theme 6 Development

AONB Special Qualities: Development Sparsely populated chalk downlands with scattered farms and equestrian premises Wroughton airfield River valley settlements with hamlets, villages and market towns displaying traditional building



There are 58 residents per km²

in the AONB, compared to 205 per km² in West Berkshire

9 local authorities

cover the AONB area, each one considering the designation within its own policies and plans



A Changing Landscape

The North Wessex Downs AONB is a sparsely populated landscape, retaining a strong sense of remoteness and tranquillity within the tightly packed South

7.1 The North Wessex Downs AONB is a sparsely populated landscape. The population density of 58 residents per km² across the AONB compares to an average for West Berkshire of 205 per km². The open, largely uninhabited downlands retain a strong sense of remoteness and tranquillity, a very special perceptual characteristic within this otherwise densely populated part of Southern England. Attractive villages nestle in the river valleys of the Pang, Bourne, Kennet and Lambourn and cluster in the lowlying land to the east of the AONB. High environmental quality makes strong direct and indirect contributions to the wider regional economy.

7.2 Despite the relatively low population density, there are development pressures on the North Wessex Downs. This is due to its location within South East England and its proximity to London. There is a need to manage these pressures with sensitivity both within and in the setting of the AONB in order to reconcile maintaining economic and social viability with conserving and enhancing the character of the North Wessex Downs. Communities need to be economically viable and have adequate housing, amenities and facilities. However, the primary purpose of designation needs to be paramount when considering such issues.

7.3 There is also a need to ensure a consistent approach across the North Wessex Downs. The area extends across nine different local authority areas. Planning law requires that applications for planning permission must be determined in accordance with the relevant Development Plan, unless material considerations indicate otherwise. Therefore, the North Wessex Downs AONB looks to its constituent local authorities to consider the designation within their Local Plans. This is set out in the CRoW Act 2000 and NPPF. To assist its local

authority partners, the North Wessex Downs AONB Unit will:

- actively engage in the policy making process;
- provide advice on specific planning applications and appeals; and
- provide guidance through its Management Plan and Position Statements.

Relationship with the National Planning Policy Framework

7.4 The NPPF provides specific guidance for plan makers and decision takers in relation to AONBsⁱ. It states that 'great weight' should be given to conserving their landscape and scenic beauty, and that these designated areas have the highest status of protection in relation to these issues. It further states that the scale and extent of development in these areas should be limited. In particular, major development should not be permitted in AONBs, except in exceptional circumstances and where it can be demonstrated to be in the public interest. As a general guide to assessing the likely impact of development on the AONB,

the North Wessex Downs AONB Unit defines 'major development' as set out in the Town and Country
Planning 'Development Management Order'

...

There are

development

North Wessex Downs

AONB due to its

This approach provides the basis to decide whether NPPF paragraph 172 is relevant in terms of impact on the area in a local context. Footnote 6 to NPPF paragraph 11 (restricting the presumption in favour of sustainable development in AONBs) is pertinent to this principle.

7.5 A key element of the NPPF's 'environmental objective' (supporting the defined purpose of the planning system to contribute to achieving sustainable development) is the protection and enhancement of the natural, built and historic environment. To support the overarching purpose and objectives, Local Plans should allocate for development that land which has the least environmental or amenity value, where consistent with other policies in the NPPF^{III}. The strategic policies in Local Plans should set out an

overall strategy, and sufficient provision for, the conservation and enhancement of the natural, built and historic environment, including landscapes and Green Infrastructure^{iv}.

7.6 The NPPF provides specific guidance on measures to protect, restore and enhance biodiversity assets and to secure measurable net gains for biodiversity, setting out principles to avoid a significant harm to biodiversity. Local Plan policies should clearly differentiate between land within and outside AONBs. Recognition of the special qualities of the North Wessex Downs AONB by local authority partners will strengthen Local Plans. The AONB Unit will:

- advise their local authority and neighbourhood planning partners in the preparation of plans;
- advise on forming decisions on planning applications and appeals; and
- monitor objectives of Local Plans and development management decisions.

