

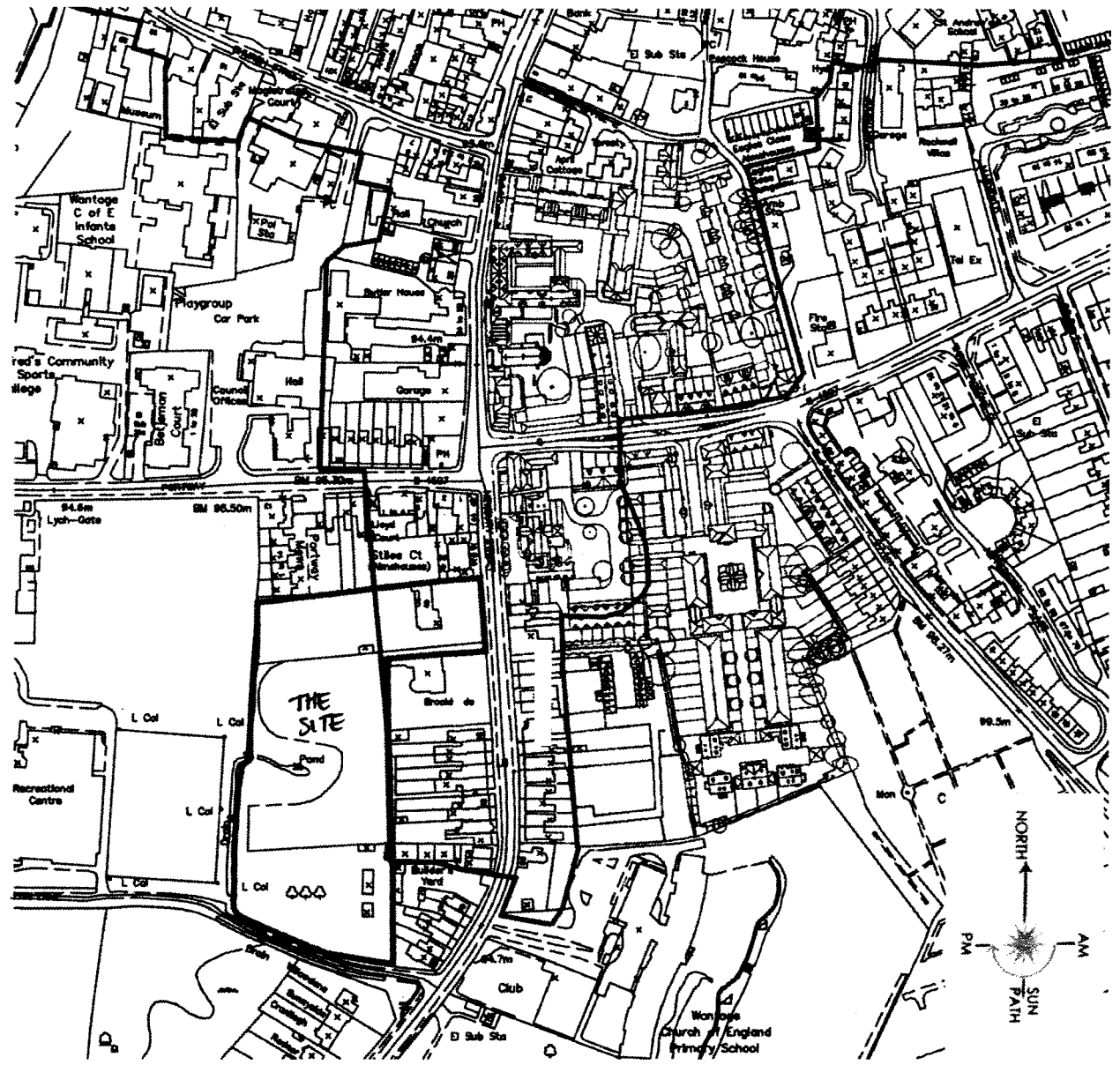


# Site Analysis

11/01520/FUL  
11/01521/CON

**KEY**  
 Wantage Town Centre Conservation Area boundary  
 Site



Appendix 1

# Agenda Item 8

Vale of White Horse District Council – Planning Committee – 04 December 2011

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<b>APPLICATION NO. APPLICATION TYPE REGISTERED PARISH WARD MEMBER(S)</b>	11/01520/FUL and 11/01521/CON Major 21 July 2011 Wantage Cllr John Morgan, Cllr Charlotte Dickson and Cllr Fiona Roper
<b>APPLICANT SITE PROPOSAL</b>	Berkeley Homes Ltd Land to the rear of 46 Newbury Street, Wantage Demolition of 46 Newbury Street and erection of 23 units comprising 19 houses and four flats with 40% affordable housing.
<b>AMENDMENTS GRID REFERENCE OFFICER</b>	Received 4 October 2011 439836 187584 Laura Hudson

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- 1.0 INTRODUCTION**
- 1.1 The application site is located to the south of Wantage town centre, and forms an area of orchard and former mature garden land to the rear of nos. 46 to 80 Newbury Street. The site contains a number of mature trees, many of which are protected by tree preservation orders.
- 1.2 The site has an existing access which runs between Brooklands and Woodlands (no. 46) and includes an area of informal parking used by Newbury Street residents.
- 1.3 The site is bounded largely by existing residential development and the Wantage Leisure centre to the west. Willow Lane, which forms the southern site boundary, is a public right of way. The whole site is included within the development boundary of Wantage as shown on the local plan proposals map.
- 1.4 The front part of the site, including no. 46, is located within the Wantage Conservation Area. The whole site lies within the North Wessex Downs AONB and Stiles Court Almshouses, immediately adjacent to the northern site boundary fronting Newbury Street, is a grade II listed building.
- 1.5 The application comes to committee as Wantage Town Council objects and more than four letters of objection have been received.
- 2.0 PROPOSAL**
- 2.1 The applications seek conservation area consent for the demolition of no. 46 (Woodlands) at the front of the site and planning permission for the erection of 23 dwellings. The development consists of 19 houses and four flats in a mix of sizes and arranged around the site in a series of courtyards, taking account of the existing mature trees on the site. No. 46 would be replaced by a terrace of five houses and four flats arranged around a central green space fronting Newbury Street.
- 2.2 Access to the development is proposed via a relocated and widened access with improved visibility onto Newbury Street.
- 2.3 The scheme includes 14 market dwellings and nine affordable dwellings located at the front of the site in a mix of houses and flats. The density of the development equates to 19.3 dwellings per hectare.

