



PLANNING STATEMENT

On behalf of: Mr R. Maunsell

Site: Land at Everleigh Road, Haxton, Salisbury, SP4 9PT

Proposal: Application for Permission in Principle for residential development of between 6 and 9 no. dwellings.

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1. Introduction

- 1.1 This Statement has been prepared by Fowler Architecture & Planning Ltd in support of an application for Permission in Principle (PiP) for the residential development of between 6no. and 9no. dwellings on land adjacent at Everleigh Road, Haxton.
- 1.2 The scope of the PiP application is limited to location, land use and amount of development¹. Other matters should be considered at the 'Technical Details' consent stage².
- 1.3 The PiP comprises the following:
- Completed Application Forms;
 - Drawing No. 180730-01: Site Location Plan; and
 - Planning Statement.
- 1.4 The site, surroundings and its context are summarised in Section 2. Section 3 describes the application proposal. Section 4 sets out the relevant planning history, while planning policy and material considerations are reviewed in Section 5. A planning assessment of the proposal is then given in Section 6.

¹ National Planning Practice Guidance Paragraph 012 Reference ID: 58-012-20180615

² National Planning Practice Guidance Paragraph 003 Reference ID: 58-003-20190615

2. Site Description

- 2.1 Haxton is a village located to the north east of Netheravon in eastern Wiltshire. It lies approximately 10km to the south of Pewsey, and 20km to the north of central Salisbury. Along with Netheravon and another small settlement called Fittleton, it forms a part of a small grouping of settlements centred around the River Avon. The village is served by a number of local services and facilities based in Netheravon, a little over 500 metres away on foot.
- 2.2 The site is a plot of land that extends to approximately 0.3 hectares, part of a flat parcel of land currently grazed as paddock.
- 2.3 The site stands at the eastern extent of Haxton, adjacent to residential properties of Quintet and The Old Dairy. The road at the front of the site, leading east, heads up the hill towards Everleigh, 7 kilometres in the north east. The site is bound with well-established hedgerows at the roadside.
- 2.4 The site is not subject to any heritage designations, nor is it within the setting of any heritage assets. It also falls outside of the North Wessex Downs Area of Outstanding Natural Beauty (AONB), and there are no Tree Preservation Orders (TPOs) in force in or near to the site. To the south, across the road, is part of the Salisbury Plain Site of Special Scientific Interest (SSSI).
- 2.5 There are no public rights of way running across, in or around the site. According to the Government's Flood Map for Planning Service, the site is not in an area of heightened flood risk.

3. Relevant Planning History

3.1 A search of the Wiltshire Council website reveals the following previous planning application at the site:

K/59718/O: Erection of single storey dwelling with new vehicular access. **Approved 30 January 2009**

3.2 Under the above application, outline planning permission was granted for a new dwelling. The location of the proposed dwelling was around 50 metres to the west of the land on which Permission in Principle is now sought, thus the relevance of this previous permission is limited.

4. Proposed Development

- 4.1 This application is for Permission in Principle.
- 4.2 The scope of the PiP application is limited to **location, use and the amount of development**. Other matters would need to be considered at the 'Technical Details' consent stage.
- 4.3 The proposal is for the residential development consisting of the land use for between 6no. and 9no. dwellings on the 0.3ha sized plot. The proposal could provide a mix of houses, including bungalows and smaller dwellings.

5. Planning Policy and other Material Considerations

The Development Plan

- 5.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) states that in dealing with an application for planning permission the LPA shall have regard to the provisions of the development plan, so far as material to the application; any local finance considerations, so far as material to the application; and any other material considerations.
- 5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that, if regard is to be had to the development plan for the purpose 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.
- 5.3 PiP applications should be determined in accordance with the relevant policies in the Development Plan unless there are material considerations, such as those in the National Planning Policy Framework, that indicate that the plan should not be followed.
- 5.4 The Development Plan for the purposes of considering this application comprises the Wiltshire Core Strategy and the Wiltshire Housing Site Allocations Plan.

