

APPLICATION FOR HOUSEHOLDER PLANNING PERMISSION DELEGATED REPORT

APPLICATION REFERENCE:	PL/2026/03477
APPLICATION TYPE:	Householder planning permission
SITE ADDRESS:	4 Tollgate Road, Salisbury, SP1 2HZ
DEVELOPMENT DESCRIPTION:	Removal of small section of boundary wall and insertion of one stairwell window in side elevation of house
RECOMMENDATION:	That Planning Permission be GRANTED

PROPOSAL

The proposal seeks planning permission for the removal of a section of the front boundary wall on the north-west elevation of the existing dwelling, together with the insertion of 1 new window in the ground floor south-west side elevation to serve the stairwell. The works to the front elevation also include excavation of the raised ground behind the portion of wall that will be removed. This excavation is intended to create a levelled area that will be used for the parking of a motorcycle or mobility scooter, making use of the existing historic dropped kerb located directly in front of the property.

This application follows the refusal of a similar scheme under reference PL/2025/09547. The only material difference between the two proposals is that the current application does not seek the insertion of a first-floor window within the south-west side elevation.



SITE DESCRIPTION/CONTEXT

The site comprises a 2-storey dwelling positioned at the end of a row of 4 properties. These dwellings were granted planning permission under reference S/2007/0425, issued in September 2007. Earlier consents were also granted for similar schemes in 2005 and 2006 (references S/2004/2709 and S/2005/1884), each proposing the erection of 4 dwellings on the same land.

The property is located within an established residential area positioned inside the settlement boundary of the Principal Settlement of Salisbury, as defined by Core Policies 1, 2 and 20 of the Wiltshire Core Strategy. The prevailing character of the surrounding area consists predominantly of 2-storey residential properties, with commercial and care-related uses also present. To the north-east along Tollgate Road are offices associated with Wessex Care and the Wessex Care Kimberley West Care Centre.

The dwelling lies within the Salisbury Conservation Area, where development is required to preserve or enhance the established character and appearance of the historic environment. The site also sits in close proximity to 2 designated heritage assets: 1–7 St Martin's Church Street and The Tollgate Inn, both of which are Grade II listed.

PLANNING HISTORY

Proposal / Summary
S/2007/0425 - Full planning permission Decision - Refused Date: 12/4/2007 – ERECT 4 HOUSES WITH 6 CAR PARK SPACES
S/2005/1884 - Full planning permission Decision - Approve with Conditions Date: 31/10/2005 – ERECT 4 HOUSES WITH 6 CAR PARK SPACES
S/2004/2709 - Full planning permission Decision - Approve with Conditions Date: 14/2/2005 – ERECTION OF TERRACE OF FOUR 2-BED DWELLINGS FRONTING TOLLGATE ROAD/ ON TOLLGATE INN PUBLIC HOUSE CAR-PARK; CONSTRUCTION OF ACCESS ROAD AND PROVISION OF 6 PARKING SPACES TO REAR.
S/2003/1320 - Full planning permission Decision - Refused Date: 2/9/2003 – DEVELOP LAND WITH 4 NEW HOUSES AND GARAGES AND ALTERATION TO ACCESS
PL/2024/11592 - Householder planning permission Decision - Withdrawn by Applicant Date: 27/2/2025 – Single Storey Extension to create entrance lobby and external alterations to the front of the property
PL/2025/09547 - Householder planning permission Decision – Refused – date: 25/02/2026 - Removal of small section of boundary wall and insertion of 2 new stairwell windows in side elevation of house

RELEVANT POLICIES AND GUIDANCE

Wiltshire Core Strategy:

- Core Policy 1: Settlement Strategy
- Core Policy 2: Delivery Strategy
- Core Policy 20: Salisbury Community Area

- Core Policy 57: Ensuring High Quality Design and Place Shaping
- Core Policy 58: Ensuring the Conservation of the Historic Environment
- Core Policy 61: Transport and New Development
- Core Policy 64: Demand Management
- Core Policy 67: Flood Risk

Salisbury Neighbourhood Plan

Salisbury Conservation Area Management Plan

Wiltshire Design Guide: Appendix D – Design Guidance for Householder extensions

The National Planning Policy Framework (NPPF)

The Planning Practice Guidance

National Design Guide

S/66/72 of the Planning (Listed Buildings and Conservation Areas) Act 1990

CONSULTATION RESPONSES

Salisbury City Council: comment – with the following text received:

‘Salisbury City Council supports this application on the grounds that the window contains obscured glass if it overlooks another property.’