- 2.4 The application proposes off street parking and garaging for all of the new dwellings, plus some car parking provision for existing dwellings in Newbury Street who currently park on the site.
- 2.5 Amended plans have been received to address concerns raised by the architects panel in relation to the overall layout, the design and layout of plots 19 – 23, and the design of plots 9 and 14.
- 2.6 The site plan and extracts from the application drawings are **attached** at appendix 1.

### 3.0 CONSULTATIONS & REPRESENTATIONS

- 3.1 Wantage Town Council – “Object. There are a number of concerns. Highways – the access is poor onto a busy main road and close to a busy crossroads at Portway/Ormond Road/Newbury Street, with poor sight lines. Access by vehicle involves crossing a pavement that is heavily used at times by school children attending the Church of England Primary School adversely affecting sight lines that are already poor, and an accident risk for pedestrians. Congestion could be caused in the local road network by vehicles seeking to enter or leave the site and blocking traffic flow. Environmental Impact – concerns expressed by others are shared regarding the impact on wildlife, the number of trees to be removed and the ecology. Over-development – the number of dwellings proposed is regarded as too high. Detrimental effect on the AONB – the development is regarded as inappropriate.”
- 3.2 County Engineer – Original objections to the site access due to inadequate visibility. No objections to the layout and parking provision. Amended plans have been submitted after negotiations with the highways authority to address the access visibility concerns. An update on highways matters will be provided at the meeting. A contribution of £60,214 has been requested by the highways authority towards local transport improvements.
- 3.3 Conservation Officer – no objections in principle. Any further comments will be reported at the meeting.
- 3.4 Architects Panel – “Proximity of 20 – 23 too close to road (internal road) needs a footpath minimum – possibly provide front door access from new courtyard. Bin storage needs to be carefully considered. Overall scheme is random arrangement – should consider public spaces and groupings and vistas. Front boundary treatments and landscapes also need re-thinking. Largest house badly positioned. Plot 14 too close to road and also roof pitch too steep. 12 too close to road and some garage blocks too intense. Defer for negotiation.”  
(The plans have been amended to take account of these comments, including altering the layout and redesigning plots 9 and 14)
- 3.5 Council’s drainage engineer – Initial concerns over the drainage proposals, however further details have been submitted and now no objections are raised subject to conditions, including the works being carried out in accordance with the submitted flood risk assessment.
- 3.6 Environment Agency – No objections.