The Approach to Development

7.7 The North Wessex Downs AONB Partnership supports preapplication discussions from applicants and with the relevant Local Planning Authorities. The area is a 'sensitive area' as defined under the Environmental Impact Assessment Regulations. Some forms of development may require an Environmental Impact Assessment (EVIA) or Landscape and Visual Impact Assessment (LVIA).

7.8 The AONB Partnership supports the emerging approach as set out in Defra's 25 Year Environment Plan to extend the scope of the concept to achieve 'net gain' through development and to apply this beyond biodiversity to embrace wider natural capital benefits, including the landscape and natural beauty.

Local Economy and Rural Business

7.9 The North Wessex Downs AONB Partnership believes that promoting and supporting local enterprise is a key part of conserving and enhancing the character and special qualities of the AONB. Local businesses are likely to:

employ local people;



- provide services to improve the local quality of life;
- spend money locally;
- promote community cohesion; and
- ▶ have a smaller environmental footprint (by reducing the transportation of goods from across communities).

7.10 People like to live in a high quality environment. This attracts some businesses as it helps them retain staff. Support for small local businesses will provide local jobs and enhance the rural economy. For example, fast broadband is crucial for a healthy rural economy and we will work with relevant agencies to secure such infrastructure.

Page 71 Aerial view of Marlborough, John Henshall/Alamy Stock Photo Page 72 Children enjoying Hurstbourne Forest School, NWD AONB Page 73 Cobbs Farm Shop and Kitchen

near Hungerford, Cobbs Farm Shop

i NPPF (2018) paragraph 172.

i Statutory Instrument (2010) No. 2184; Section 2(1).

iii NPPF (2018) paragraph 171.

iv NPPF (2018) paragraph 20.

v NPPF (2018) paragraphs 174-177.



7.11 Significant employment areas exist within the area; for example, the Harwell Campus which is home to the Diamond Light Source, the UK national synchrotron science facility. This is part of 'Science Vale' in Oxfordshire which has a national profile as a centre for science and innovation, and in particular for space technology. As a large, previously developed area, partly designated as Enterprise Zone, opportunities exist here for redevelopment and intensification of the site. Where such development occurs, it is important to recognise the AONB purposes and minimise any potentially adverse impacts on the special qualities of the AONB.

Additional Guidance

7.12 When preparing plans and planning applications, those responsible should make reference to:

- the North Wessex Downs AONB Management Plan;
- relevant AONB Position Statements and Guidance Notes;
- the North Wessex Downs Integrated Landscape Character Assessment; and
- the Historic Landscape Character Assessment.

Planning Conditions, Community Infrastructure Levy and Mitigation

7.13 It may be possible to overcome a planning objection to a development proposal by imposing a condition on the planning permission or by entering into a planning obligation (a 'Section 106 Agreement'). Where this is appropriate, we may recommend planning conditions or a legal agreement to secure control over development and/or forms of mitigation. This will align with tests as set out in National Planning Policy Framework and supporting Planning Guidance and will be secured by our local authority partners in forming decisions on planning applications.

7.14 We will seek financial contributions through Section 106 Agreements where possible to mitigate harmful impacts on the special qualities of the AONB arising from new developments. We will also seek to access Community Infrastructure Levy (CIL) funds from

local authority partners to support identified landscape, ecological, community, Green Infrastructure and environmental projects.

Remoteness and Tranquillity

7.15 The sense of remoteness and tranquillity is fundamental to the character of the North Wessex Downs AONB. It is central to the enjoyment and appreciation of the landscape. Dark night skies in the AONB contrast dramatically with surrounding urban areas. The absence of artificial light allows the full majesty of the night skies and stars to be appreciated unimpeded by the night time glow of our major urban areas. Light pollution can impact on wildlife, such as foraging bats. In some parts of the area there is already an ambient level of noise associated with transport networks and machinery. A certain level of activity and noise will always be expected within a largely farmed landscape and within the urban areas of the region.

7.16 These special perceptual qualities are fragile and under threat from a combination of factors, including major development, such as wind turbines, intruding into the open downland. Concerns raised by local residents and users of the landscape over loss of these special perceptual qualities will inform decisions on particular development proposals. New uses or new developments that individually or cumulatively result in a material increase in lighting, noise and or activity into the countryside are likely to be opposed.

