infrastructure Strategy (2022–2030) supports landscape protection through green infrastructure, habitat connectivity, and nature-based solutions.

The NPPF emphasises the need to protect and enhance valued landscapes, particularly those with scenic, historic, or ecological significance. Planning decisions should:

- Recognise the intrinsic character and beauty of the countryside.
- Safeguard key views, local distinctiveness, and landscape settings.
- Ensure development is well-integrated into its surroundings and avoids visual intrusion, especially in sensitive or designated areas.

Landscape impact must be considered alongside biodiversity, heritage, and green infrastructure objectives, with mitigation measures encouraged where harm cannot be avoided.

Paragraph 189 of the NPPF requires that great weight should be given to conserving and enhancing landscape and scenic beauty in National Landscapes which have the highest status of protection in relation to these issues.

Under Section 245 of the Levelling-up and Regeneration Act 2023, LPAs and other relevant authorities must now “seek to further” the statutory purposes of National Landscapes (formerly Areas of Outstanding Natural Beauty), replacing the previous duty to merely “have regard to” them.

This is an active duty, requiring authorities to take reasonable and proportionate steps to support the conservation and enhancement of the natural beauty, special qualities, and key characteristics of these designated areas when exercising any function that affects them.

The site does fall within the National Landscape; however, the proposed scale and design are considered sympathetic to the setting providing a functionable equestrian use on the site which is typical within such rural areas.

The proposed materials of vertical timber boarding with a green profile metal roof are appropriate in ensuring the addition respects the wider landscape character of the National Landscape.

No external lighting has been incorporated within the proposal, and this can be conditioned accordingly as per the suggestion by the Parish Council. In addition, the concerns regarding the proposed rooflights in relation to the dark skies have also been considered. However, due to the nature of the proposed use of the barn, stabling horses, it is not considered that the proposal would result any significant light spillage.

Flood Risk and Drainage

Policy Context

Core Policy 67 of the Wiltshire Core Strategy and NPPF paragraphs 170–182 require:

- Avoidance of increased flood risk.
- Use of appropriate mitigation measures.
- Application of the sequential and exception tests for developments in Flood Zones 2 or 3.

Sustainable Drainage Systems (SuDS) are required for all major developments and must:

- Manage runoff near its source.
- Improve water quality.
- Support biodiversity and amenity.
- Be integrated into the site layout and green infrastructure.

The proposed indicated position of the barn appears set away from any flood risk areas.

Ecology and Biodiversity Net Gain

From 12 February 2024 Biodiversity Net Gain (BNG) became mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). A BNG Metric was submitted as part of the submission and the Council's Ecologist was consulted on the proposal and provided the following comments:

A BNG small sites metric has been submitted and there are no other obvious ecology issues on this application.

RECOMMENDATION:

That Planning Permission be GRANTED, subject to conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

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 plans and documents:

1543-02 Entrance and Turning plan received 16/12/25

Location plan received 06/11/25

1543-01A Proposed plans and elevations received 06/11/25

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

3. The development hereby permitted shall only be used for the private stabling of horses and the storage of associated equipment and feed and shall at no time be used for any commercial purpose whatsoever, including for livery, or in connection with equestrian tuition or leisure rides.

REASON: In the interests of highway safety and/or to protect the living conditions of nearby residents.

4. The building hereby approved shall not be used at any time for any form of overnight residential accommodation.

REASON: The barn is sited in a position where the Local Planning Authority, having regard to the reasonable standards of residential amenity, access, and planning policies pertaining to the area, would not permit residential accommodation.

5. No external lighting or additional rooflights shall be erected on site or building.

REASON: To protect the rural character of the area and visual impact upon the National Landscape.

INFORMATIVE: Any alterations to the approved plans, brought about by compliance with Building Regulations or any other reason must first be agreed in writing with the Local Planning Authority before commencement of work.

INFORMATIVE: The applicant is requested to note that this permission does not affect any private property rights and therefore does not authorise the carrying out of any work on land outside their control. If such works are required it will be necessary for the applicant to obtain the landowners consent before such works commence.

If you intend carrying out works in the vicinity of the site boundary, you are also advised that it may be expedient to seek your own advice with regard to the requirements of the Party Wall Act 1996.