

APPLICATION FOR FULL-PLANNING PERMISSION CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2026/00994
APPLICATION TYPE:	Full planning permission
SITE ADDRESS:	Buckley Barracks, Church Lane, Lower Stanton St Quintin, Chippenham, SN14 6BT
DEVELOPMENT DESCRIPTION:	Erection of single storey temporary structure
RECOMMENDATION:	Approve with Conditions

SITE DESCRIPTION

The application site comprises an area of existing hardstanding within a Ministry of Defence (MoD) site. The site is located in close proximity to a number of Grade II Listed Buildings (including aircraft hangars, a control tower, a central heating plant and aircraft workshops). The Hullavington Airbase (including Buckley Barracks) is designated as a Conservation Area.

The site is within Flood Zone 1 and outside of any higher risk surface water flooding areas. There are higher risk surface water flooding areas within the wider site, but the application site sits outside of them on an existing hard-surface.

PROPOSAL

The proposal is to construct a temporary structure next to the hanger, to be in place for a year, to house a military vehicle for the duration of its time. No works will be conducted to the listed building, and it will not be impacted in any way from the proposed works.

The building would measure approximately 18.1m length by 8m depth with a dual pitched roof to a ridge height of approx. 6.1m. It would be a lightweight frame covered in a heavy duty PVC cover RAL 7037 (Dusty Grey) colour. A single winch operated PVC door would provide access.

PLANNING HISTORY

Proposal / Summary
PL/2023/00262 - Listed building consent (Alt/Ext) Decision - Approve with Conditions Date: 16/3/2023 – Programme of maintenance and repair work at Buckley Barracks to include: • Re-roofing to one roof slope – B20 • New Flooring – B24 • Replacement sash window – B50 • New Flooring – B79 • Install new internal door – B81 • Stone masonry repair/replacement
PL/2023/02247 - Approval of details reserved by a condition Decision - Withdrawn by Applicant Date: 14/9/2023 – Discharge of Condition No 2 on PL/2023/00262 (Programme of maintenance and repair work at Buckley Barracks)
PL/2023/03279 - Approval of details reserved by a condition Decision - Withdrawn by Council Date: 26/4/2023 – Discharge of Condition No 2 on PL/2023/00262 (Programme of maintenance and repair work at Buckley Barracks, Hullavington)

PL/2024/03246 - Listed building consent (Alt/Ext) Decision - Approve with Conditions
Date: 26/7/2024 – Refurbishment works including roof replacements, new flat roof structures, parapet reconstruction using existing stone blocks, rainwater goods replacement, external cladding replacement, new cladding over parts of existing hangar door openings, window lin

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 14 Malmesbury Community Area;
- Core Policy 37 Military Establishments;
- Core Policy 50 Biodiversity and Geodiversity;
- Core Policy 51 Landscape
- Core Policy 55 Air Quality;
- Core Policy 56 Contaminated Land;
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 58 Ensuring the Conservation of the Historic Environment;
- Core Policy 60 Sustainable Transport;
- Core Policy 61 Transport & Development;
- Core Policy 62 Development Impacts on the Transport Network;
- Core Policy 64 Demand Management
- Core Policy 67 Flood Risk.

Malmesbury Area Neighbourhood Plan:

- Policy 13 – Neighbourhood Design Guide.

Supplementary Planning Documents and other Guidance:

- Wiltshire Design Guide (adopted April 2024);
- Wiltshire Local Transport Plan 3 2011-2026, adopted 2015 - including the Car Parking Strategy and Cycling Strategy, adopted 2015 (WLT3).

ISSUES

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

- Whether the development is acceptable in principle;
- Design, Heritage and Landscape considerations.

CONSULTATION RESPONSES

WC Archaeology: No comment

WC Conservation: No objection

Given the temporary nature of the proposals and the existing consented history concerning the Hangar Buildings including PL/2024/03246 and PL/2025/03340.

The LPA has accepted the existing Hangars require refurbishment, it is logical that the existing workshop uses have to be decanted into a temporary building during the Hangar refurbishment works.