Sensitivities and Constraints of the Landscape to Wind Turbines

7.17 The North Wessex Downs AONB Partnership commissioned a study to identify the sensitivities and constraints of the landscape to wind turbines. This work reveals that all Landscape Character Types within the area are constrained to a degree. There are specific sensitivities and values that would be adversely affected by such forms of development.

7.18 Four Landscape Character Types (Open Downland, High Chalk Plain, Downs Plain and Scarp, and River Valleys) are considered to be highly constrained in relation to wind turbine

development, where sensitivities to this form of development are high and any wind turbine is likely to have adverse impacts.

7.19 The remaining Landscapes Character Types (Downland with Woodland, Wooded Plateau, Vales, and Lowland Mosaic) are considered to be moderately to highly constrained in relation to wind turbine development. The particular landscape characteristics and configuration of these Landscape Character Types is such that it may be possible to find locations that are less constrained to some types of turbine development, although these locations are likely to be limited.

Other Renewable Energy Projects

7.20 As a response to climate change, there is a need to reduce greenhouse gas emissions. The security of energy supplies is also a concern. These factors are likely to lead to an increase in renewable energy generation. There are already many well established and sensitively located forms of renewable energy projects across the area. These include:

- micro-generation on individual residential and commercial properties;
- photovoltaic installations (some up to 1 ha in area);
- on-farm bio-digesters;
- woodfuel boilers; and
- hydro-electric generation projects within water courses.

7.21 Further information is contained with the North Wessex Downs AONB Position Statement on Renewable Energy concerning the likely acceptability of differing forms of renewable energy projects.

Green Infrastructure

7.22 'Green Infrastructure' (GI) is the network of multi-functional open spaces and other environmental features, including parks and gardens, woodlands, green corridors, watercourses and water bodies ('blue spaces'), street trees and open countryside. There is an opportunity for new development to secure and enhance the area's GI network, including through the CIL. This will support the sustainable management of natural resources; the delivery







Page 74 Harwell Campus, Courtesy of Harwell Campus

Page 75 Forwarder extracting timber and roaming dairy farm, both Dawn Hamblin, North Wessex Downs LEADER; Solar panels on barn roof, Ann Shepley

Swindon is a sizeable town just outside the AONB, but its Urban Fringe Action Plan impacts on the area

The M4 and A34 are the main arteries in the North Wessex Downs, connecting to smaller A roads and rural lanes

of sustainable development; biodiversity enhancement through habitat connectivity; local flood management; and the provision of opportunities to improve health and wellbeing through access to green and blue spaces. Schemes that improve links, including in particular public rights of way, for walkers, cyclists, riders, and carriage drivers, as well as securing biodiversity and landscape enhancements, will be supported. Where appropriate, new and existing GI features should provide the greatest range of functions possible to maximise benefits for people and wildlife.

Urban Fringe and Setting

7.23 A number of sizable and expanding towns lie just outside the North Wessex Downs AONB. In the west, the most notable is Swindon for which there is a specific strategy: the Swindon Urban Fringe Action Plan. This includes a part of the North Wessex Downs AONB and notes that the agricultural economy close to Swindon is under pressure. Due to uncertainty over the future, marginal viability and urban pressures (including vandalism and litter dumping), the Plan concludes that it could become an area of immense opportunity and multiple uses. However, targeted action is required to deliver this potential.

7.24 There are other proposals for growth outside the boundary but within the setting of the North Wessex Downs. These include developments at Wantage, Didcot, Andover and Devizes. The potential for harm to the setting of the area from large-scale urban extensions is substantial. Any new uses or development proposed outside, but within the setting of the area should consider the North Wessex Downs AONB Position Statement on Setting. Proposals should include detailed measures to mitigate against harm to the area. Forms of mitigation may include strategic landscape buffers, restrictions on building heights, care over massing and scale, care over roofscape design, or avoidance of development in the most exposed locations.

Built Environment and New Housing

7.25 The North Wessex Downs AONB Partnership's approach to the provision of new housing is set out in the AONB Housing Position Statement. This states that, in general, strategic levels



of new housing within the AONB should be avoided except in exceptional circumstances, in line with national planning policy^{vi}. Land of least environmental or amenity value situated outside the protected landscape and its setting should be the first choice for development. Only where it is necessary to meet appropriate local needs will new housing be supported. This should be within existing settlements, preferably on previously developed sites. Good design and siting of all new developments in the North Wessex Downs is essential. They should reflect the local landscape character and architecture and make use of local materials.