WC Highways: no objection – subject to condition – a summary of the response is copied below:

‘With regards to the removal of the front boundary wall. I had much discussion with regards to a parking area in this location under planning application PL/2024/11592 and PL/2025/09547 and I confirmed that the removal of a maximum of 1.5m of wall would be acceptable for the parking of a motorcycle or mobility scooter. The location is not acceptable for the parking of a car due to limited visibility and excessive manoeuvring on the footway and highway that would be required. Although no dimensions have been drawn on the submitted plans and the scale bar is not scaling precisely, I assume the proposal is for a 1.5m gap in the wall which is acceptable. I raise no highway objection providing the following conditions are imposed:’

Two of the three suggested conditions have been added to the decision.

REPRESENTATIONS

No comments were received.

ASSESSMENT

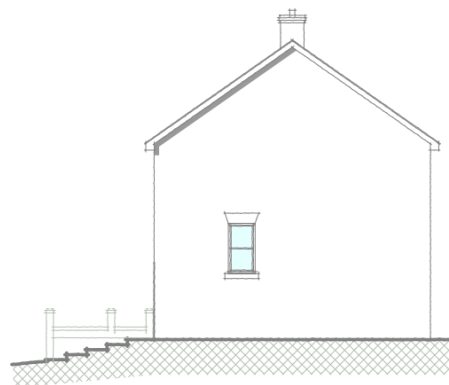
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

"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."

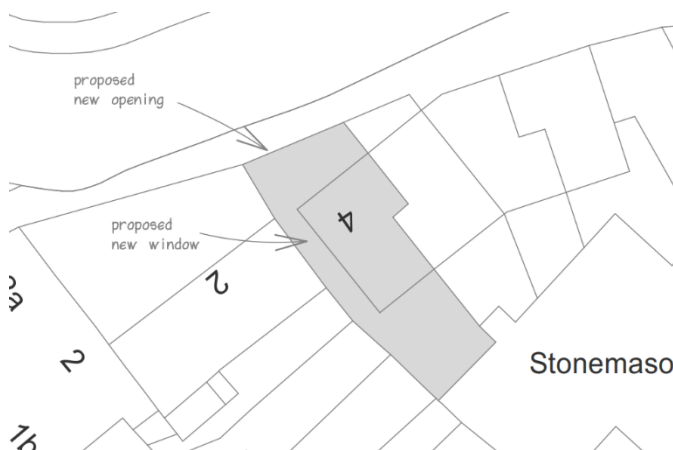
In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the adopted Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans.



Proposed North West Elevation



Proposed South West Elevation



Design and impact upon the upon the character and context of the area, and Salisbury Conservation Area

Core Policy 57 - Ensuring High Quality Design and Place Shaping of the Wiltshire Core Strategy seeks to ensure that all new development is of high design quality, reflecting local context, character, and distinctiveness. The Council's Core Strategy Policy CP58 'Ensuring the conservation of the historic environment' requires that designated and non-designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance and encourages proposals which improve the condition of heritage assets at risk.

At a national policy level Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas.

The removal of a section of the boundary wall and the associated excavation of the raised land behind it will amount to a noticeable alteration to the most publicly visible elevation of the dwelling. This frontage forms part of a consistent and relatively unified run of boundary treatments along Tollgate Road, and any change has the potential to alter the appearance of the property in the street scene. However, the section proposed for removal represents approximately one third of the total length of the front boundary wall, with the remainder retained to frame a small area intended for motorcycle or mobility scooter parking. When considering the wider context of the immediate area, including nearby properties such as The Coach House to the south west, off street parking areas on the frontages of dwellings are a common characteristic of this part of Tollgate Road. As a result, the scale and design of the proposed alteration will not appear visually discordant nor introduce a feature that is out of keeping with the established pattern of development.

In respect of the Salisbury Conservation Area, similar considerations apply. The partial removal of the front boundary wall is more modest than that proposed in the earlier application PL/2024/11592, which sought the full removal of the wall and attracted objections, including from the Council's Conservation Officer. In that instance it was noted that complete removal *"would leave an incongruous section in the middle of the terrace."* The current proposal significantly reduces the extent of boundary loss and retains the majority of the existing railed forecourt, thereby limiting its effect on the historic character of the area. On this basis, the works to the boundary wall and front garden area are not considered to result in adverse harm to the character or appearance of the conservation area.