Wiltshire Core Strategy

- 5.5 The Wiltshire Core Strategy was adopted in 2015 and forms the overarching planning policy framework for Wiltshire up to 2026.
- 5.6 The policies of most relevance to the consideration of this application as follows:
 - Core Policy (CP) 1 – Settlement Strategy;
 - CP2 – Delivery Strategy;
 - CP26 – Tidworth Community Area;
 - CP48 – Supporting Rural Life;
 - CP51 – Landscape;
 - CP57 – Ensuring High Quality Design and Place Shaping; and
 - CP58 – Ensuring the Conservation of the Historic Environment.
- 5.7 Policy CP1 identifies the hierarchy of settlements and the level of development expected to take place at the various levels in the Settlement Hierarchy – Principal Settlements, Market Towns, Local Service Centres, Large and Small Villages.
- 5.8 Policy CP2 sets out the circumstances under which the development envisaged by CP1 will be delivered at each level of the hierarchy. CP2 stipulates that development will not be permitted outside of the defined limits of development apart from the specified exceptions set out at Paragraph 4.25. The application site falls outside of any defined limits of development and

does not seek a form of development to which one of the exceptions applies, therefore this application conflicts with CP2 in this respect.

- 5.9 Policy CP26 sets out the strategy for the Tidworth Community Area, and identifies a requirement of 1,920 additional housing units to be provided over the plan period to 2026, with 1,750 expected to be delivered within the Market Towns of Tidworth and Ludgershall. Of the 170 units to be delivered outside of the Market Towns in the Community Area, the sites of 84 units had yet to be identified at the time of the adoption of the Wiltshire Core Strategy.
- 5.10 Policy CP48 provides an exception to the presumption against development outside the Limits of Development of the higher tier settlements, and outside the existing built areas of Small Villages, where proposals for residential development *“meet the accommodation needs required to enable workers to live at or in the immediate vicinity of their place of work in the interests of agriculture or forestry or other employment essential to the countryside”*. This application does not seek the form of development allowed by this policy.
- 5.11 Policy CP51 relates to the landscape, and requires that development proposals protect, conserve and where possible enhance landscape character. Among other matters, proposals should demonstrate that *“special qualities of Areas of Outstanding Natural Beauty... where great weight will be afforded to conserving and enhancing landscapes and scenic beauty”* are conserved and where possible enhanced.
- 5.12 Policy CP57 relates to matters of design, and sets out a range of criteria for achievement of high quality design to be incorporated, where relevant, into all new developments across Wiltshire.

Material Considerations

- 5.13 Section 70(2) of the Town and Country Planning Act 1990 requires that the local planning authority should have regard to any material considerations in dealing with an application for planning permission.

National Planning Policy Framework (the Framework) (2019)

- 5.14 The Framework sets out the Government’s planning policies for England and how these should be applied. The sections of the Framework of most relevance in this case are summarised below.
- 5.15 Paragraph 7 explains the purpose of the planning system is to contribute to the achievement of sustainable development. This means that the planning system has three overarching objectives which are interdependent and need to be pursued in mutually supportive ways. These comprise economic, social and environmental objectives.

- 5.16 Paragraph 11 confirms that planning policies and decisions should achieve sustainable development and should be approved without delay if in accordance with an up-to-date development plan. Where there are no up-to-date plan policies, Paragraph 11 confirms that permission should be granted unless the policies in the framework that protect areas or assets of particular importance (as defined in Footnote 6) provide clear reasons for refusal, or unless the adverse impacts will significantly and demonstrably outweigh the benefits.
- 5.17 Paragraph 38 relates to decision making and states that: *“Local Planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including... Permission in Principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area”*.
- 5.18 Paragraph 59 confirms the Government’s objective of significantly boosting the supply of homes.
- 5.19 Paragraph 68 highlights the contribution to housing supply that can be made by small and medium sized sites, and notes that they *“are often built-out relatively quickly”*. Local planning authorities are encouraged to give great weight to the benefits of using suitable sites within existing settlements for homes.
- 5.20 Paragraphs 73 to 75 confirms the obligations on LPAs to ensure a supply of specific deliverable sites sufficient to provide a minimum of 5 years’ worth of housing, including buffer, against their housing requirement set out in adopted strategic policies. In addition, LPAs should maintain the supply of housing through the Housing Delivery Test.
- 5.21 Paragraph 76 provides that local planning authorities, with a view to ensuring the implementation of proposals for housing development occur in a timely manner so that increases in supply can be realised, may consider imposing planning conditions providing that development must begin *“within a timescale shorter than the relevant default period”*. The Applicant is prepared to accept a condition requiring submission of details for Technical Details Consent in a shorter than normal period. This accords with the provisions of the Planning Practice Guidance³ regarding PiP.
- 5.22 Paragraph 78 promotes housing in rural areas where this will enhance or maintain the vitality of local communities, and local planning authorities should seek opportunities for villages to grow and thrive, particularly where this will support local services. It notes: *“Where there are groups of smaller settlements, development in one village may support services in a village nearby”*. This is particularly true of networks of villages such as that at Haxton, Fittleton and Netheravon.