7.26 The Position Statement also states that only on the edges of Marlborough, Hungerford, Lambourn, Pewsey, and Pangbourne will there be support for new open market housing development on greenfield land. In other areas, there will be strict tests to minimise the impact on the landscape. In a far more limited role, small scale housing sites within or on the edges of the secondary larger villages may be supported where all landscape and other planning issues have been resolved. The provision of affordable homes through exception site policies could also be possible in



these locations. Need has to be demonstrated and landscape and environmental harm minimised.

7.27 Housing may also be delivered through the Neighbourhood Plan process. Such provision should still be in general conformity with any Core Strategy and be appropriate in terms of landscape and environmental impact.

Highways Infrastructure

7.28 The M4 (London to Wales) and the A34 (Southampton to Oxford) form the main arteries in a wider network of A-roads crossing the North Wessex Downs. Yet the overall impression is of a relatively sparse road network underlining the historical and current lack of settlement on the open downlands. The only part to have a dense network of winding rural lanes is the well wooded Hampshire Downs and the lowlands to the north east of Newbury – both areas with a medieval settlement pattern.

7.29 More could be done to find imaginative and sensitive solutions to the maintenance of the existing highway network and the design of new roads. These should be sympathetic to the character and qualities of the North Wessex Downs. Many rural lanes have a rich character of their own. The challenge is to retain that character whilst meeting modern highway safety needs. Particular problems occur when urban solutions are imposed on the rural setting. This results in a loss of local character and the addition of lighting and clutter. The North Wessex Downs Unit will collaborate with the Highways Authorities to improve the existing highway environment and seek improvements to proposed new schemes. The development of new private driveways should retain rural character and reflect the historic qualities of settlements.

7.30 The North Wessex Downs AONB Unit has contributed to work that is helping to reduce the impact of highways infrastructure, such as through the Avebury World Heritage Site Transport Strategy. A Position Statement on Highways Design and Management will be produced to help provide guidance on this issue.

Minerals and Waste

7.31 It is national policy to avoid landbanks of non-energy minerals in AONBs^{vii}. Mineral schemes that are major developments within the area should be refused planning permission unless it can be demonstrated that there are exceptional circumstances and that the development is in the public interest^{viii}.

7.32 Waste proposals should substantially be meeting local needs. They should be of a scale relevant to the proposal and avoid greenfield sites. Any new facilities should be consistent with an up-to-date Local Plan, as defined in the National Planning Policy for Waste.

More could

be done to find

sensitive solutions

to the maintenance

network

Page 76 Cycling in a green space, Visit Hampshire Page 77 A rural road near Hackpen Hill, greatwestway.co.uk



vi NPPF (2018) paragraph 172.

vii NPPF (2018) paragraph 205(a).

viii NPPF (2018) paragraph 172.

AONB Special Qualities: Development

- 7.33 The sense of **remoteness and tranquillity** that comes from an undeveloped and rural quality with only limited human intervention, containing typically modest villages with distinctive and ancient settlement patterns:
 - The Open Downland, Downland with Woodland and High Chalk Plain areas are generally very sparsely populated, containing scattered isolated farms, equestrian establishments or small hamlets sheltering in the dry valleys and folds of the chalk upland.
 - Wooded Plateau contains a distinct pattern of settlement comprising a remote 'uninhabited'

Page 78 Lambourn and Marlborough, both NWD AONB Page 79 Dark skies over Silbury Hill, greatwestway.co.uk