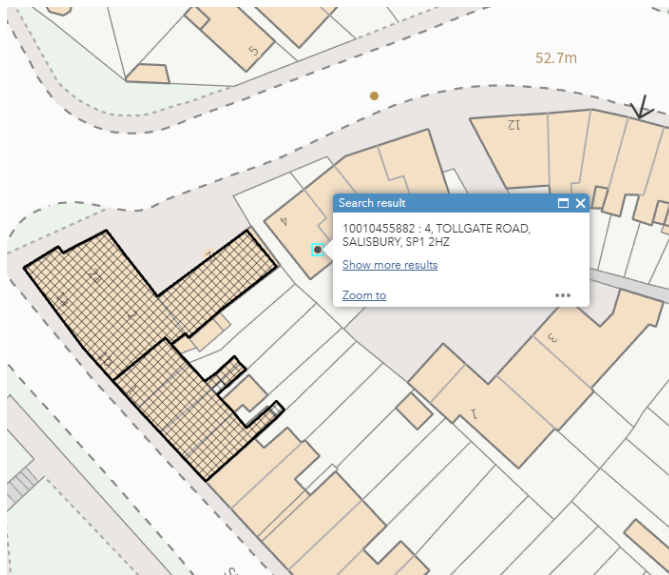
The proposed insertion of 1 window in the ground floor of the south-west side elevation will be perceptible from the public realm, although they will not read as prominent or visually intrusive elements within the wider street scene. The scale, design and placement do not give rise to harmful effects on the architectural character of the dwelling or the significance of the conservation area.

Overall, the combined works including the limited removal of the front boundary wall, the associated excavation, and the insertion of the 1 side-elevation windows will not result in an adverse impact on the character or appearance of the dwelling or the surrounding street scene. The scale and form of the alterations will remain consistent with the established pattern of development along Tollgate Road, and the retention of the majority of the boundary treatment ensures that the visual rhythm of the frontage is preserved. The proposal will also maintain the character and appearance of the Salisbury Conservation Area. As such, no design-based objections arise in respect of the development.

Having regard to the above assessment, the proposal is considered to comply with the design principles of Core Policy 57 of the Wiltshire Core Strategy and Appendix D of the Wiltshire Design Guide. Furthermore, the development would preserve the character and appearance of the Salisbury Conservation Area and therefore accords with Core Policy 58 of the Wiltshire Core Strategy and satisfies the statutory duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Impact on nearby listed buildings

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 requires 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 for planning. Chapter 16 of the NPPF 'Conserving and enhancing the historic environment' sets out the Government's high-level policies concerning heritage and sustainable development.



Listed buildings shown in black hatched box

For the reasons outlined above in relation to the Salisbury Conservation Area, the proposals are also not considered to result in harm to the setting of the nearby listed buildings, namely 1–7 St Martin's Church Street and The Tollgate Inn. The works proposed are minor in scale and will not materially alter how these heritage assets are experienced within their immediate context, beyond the existing presence of 4 Tollgate Road and the 3 adjoining dwellings that already form part of their setting. Given the modest nature of the alterations, the proposals will preserve the ability to appreciate the significance of the nearby listed buildings, and no heritage-based objection arise with regard to CP58, S66 of the PLBCA Act 1990, or chapter 16 of the NPPF.

Amenity

Point vii of Core Policy 57 of the Wiltshire Core Strategy seeks to ensure that development does not have an unacceptable impact on the amenities of neighbouring occupiers. Similarly, paragraph 135(f) of the National Planning Policy Framework (NPPF) requires planning decisions to secure a high standard of amenity for existing and future users of land and buildings.

Loss of light, overshadowing and overbearing impact

The proposed development comprises the insertion of a single ground-floor window within the south-west side elevation and the creation of a small parking area through the partial removal of the front boundary wall and associated excavation of land behind it. By reason of their nature and scale, neither element of the proposal would give rise to any loss of light, overshadowing or overbearing impact to neighbouring properties.

The proposed window would not introduce any built form capable of restricting daylight or sunlight to adjacent occupiers. Likewise, the excavation of the raised ground behind the boundary wall would not increase the height, scale or massing of development on the site and would instead result in a reduction in the amount of built-up land at the frontage. Given the modest nature of the works and the separation distances involved, the proposal would not adversely affect neighbouring occupiers in terms of loss of light, overshadowing or overbearing impact.

Loss of privacy

The principal residential amenity consideration arising from the proposal relates to overlooking and the potential loss of privacy to neighbouring occupiers. The previous application, reference PL/2025/09547, was refused in part due to concerns regarding the proposed first-floor side window, which would have resulted in unacceptable overlooking towards the neighbouring property, including views towards an adjacent rooflight. The current application has been amended and no longer proposes the insertion of a first-floor window. Instead, the proposal is limited to a single ground-floor stairwell window within the south-west side elevation.