³ Planning Practice Guidance – Permission in Principle, paragraph 014, Reference ID: 58-014-20180615

- 5.23 Paragraph 118 outlines the need for planning policies and decisions to promote and support the development of under-utilised land, especially if this would help to meet identified needs for housing where land supply is constrained.
- 5.24 Section 12 of the Framework recognises that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve.

Planning Practice Guidance

- 5.25 The Planning Practice Guidance is to be read in conjunction with the policies set out in the Framework, and expands upon the policies set out therein. The Guidance clarifies how national policy is expect to be fulfilled by local planning authorities.

6. Planning Assessment

- 6.1 The proposed development is eligible for consideration for PiP because it is not major development, habitats development, householder development or Environmental Impact Assessment development.
- 6.2 As clarified above, the scope for PiP is limited to location, land use and amount of development. Only issues relevant to these 'in principle' matters should be considered at the PiP stage.
- 6.3 The National Planning Policy Framework requires LPAs to identify a five-year supply of specific deliverable sites to meet housing needs, with an appropriate buffer (20% in this case).
- 6.4 In the matter of the ongoing appeal at Land at Purton Road, Swindon (PINS Ref: APP/Y3940/W/18/3202551), the Council has confirmed as Common Ground that the Council is able to demonstrate a deliverable supply of between 4.42 and 4.62 years' worth of housing, against the identified local housing need.
- 6.5 This confirms that the LPA is unable to demonstrate that it has 5 years' worth of deliverable sites, and Development Plan policies relating to housing delivery, including Core Policies 1 and 2, are to be considered out of date accordingly.
- 6.6 Planning applications will therefore be considered in line with paragraph 11 of the NPPF which states that, where relevant policies are considered out of date, permission will be granted unless the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed, or 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. The only locations where this position would not apply is in locations with recently made Neighbourhood Plans that allocate land for housing. The parish of Fittleton has not been designated a Neighbourhood Area for the purposes of Neighbourhood Planning.
- 6.7 Paragraph 11 states that permission should be granted unless the policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposal. The site falls outside of any such areas or assets, and as such this limb of Paragraph 11 is not engaged.
- 6.8 Indeed, the site is not at risk of flooding, is not a habitat site, does not fall within the AONB, and there are no heritage assets that would be affected by this proposal.
- 6.9 Paragraph 11 of the Framework also states that proposals should only be refused if the adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole. Decisions should also apply a

presumption in favour of sustainable development, which can be achieved through three dimensions defined in Paragraph 8 as: economic, social and environmental.