- 3.7 Council's ecologist – Acknowledges submission of phase 1 habitat survey, bat survey, reptile survey and orchard tree survey. Concerns over level of mitigation proposed for bats and in relation to the loss of the orchard, therefore further information was requested. Additional mitigation proposals have been submitted and no objections are now raised subject to conditions and subject to a S106 payment of £2,424 towards orchard projects locally to compensate for the loss of the orchard on this site.
- 3.8 County Developer Funding Officer – Contributions requested towards local infrastructure, including schools, of £198,434.
- 3.9 Housing Officer – No objection to the affordable housing provision including its location on the site and the housing mix. Concerns over the tenure split which should be 75% rented and 25% shared ownership. An update on this will be provided at the meeting.
- 3.10 County Archaeologist – Request for a field evaluation prior to determination of the application. This has been carried out and reveals that the archaeological potential of the site is low. Conditions are recommended requiring some further investigation prior to commencement of the development.
- 3.11 Waste – Contribution towards the provision of waste and recycling bins required.
- 3.12 AONB Officer – Objects. Although the site is not open downland it is typical of many edge of settlement locations in the AONB, therefore although it has a strong association with the town, the development will still impact on the AONB and result in a change in its character.
- 3.13 CPRE – Objects. The proposal is considered to be harmful to the AONB. Although the site lies within the development boundary it is considered to be important open land. The proposal will result in an increase in traffic which would be harmful to highway safety.
- 3.14 Arboriculturalist – No objections. The submitted arboricultural assessment is acceptable. Requires details of how the existing hard standing around the beech tree is to be removed and of the species of trees to replace the yew and norway maple trees to be removed at the front of the site.

3.15 Letters of objection have been received from 27 local residents, the local primary school, and a consultant acting on behalf of local residents, all raising the following concerns:

- The proposal will have a harmful impact on the character of the AONB.
- The site is an important wildlife habitat and the proposal will damage this and result in the loss of orchard land.
- The proposed dwellings would result in overlooking and a loss of privacy for neighbouring properties.
- Newbury Street is a very busy and dangerous road where parking is a problem – the proposal will result in additional traffic which will be harmful to highway safety.
- The proposal will have a harmful impact on this important green space in the conservation area.
- The local schools are already over subscribed.
- There has already been too much development in this area.
- The development will result in noise and disturbance.
- The proposal will result in the loss of important trees.
- The existing dwelling should be renovated and retained.
- Planning permission has previously been refused for development on this site and dismissed on appeal.
- Concerns over pedestrian safety with extra traffic, particularly children walking to school.
- The proposed dwellings will over-dominate neighbouring properties.
- Since the St Mary's development local flooding has got worse and this proposal will only exacerbate the problem.
- Local infrastructure cannot cope with additional housing.
- The site has a very poor access and Newbury Street is very narrow in the vicinity of the site.
- It is not clear how the spring pond and trees will be managed in the long term.
- The site is not allocated for development in the local plan.
- The flood lights at the leisure centre to the rear of the site are used until 11pm and may have an adverse impact on the residents in the new development.