The proposal should be solely for finite period of time to ensure the structure is removed on completion of the Hangar Refurbishment Programme.

WC Drainage: No objection

The proposed works are to be undertaken on existing hardstanding, no significant increase in impermeable area is expected, and consequently no additional surface-water flood risk is anticipated.

REPRESENTATIONS

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

- Neighbour notification letters sent to adjoining and nearby properties;
- A site notice displayed near the site.

These methods were used to inform interested parties and provide a period of 21 days for comments to be submitted.

No responses to the public consultation were received.

ASSESSMENT

Section 70(2) of the 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

The site comprises part of an existing operational MoD establishment. As such, Core Policy 37 is most relevant to the proposal. CP37 states that:

New development and changes of use at operational facilities that help enhance or sustain their operational capability will be supported...

...Development at operational or redundant sites should enhance the overall character of the site. All development at operational or redundant sites should mitigate any adverse impacts on local infrastructure, and not erode the character.

Although not explicitly stated by the Applicant, it is reasonably expected that the temporary structure is required to house a vehicle that would normally occupy one of the adjacent Hangars. A recent permission has been granted for extensive repairs and refurbishment of the listed Hanger Buildings. It is therefore reasonable to expect that some temporary covered storage will be required whilst those works take place. As such, the LPA is satisfied that the development will sustain the operational capabilities of the site.

Visual impacts are considered in greater detail below.

Design, Heritage and Landscape considerations

Policy background

From the point of view of the historic environment the main statutory tests are set out within the Planning (Listed Building and Conservation Areas) Act 1990. Section 66 (PP) require that **special regard** be given to the desirability of preserving listed buildings, their settings or any features of special architectural or historic interest which they possess.

The NPPF outlines government policy, including its policy in respect of the historic environment. Section 16 of the NPPF 'Conserving and enhancing the historic environment' sets out the Government's high-level policies concerning heritage and sustainable development.

Paragraphs 213 - 215 of the NPPF require a balanced approach with any harm which would be caused being weighed against the potential public benefits which might be achieved.

Paragraph 210 requires local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and of new development making a positive contribution to local character and distinctiveness.

Paragraph 219. Local planning authorities should look for opportunities for new development within Conservation Areas, andwithin the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

The Council's Core Strategy Policy CP58 'Ensuring the conservation of the historic environment' requires that "designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance."

The Council's Core Strategy CP 57: Ensuring high quality design requires a high quality of design in all new developments. Proposals are required to "demonstrate how the proposal will make a positive contribution to the character of Wiltshire through (amongst other things) "enhancing local distinctiveness by responding to the value of the natural and historic environment, relating positively to its landscape setting and the existing pattern of development" and "responding positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials, streetscape and rooflines to effectively integrate the building into its setting."

Historic England Advice Note 3 – The Setting of Heritage Assets set out advice for managing change within the setting of heritage assets.

The Malmesbury Neighbourhood Plan is split into 2 Parts. The first setting out objectives and policies and the second acting as a local design guide. Policy 13 of Part 1 aims to ensure that new development has regard to the design guidance. The design guide itself offers some general advice with regards to the character of Malmesbury and its conservation area and also sets out a policy of improvement for certain designated areas within the town (none of which include the application site).

Assessment

The building would be located close to a much larger (grade ii listed) hangar and surrounded by semi-mature tree planting that lines the majority of the barracks site roads and larger buildings. The existing buildings and vegetation would provide substantial screening to the new building and the LPA is satisfied that no harm to the settings of nearby listed buildings or the wider landscape character of the area would occur. In any case, the building would be of a lightweight and utilitarian design, commonly encountered at MoD sites of this scale.

The building is proposed for a temporary period of one year. Whilst this is limited, the LPA does not identify any harm to it being situated for a longer period (other than the likely limited lifespan of the building) providing it is required in conjunction with the Hangar repair/refurbishment works. A condition can reasonably ensure the building is removed once it is no longer required for storage purposes, rather than requiring removal after one year. The council's Conservation Officer has no objection to the proposal, subject to the use of a condition to ensure a temporary permission.