- western plateau, smaller settlements such as Froxfield and a concentration of villages in the east of the area, in the valley of the River Dun.
- ▶ In the **Downs Plain and Scarp** character area, attractive springline villages cluster along the base of the northern ridge or along the valley of Avebury Plain. 20th century military installations, including Wroughton Airfield and a First World War camp near Draycot Foliat, are dominant and defining features of the area.
- ▶ The Vales are settled landscapes with a concentration of compact small towns, clustered villages, hamlets and many dispersed residential and farm buildings, while the River Valleys display a concentration of nucleated and linear settlement including tiny hamlets clustered around a church, many small villages and market towns.
- ▶ The Lowland Mosaic remains one of the most densely settled Landscape Character Types, with a diverse range of settlements ranging from large manor houses, villages, numerous hamlets and lines of houses along the roads and lanes.
- 7.34 Distinctive architectural styles that vary throughout the AONB but within specific areas create a sense of place and vernacular local character due to the availability of local building materials and traditional building styles. This includes traditional knapped flint and brick, timber-framed farm buildings, thatch and tiled roofs, use of Sarsen Stone, blue flint and tile, and clunch and cobb walls.
- 7.35 A sparse road network, but with good access from a number of economically significant towns such as Swindon, Andover, Whitchurch, Basingstoke, Reading, Devizes, Newbury and Didcot, resulting in an economy that is largely 'outward looking' towards these 'boundary towns' and beyond.
- 7.36 Within the North Wessex Downs, the traditional land based and rural economy contrasts with a growing high tech and creative sector.

Development: Key Issues, AONB Strategic Objectives and Policies

Development in the North Wessex Downs AONB faces a range of challenges, which this Plan will address through the implementation of key objectives and policies

7.37 Key Issues

Key issues with the potential to have significant influence on the AONB's Development Special Qualities:

- a) The threat of expansion of the main urban areas just beyond the boundary of the North Wessex Downs – including the main centres of Swindon, Wantage, Didcot, Reading, Newbury, Basingstoke, Andover and Devizes, for example – creating urban fringe pressures and impact on the setting of the AONB.
- b) New large free-standing dwellings as replacement dwellings in the open countryside.
- c) The change of use of land to domestic garden use.
- d) The loss of rural character through suburbanising influences from new development (new fencing, lighting, signage, parking areas, paved footpaths, loss of native hedgerows and creation of new garden areas).
- e) New housing developments on greenfield sites.
- f) The threat of incremental housing development outside settlements from conversions, redevelopments or rural workers' accommodation which are not clearly beneficial.
- g) Impact on dark skies and tranquillity of high-powered external lighting, especially where poorly directed or in an exposed location (not usually subject to planning control).
- h) Potential for certain forms of development to intrude on the wider landscape, including masts, pylons, wind turbine developments, photovoltaic schemes, and minerals and waste

- schemes, threatening the landscape quality, heritage assets, and the sense of remoteness and tranquillity.
- Potential for harm from smaller wind turbine developments if poorly located in exposed locations in landscapes recognised for their sensitivity to this form of development.
- j) Unsuitable development of redundant previously developed and part-developed sites within the North Wessex Downs, especially redundant airfields and military sites (e.g. Wroughton), and the impact upon landscape quality and heritage assets.
- k) New developments at the junction of the M4 and A34 or along their corridors which spread the impact from development yet further into the undeveloped parts of the AONB.
- Impact from the racing industry from new gallops and facilities where inappropriately located and/or designed.
- m) Impact from equestrian uses and structures generally where new development is expansive in area, in greenfield locations, poorly designed and/or located on exposed sites.

The expansion of

the main urban areas just outside the AONB creates pressure on the area

High-powered external lighting

impacts on the dark skies and tranquillity of the AONB



- n) Substantial new farm buildings where unjustified, poorly designed and or located in exposed locations.
- o) Development that results in a material loss of tranquillity and/ or impact on the dark night skies within the North Wessex Downs or its setting.
- p) Development that does not provide for or support existing Green Infrastructure.
- q) Development that does not provide for appropriate mitigation (including through the Community Infrastructure Levy)
- New noise-creating activities, for example from quad or bike courses, microlights, shooting schools, kennels, and new industrial, minerals or waste operations.
- s) The illegal dumping of rubbish.
- t) Large-scale new commercial uses of farms or inappropriate farm diversification projects.

- New road building and route upgrades, including the proposed Oxford to Cambridge Expressway development.
- v) Impact of road signage, street lighting and other highway clutter on landscape character, including within settlements. Measures which have an urbanising effect on AONB character and are thus generally inappropriate include: oversized, multiple and yellow-backed road signs; new street lighting in previously unlit locations; lighting that allows spillage or glare; road markings; concrete kerbing; illuminated bollards; fencing; and elaborate traffic-calming schemes.
- w) Opportunities to reduce costs and maintain or restore the character of rural roads through adoption of a low-key rural design approach to roads across AONB.