#### 4.0 RELEVANT PLANNING HISTORY

4.1 Planning permission was refused in 1998 for the erection of a residential care home on the site.

4.2 A further application for a care home was refused in 1999 due to the impact on the character of the area and access concerns. The scheme was dismissed on appeal, but only on highway safety grounds – the site access was proposed to the south of Brooklands and was to be shared with the office use in Brooklands. In relation to landscape impact, the Inspector acknowledged that the main group of trees would be retained and that *“the appeal proposal would preserve the well-landscaped character and appearance of the locality”* (paragraph 9).  
A copy of this appeal decision is **attached** at appendix 2.

4.3 The decision on an application for a certificate of lawful existing use is currently pending in relation to the existing use of part of the site for parking. Whilst an update on this matter will be provided at the meeting, it is not considered relevant to the consideration of this current planning application.

- 5.0 **POLICY & GUIDANCE**  
*Vale of White Horse Local Plan*
- 5.1 Policy GS1 provides a general locational strategy to concentrate most new development within the five main settlements, including Wantage. The development boundaries of the main settlements are defined on the local plan proposals map. The policy states that important open land within these settlements will be protected. The site is located within the development boundary of Wantage.
- 5.2 Policy H10 states that development within the built up area of the five main settlements, as defined by the development boundaries on the proposals map, will be permitted provided the proposal would not result in the loss of areas of informal public open space; and provided the layout, mass and design of the proposal would not harm the character of the area.
- 5.3 Policy HE1 refers to development in conservation areas and within their setting, stating that it will only be permitted if the established character of the area is preserved or enhanced. Development on areas such as gaps between buildings, gardens and other spaces will only be permitted if it can be shown that these areas do not make a positive contribution to the special interest of the area, and views within, into or out of the conservation area would not be lost or damaged as a result of the development. The policy also seeks to preserve features important to the character of the conservation area.
- 5.4 Policy HE4 refers to development within the setting of listed buildings, and states that it will only be permitted if the proposal respects the characteristics of the building in its setting.
- 5.5 Policy DC1 requires new development to be of a high design quality in terms of layout, scale, mass, height, detailing, materials to be used, and its relationship with adjoining buildings.
- 5.6 Policy DC5 requires safe and convenient access from the public highway and appropriate parking provision on site.
- 5.7 Policy DC6 requires hard and soft landscaping to protect and enhance the visual amenities of the site and its surroundings, and to maximise nature conservation and wildlife habitat creation.
- 5.8 Policy DC9 seeks to ensure development will not unacceptably harm the amenities of neighbouring properties and the wider environment.
- 5.9 Policies DC13 and DC14 relate to the water environment and require flood risk identification, assessment, and appropriate mitigation. Surface water run-off into the sewerage system needs to be limited.
- 5.10 Policy H17 requires 40% provision of affordable housing for schemes of 15 dwellings or more in Wantage.
- 5.11 Policy NE6 refers to development in the AONB stating that it will only be permitted if the natural beauty of the landscape is conserved or enhanced. The policy states that development which would be visually prominent or would detract from views from public vantage points will not be permitted.
- 5.12 *Vale of White Horse Residential Design Guide (adopted December 2009)*  
The design guide encourages good traditional and contemporary building design, and

provides minimum spatial standards between existing and proposed buildings/extensions.

### 6.0 **PLANNING CONSIDERATIONS**

6.1 The main issues to consider in determining this application are:

i) the principle of development in this location in policy terms; ii) the design of the proposed development and its impact on the character of the area, including the AONB; iii) impact on the character and appearance of the conservation area and on the setting of the adjacent listed building; iv) access to the site and parking provision; v) impact on neighbouring properties; vi) impact on trees and ecology; and vii) surface water drainage.

### 6.2 **Principle**

The site is located within the Wantage development boundary as defined on the local plan proposals map. Development within this area is covered by Policy H10 of the local plan which enables schemes to be permitted, provided they do not harm important open spaces and provided the proposal would not have a harmful impact on the character of the area. The site lies largely to the rear of existing development fronting Newbury Street, although part of the site has a street frontage in the location of Woodlands (no. 46). Existing residential development lies beyond the north and part of the south boundaries of the site, and the leisure centre lies to the west. The remaining part of the south site boundary is demarcated by mature trees. The site, therefore, is visually well-contained and public views are limited to the road frontage section along Newbury Street and glimpsed views from Willow Lane. Given this visual containment and the fact that the majority of the mature trees on the site are to be retained, it is considered that the development would not result in the loss of an important area of open space and that the development can be accommodated without harm to the character of the area. The proposal, therefore, is considered to comply with policies GS1 and H10 and, as such, is acceptable in principle.