Subject to the recommended condition no conflict with the aims of Core Policies 37, 51, 57 or 58 would arise.

Ecology and Biodiversity

Policy Context

Core Policy 50 of the Wiltshire Core Strategy requires development to:

- Avoid harm to ecological assets.
- Support habitat restoration and connectivity.
- Integrate biodiversity into site design.

Unless exempt, Schedule 7A of the TCPA requires developments to deliver a minimum of 10% Biodiversity Net Gain (BNG), demonstrated via:

- Biodiversity Metric calculations;
- Ecological assessments (e.g. preliminary surveys, protected species surveys).

Assessment

The site is an existing concrete hard-surface. There are nearby mature/semi-mature trees but they would be unaffected. No impact on the biodiversity value of the site will occur and the development complies with the *deminimis* BNG exemption.

Other matters

The site is located close to, but not within a higher risk surface water flood zone. The higher risk zone appears to encompass the adjacent large hangar building (potentially due to it having lower internal levels than the adjacent land). In any case, the development would not introduce any new impermeable surfaces to the site, that would be require specialised drainage beyond that already serving the existing impermeably surfaced yard. In this case, no further planning control relating to flood risk matters is considered to be reasonable or necessary. The council's Drainage Consultant has confirmed no additional control is required.

The location of the site is within an operational MoD barracks, located away from any residential properties (including MoD housing). Therefore, no impact on the residential amenities of the area would occur. There is also no evidence to suggest any contamination, noise or air quality issued would arise.

PLANNING BALANCE AND CONCLUSION

At the heart of the NPPF there is a presumption in favour of sustainable development requiring local planning authorities to approve development proposals that accord with an up-to-date development plan without delay.

The above report has confirmed the development complies with the relevant development plan policies with no harm identified. No other material considerations have been identified to suggest an alternative approach is warranted the development should, therefore, be approved without delay.

RECOMMENDATION:

That Planning Permission be GRANTED, subject to the following conditions:

1. Time Limit

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. Approved plans

The development hereby approved shall be implemented in accordance with the details of approved plan numbers and documents:

- 300891-360DS-XX-XX-DR-B-0200_PS1 – Location and Block Plan;
- 300891-360DS-XX-XX-DR-B-1001_PS1 – Proposed Elevations;
- 300891-360DS-XX-XX-DR-B-1000_PS1 – Proposed Roof and Floor Plan.

Reason: In the interests of proper planning and to define the planning permission.

3. Removal of structure/building

Within one year of the date of this planning permission or within three months of the cessation of the storage use (that being storage associated with the Hangar repair/refurbishment works), whichever is the latter, of the building/structure hereby approved, it shall be removed from the land in its entirety and the land restored to the condition as it existed prior to the commencement of the development.

REASON: To ensure long-term protection of the character and appearance of the site and to protect the settings of the nearby listed buildings in accordance with the aims of Core Policies 51, 57 and 58 of the Wiltshire Core Strategy.

Informative Notes – Biodiversity Net Gain

The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for the development of land in England is deemed to have been granted subject to the condition “(the biodiversity gain condition)” that development may not begin unless:

- (a) a Biodiversity Gain Plan has been submitted to the planning authority, and
- (b) the planning authority has approved the plan.

If the onsite habitat includes irreplaceable habitat (within the meaning of the Biodiversity Gain Requirements (Irreplaceable Habitat) Regulations 2024) there are additional requirements for the content and approval of Biodiversity Gain Plans.

If planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 (application to develop land without compliance with

conditions previously attached) and a Biodiversity Gain Plan was approved in relation to the previous planning permission ("the earlier Biodiversity Gain Plan") there are circumstances when the earlier Biodiversity Gain Plan is regarded as approved for the purpose of discharging the biodiversity gain condition subject to which the section 73 planning permission is granted.

The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan if one is required in respect of this permission would be Wiltshire Council.

There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply.

In this case, a Biodiversity Gain Plan is NOT required to be submitted.

For further information please refer to:

<https://www.gov.uk/government/collections/biodiversity-net-gain#developer-guidance>