The submitted plans confirm that the proposed window will be fixed shut and fitted with obscure glazing. As a result, whilst the window will provide additional natural light to the stairwell, it will not enable views that would result in material overlooking or loss of privacy to neighbouring occupiers. In order to ensure these mitigation measures remain effective for the lifetime of the development, a condition is recommended requiring the window to be non-opening and fitted with obscured glazing to Pilkington Level 5 (or equivalent), with the glazing thereafter retained as such.

Privacy considerations associated with side-elevation windows have been a longstanding issue at this site and were a key factor in the assessment of the previously refused scheme. It is therefore significant that the current proposal omits the first-floor window and instead seeks only a modest ground-floor obscured and fixed-shut window. This amendment successfully overcomes the concerns that led to the earlier refusal and ensures that the proposed development would not give rise to unacceptable overlooking or loss of privacy.

Conclusion

Having regard to the above, the proposal would not result in any unacceptable harm to the living conditions of neighbouring occupiers through loss of light, overshadowing, overbearing impact, overlooking or loss of privacy. The omission of the previously proposed first-floor window, together with the use of fixed obscure glazing to the ground-floor window secured by condition, ensures that residential amenity is appropriately safeguarded.

The development is therefore considered to accord with point vii of Core Policy 57 of the Wiltshire Core Strategy, Appendix D of the Wiltshire Design Guide and the amenity objectives of paragraph 135(f) of the National Planning Policy Framework.

Highways impact, including Drainage

Core Policy 57 (criterion xiv) of the Wiltshire Core Strategy requires development proposals to satisfy the requirements of Core Policy 61, which seeks to ensure that development is served by safe and suitable access to the highway network. Core Policy 64 requires

development to provide appropriate parking provision in accordance with the standards contained within the Wiltshire Local Transport Plan. At a national level, paragraphs 115 and 116 of the National Planning Policy Framework (NPPF) require that development does not result in an unacceptable impact on highway safety and that safe and suitable access can be achieved for all users.

Core Policy 67 of the Wiltshire Core Strategy, together with paragraph 181 of the NPPF, requires development to avoid increasing flood risk both on and off site and to make appropriate provision for the management of surface water.

The assessment of this proposal raises two principal considerations: firstly, the highway implications arising from the creation of the proposed parking area and, secondly, the management of surface water drainage associated with the excavation of the front garden area.

Highway Safety

The proposal involves the creation of a small off-street parking area through the partial removal of the front boundary wall and excavation of the area behind it. The submitted plans and supporting information make clear that the space is intended for the parking of a motorcycle or mobility scooter rather than a motor vehicle.

Wiltshire Council Highways were consulted and raised no objection to the proposal. In their response, they confirmed that the space would be unsuitable for a car due to visibility limitations and the manoeuvring that would be required within and adjacent to the highway. However, they accepted that a parking area accessed via an opening of no more than 1.5 metres in width would be appropriate for the parking of a motorcycle or mobility scooter, given the reduced space requirements and manoeuvring needs associated with those uses.

A suggestion condition by Highways regarding the size of the gap in the wall through the creation of the parking space has not been included. The condition seeks to limit the gap to 1.5m, which is the distance shown on the approved plans. The limited opening is therefore controlled by condition 2, ensuring the gap does not exceed 1.5m. An additional condition is therefore considered unnecessary. The proposal is therefore considered acceptable in highway safety terms and accords with the advice provided by the Highway Authority.