In addition, the previous appeal decision was only dismissed in relation to access and the principle of developing the site was considered acceptable.

### 6.3 **Design and impact on the AONB**

The layout of the proposed development has been dictated largely by the constraints of the site including the location of a pond and a large number of mature trees, many of which are protected. This has resulted in a relatively low density development of about 19 dwellings per hectare arranged in three distinct areas on the site. The former orchard area at the southern end of the site contains plots 1 – 8, all detached dwellings with individual garages on relatively large plots laid out in a loose courtyard arrangement. This area is separated from the northern part of the site by the pond and main group of trees. Plots 9 – 14 are arranged around the main access road and large beech tree. At the front of the site, Woodlands (no. 46) which is a substantial former dwelling which has fallen into disrepair, is to be replaced by plots 15 – 23, a terrace of five dwellings and four flats which contain the 40% affordable housing element of the scheme.

6.4 The proposal includes a mix of property styles, including features found locally, and property sizes with the highest 2 ½ storey elements located well within the site and lower two and single storey elements located nearest the site boundaries. Given the visual containment of the site, the low density nature of the proposal, and the retention of the majority of the key mature trees, your officers consider that the design, layout and visual and landscape impact of the proposed development within the AONB are acceptable. The development will not be visually prominent within the AONB, and it will not detract from views from any public vantage points. The proposal, therefore, is

considered to comply with local plan policies DC1 and NE6.

Concerns raised by the architects panel over the layout and design of some of the units have been addressed in the amended plans, including the access arrangement to plots 19 – 23 at the front of the site. This part of the scheme has been designed to reflect the character of the adjacent listed almshouses, both in terms of their detailing and their location fronting the street.

#### 6.5 **Conservation area and setting of listed buildings**

The front part of the site and Woodlands (no. 46) are located within the conservation area. Woodlands is a large detached former dwelling which has a very different character to the traditional orange brick Victorian properties which characterise this part of Wantage. In addition to this, the property has fallen into disrepair. It is considered, therefore, that the loss of this building would not have a harmful impact on the character or appearance of the conservation area. The proposed replacement building has been designed to reflect more closely the existing development pattern and design of the existing surrounding development. The setting of the adjacent listed almshouses will be enhanced by providing the proposed area of open space immediately adjacent to them and by the courtyard character of the proposed adjacent buildings.

6.6 The proposed site access has been designed to provide sufficient visibility but retain as much of the front wall as possible to preserve the character of the conservation area. A condition requiring details of this is recommended.

6.7 The proposed development, therefore, will enhance the character and appearance of the conservation area and the setting of the adjacent listed almshouses.

#### 6.8 **Access and Parking**

Access to this site has always been a major constraints on further development and was the only reason the previous care home proposal was dismissed on appeal. That previous scheme proposed a different access to that now proposed. A new access is now proposed slightly to the north of the existing access which enables a sufficient gap in the wall to be made to achieve adequate visibility splays as required by the County Engineer. Amended plans have been submitted to take account of comments from the County Engineer and these are currently being considered. An update will be given at the meeting. Parking provision and internal roadways are considered acceptable, and the scheme includes some parking for existing residents in Newbury Street who currently use the site. A condition is recommended to secure this.

6.9 Whilst the internal access would be constructed to adoptable standards to enable access and turning for larger vehicles, it is not proposed to be adopted by the county highway authority.