7.38 AONB Strategic Objectives for 2019-2024: Development

- S.17 Ensure that the formulation and implementation of planning policies across the North Wessex
 Downs takes full account of the purposes for AONB designation, the character and the special qualities of the North Wessex Downs and its setting.
- S.18 Advise on appropriate sustainable development that in itself conserves and enhances the environment through the planning system in the context of this nationally protected landscape.



Page 80 Marlborough, NWD AONB

7.39 AONB Policies: Development	
DE 01	Encourage all proposals for new development, redevelopment and re-use to conserve and enhance the natural beauty of the North Wessex Downs. Oppose forms of development that fail to conserve and enhance the character and quality of the AONB and its setting and to make reference to the AONB's published guidance.
DE 02	Encourage high standards of design, comprehensive landscaping where required, traditional building styles, energy conservation and innovation that respect historic settlement patterns and the distinctive character of the North Wessex Downs.
DE 03	Encourage Local Plans, Supplementary Planning Documents and other policies to take account of the statutory protection of the AONB, in terms of location of development affecting the AONB and its setting, and specific AONB policy.
DE 04	Support the need for Local Plans, Supplementary Planning Documents and other policies to address issues such as landscape impact, local character, materials, and historic structure and scale of settlements.
DE 05	Encourage the consideration of landscape, including historic landscape, impacts at the earliest opportunity in the planning process through preparation of Landscape and Visual Impact Assessment, Landscape and Visual Appraisal and Environmental Impact Assessment reports as appropriate to the location.
DE 06	Encourage, support and promote the expansion of 'net gain' principles developed for biodiversity, to apply to wider natural capital assets, including in particular to landscape and natural beauty.
DE 07	Resist noise-generating developments and activities within both the AONB and its setting.
DE 08	Avoid and reduce light pollution, including control of lighting schemes or other developments that threaten the integrity of dark night skies over the North Wessex Downs.
DE 09	Encourage, support and promote good practice in the design and management of roads in the AONB and its setting that conserves and enhances the character of the landscape and settlements.
DE 10	Support appropriate and sustainable farm diversification activities where planning applications are supported by a whole-farm plan and linked to design guidance.
DE 11	Encourage the use of planning briefs or master plans which guide developments within and on the edge of the North Wessex Downs and take account of AONB purposes.
DE 12	Encourage the retention of existing and provision of new 'Green Infrastructure'. Ensure that Green Infrastructure (including new or enhanced biodiversity assets) is incorporated within the area of all 'major developments', both within and in the setting of the AONB.
DE 13	Support the development of strategies and integrated projects to manage the pressures and opportunities presented by the AONB's close proximity to its surrounding urban centres.
DE 14	Work with local communities to increase capacity and involvement in development processes.
DE 15	Support local communities to engage with local and national planning policy consultations.
DE 16	Encourage local communities to identify local needs and assist in the conservation and enhancement of local distinctiveness through the preparation and development of Neighbourhood Plans, Parish Plans, Village Design Statements, Neighbourhood Development Orders and other initiatives.
DE 17	Encourage economic growth, new responsible tourism opportunities and diversification of the local economy within the overall aim of conserving and enhancing the natural beauty of the AONB.
DE 18	Support broadband rollout where the installation of new equipment is in accordance with the national code of practice on siting of cabinets and masts and appropriate consideration is given to AONB purposes.
DE 19	Support training courses to encourage businesses within the North Wessex Downs to adopt sustainable approaches consistent with AONB objectives.
DE 20	Resist developments that would substantially increase traffic volume in sensitive areas.
DE 21	Encourage local planning authorities to use powers available to them under Section 106 of the Town & Country Planning Act, Community Infrastructure Levy and similar legislation to achieve the North Wessex Downs AONB Management Plan objectives and activities.
DE 22	Support economic activities that embrace sustainable development principles at a scale and nature compatible with the special qualities of the North Wessex Downs.
DE 23	Support initiatives that seek to add value to land-based products sympathetic to the natural beauty of the AONB.