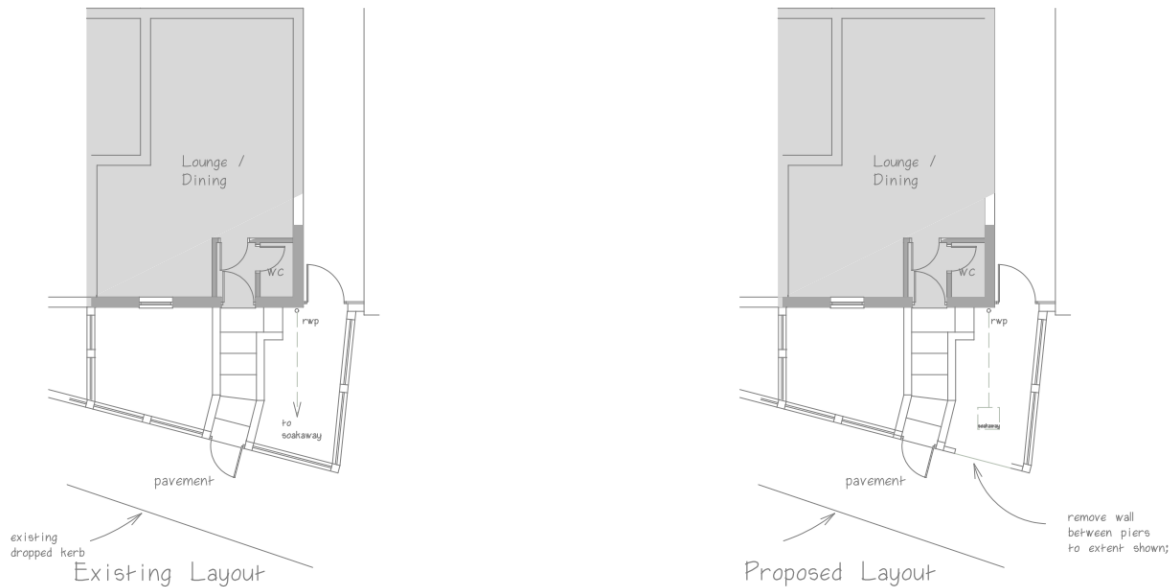
Drainage

The previous application, reference PL/2025/09547, was refused in part due to insufficient information regarding the disposal of surface water following excavation of the raised land behind the frontage wall. In particular, concerns arose that the existing rainwater downpipe serving the terrace, which currently discharges into the raised area, could potentially result in surface water being directed onto the public highway.

The current application has sought to address this issue through the submission of revised plans and additional information detailing the proposed drainage arrangements. The submitted drawings demonstrate that the existing soakaway can be retained following excavation and, should this prove unworkable, provision can be made for a replacement soakaway within the site. The information submitted provides sufficient confidence that

surface water can be appropriately managed within the application site without resulting in runoff onto the adjacent highway.

Accordingly, the drainage concerns that contributed to the refusal of the previous scheme have been satisfactorily addressed. A condition is recommended requiring the necessary drainage measures to be implemented before the development is first brought into use, thereby ensuring that surface water does not discharge onto the public highway.



Conclusion

Having regard to the above, the proposed development would not give rise to an unacceptable impact on highway safety or surface water drainage. The Highway Authority has confirmed that the proposed parking area is acceptable for use by a motorcycle or mobility scooter.

The proposal therefore overcomes the highway and drainage concerns that informed the refusal of application PL/2025/09547. Subject to the recommended conditions, the development is considered to comply with Core Policies 57, 61, 64 and 67 of the Wiltshire Core Strategy, the Wiltshire Local Transport Plan, and the relevant provisions of the National Planning Policy Framework.

Biodiversity Net Gain

Householder planning applications are exempt from the requirement to deliver Biodiversity Net Gain under Schedule 7A, Section 4(2)(a) of the Town and Country Planning Act 1990, as inserted by the Environment Act 2021.

CONCLUSION

The proposed development is considered to be acceptable in terms of its design, scale, and relationship with the surrounding area. It would not result in any unacceptable harm to the character of the locality, the amenities of neighbouring occupiers, or the interests of highway safety, heritage, or on-site drainage.

The proposal is therefore considered to comply with the relevant policies of the Wiltshire Core Strategy, the Wiltshire Local Plan, and the National Planning Policy Framework. As such, the application is recommended for approval, subject to the conditions set out below.

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:

- Existing and proposed elevations - (ref: 02-rev A-01) – date received: 02/06/2026
- Existing and proposed layout – (ref: 01-rev A-01) – date received: 02/06/2026
- Proposed floor plan – (ref: rev A) – date received: 02/06/2026
- Block plan – (ref: 04-rev A -01) – date received: 02/06/2026
- Location plan – (ref: dwg 03) – date received: 02/06/2026
- Application form – date received: 02/06/2026

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

3. Materials to be used in the construction of the development hereby permitted shall be in accordance with the details stated in the application form.

REASON: In the interest of the visual amenity and character of the area.

4. The window hereby permitted in the ground floor of the south west facing elevation, as shown on the approved plans, (ref: 02-rev A-01) – date received: 02/06/2026, shall be non-opening and be glazed with obscure glass only to an obscurity level of no less than level 5 and shall be maintained with obscure glazing for the lifetime of the development.

REASON: In the interests of residential amenity and privacy.

5. The development hereby permitted shall not be first brought into use until the first 5m of the access, measured from the edge of the carriageway, has been consolidated and surfaced (not loose stone or gravel). The access shall be maintained as such thereafter.

REASON: In the interests of highway safety.

6. The proposed development shall not be first brought into use until means/works have been implemented to avoid surface water from entering the highway.

REASON: To ensure that the highway is not inundated with surface water.