- 6.10 The economic role of the NPPF requires proposals to contribute to build a strong, responsive and competitive economy. The proposal would encourage development and associated economic growth with future occupants undoubtedly contributing to the local economy and continued viability of services in the local area. In addition, the proposed location of the development would contribute towards meeting the housing need in an area where a five-year supply of housing cannot be demonstrated and as such accords with the Government's objective of significantly boosting the supply of housing.
- 6.11 The social role of the NPPF requires planning to support strong, vibrant and healthy communities and states that it should create a high-quality built environment. The proposal provides an opportunity to deliver a number of smaller units, which would be in accordance with Core Policy 45 which requires a range of house types, tenures and sizes.
- 6.12 In terms of the environmental element, the NPPF requires that the natural, built and historic environment should be protected and enhanced and should mitigate against climate change. The proposal for a residential use on this land at the edge of Haxton is considered to be compatible with the character of the surrounding area.
- 6.13 The proposal is therefore not considered to have any adverse effect on the historic environment, natural environment, or built environment.
- 6.14 To summarise the above, and in terms of the requirements for PiP, the site is suitable for residential development with the erection of between 6no. and 9no. dwellings for the following reasons:

Location:

- The site is read as part of the built-up area of Haxton and, although Haxton is not an identified settlement in the hierarchy, is clearly read as being part of this village. Indeed, Haxton itself reads as part of the grouping of settlements at Netheravon, Haxton and Fittleton. Netheravon is a Large Village in the hierarchy.
- The proposed dwellings would not be situated in an isolated location having regard to Paragraph 79 of the NPPF.
- The location of the residential development would be situated wholly within Flood Zone 1 (low probability of flooding).
- Development in this location would not result in the loss of existing landscape features, such as mature trees, that are of importance to the character of the village.

6.15 The development of between six and nine dwellings on the site would therefore not cause unacceptable harm to the landscape and countryside setting of the village.

Land Use:

- The residential land use would be compatible with the predominant character and land use of the surroundings.
- The residential land use is a public benefit and would contribute towards meeting the housing need and accords with the Government's objective of boosting the supply of housing where no 5-year housing land supply exists – as is the case in this instance.

Amount of Development:

- Spatially the plot is sufficient in size with enough land to accommodate the erection of between 6 and 9 dwellings, in keeping with the character and appearance of the surroundings.

6.16 A well-designed proposal at the 'technical details' stage, for this minor development, can be achieved to ensure high quality development that enhances or preserves the landscape and character of the village.

6.17 While the site falls outside of any defined limits of development, the Council's current inability to demonstrate 5 years' deliverable supply of housing renders CP2 out-of-date insofar as it restricts the location of new housing. The site is directly adjacent to the limits of development and well related to existing residential development. It also has good connectivity, on foot, with services in Netheravon.

6.18 In the planning balance, the public benefits of delivering housing in this context are clear and are not outweighed by the policy conflict.

7. Conclusion

- 7.1 This proposal is for minor development (between six and nine residential dwellings) and therefore qualifies for PiP, subject to consideration against the relevant policies of the Development Plan and other material considerations.
- 7.2 In principle, the site represents an opportunity for a sustainable form of residential development that accords with the Framework as the site is not 'isolated' and instead is well related to the built-up area, where residential development could help to maintain the vitality of local services and facilities within the grouping of villages and beyond.
- 7.3 Given the failure to demonstrate a 5-year housing land supply, and the consequent obsolescence of the Development Plan's housing policies, the presumption in favour of sustainable development is engaged. The assessment above demonstrates that the application of policies in the Framework do not provide a clear reason for refusing the development, and the adverse impacts would not significantly and demonstrably outweigh the benefits of delivering four dwellings in this location.
- 7.4 The Framework confirms that the purpose of the planning system is to contribute to the achievement of sustainable development. Achieving sustainable development means that the planning system has three overarching economic, social and environmental objectives, which are interdependent and need to be pursued in mutually supportive ways. The development represents a sustainable form of development and there is accordingly a presumption in favour.
- 7.5 In addition, the proposed development would undoubtedly contribute towards meeting the housing need in an Authority area with no 5-year land supply, and as such accords with the Government's objective of boosting the supply of housing. As a small site, it is capable of being built-out quickly, and the Applicant is prepared to accept a shortened period for the submission of TDC matters; thus the proposal is capable of providing a boost to the housing supply in an efficient manner.
- 7.6 The Applicants would therefore welcome the LPA's support for this to proposal to establish permission in principle for residential development of between 6 and 9 dwellings while enabling all technical details to be dealt with in due course. Doing so would accord with the objectives of the Framework that seeks to achieve sustainable development and deliver more homes.