#### 6.10 **Impact on neighbouring properties**

As stated above, the site is partly surrounded by existing residential properties. The proposed layout is such that the distances between the proposed dwellings and existing neighbouring dwellings meets the council's adopted design guidance standards. The access road, parking and garages are proposed adjacent to the rear gardens of the properties along Newbury Street. The heights of new buildings in this area have been kept to single storey. Plots 15 – 19 are situated in the same position as Woodlands, therefore the impact of this terrace would not be any greater than the existing building on the neighbouring almshouses. Plot 14 is located with its rear garden adjacent to the rear gardens of the properties along Portway and, whilst the neighbouring houses themselves are some distance away, the end of the gardens are



less than 11 metres away. The dwelling would not cause any overshadowing given the distance involved, however it is recommended that the rear-facing first and second floor windows (which serve landings and two en-suite bathrooms) are required to be obscure glazed to ensure there would be no overlooking of the adjacent gardens.

#### 6.11 **Trees and ecology**

The majority of the mature protected trees on the site are to be retained as part of the proposed development. The council's arboriculturalist has raised no objections, subject to some replacement planting at the front of the site to replace the loss of two protected trees. A landscaping scheme requiring some additional planting along the site's boundaries, particularly along Willow Lane, is recommended. It is proposed that the pond and trees within the communal areas on the site will be the responsibility of a management company.

6.12 The application was accompanied by a number of ecological and habitat surveys in relation to protected species. After the submission of some additional information, the council's ecologist is now happy with the mitigation proposals which include the provision of a bat loft above one of the garages, 11 bat boxes on the dwellings, four tree-mounted bat boxes, and a contribution to the improvement/provision of orchard sites locally.

#### 6.13 **Drainage**

A flood risk assessment and drainage proposals have been submitted with the application. After the submission of further information, the council's drainage engineer and the Environment Agency now raise no objections to the scheme, subject to conditions.

#### 7.0 **CONCLUSION**

7.1 The site is located within the development boundary of Wantage, and is largely surrounded by existing development. It is visually well-contained. The proposal will retain the majority of the mature protected trees on the site which, together with its low density, will help to minimise the visual impact of the proposed development. The impact of the proposal on the conservation area, the adjacent listed building and the AONB, therefore, is considered to be acceptable. The County Engineer's comments on the revised access arrangements are awaited, but issues relating to car parking, ecology, drainage, and design have all been addressed and are now considered to be acceptable.

#### 8.0 **RECOMMENDATION**

8.1 **It is recommended that, subject to the county engineer raising no objections to the revised access arrangements, authority to grant planning permission and conservation area consent is delegated to the head of planning in consultation with the committee chairman and/or vice-chairman subject to the prior completion of section 106 agreements with both the county council and the district council in order to secure contributions towards local infrastructure and to secure the affordable housing, and also subject to the following conditions:**

##### **Planning permission:**

1. TL1 – Time Limit
2. MC2 – Material Samples – (panels on site)
3. MC9 – Building details – windows, doors, rainwater goods, etc

4. Restriction on PD (plots 15-19 only)
5. RE28 – Obscure glazing (upper floor windows to north elevation of plot 14)
6. MC24 – Drainage details
7. MC29 – Sustainable drainage
8. The development hereby permitted shall be carried out in accordance with the submitted floor risk assessment ref: HH4100197/HBG/006 issue 3 prepared by Glanville Consultants dated 8<sup>th</sup> September 2011.
9. LS1 – Landscaping scheme (Submission)
10. LS2 – Landscaping scheme (Implementation)
11. LS4 – Tree Protection
12. Prior to the commencement of the development full details of the proposed method of removal of the existing parking area around the mature beech tree shall be submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.
13. RE6 – Submission of boundary details (including alterations to the front wall of the site).
14. RE17 – Slab Levels
15. The development hereby permitted shall be carried out in accordance with the scheme of mitigation outlined in the Bat Survey Report dated June 2011 and the additional amended bat and bird mitigation strategy in all respects. Any variation to the mitigation shall first be agreed in writing by the Local Planning Authority. Once the works are complete a letter confirming that they have been carried out in accordance with the approved details shall be submitted by the project ecologist.
16. HY1 – Access details (submission including visibility splays)
17. HY7 – Car parking in accordance with approved plan.
18. HY11 – Turning space in accordance with approve plan.
19. HY12 – New Estate Roads (works in accordance with County Specification)
20. Submission of construction traffic management plan.
21. Prior to the commencement of the development including demolition a professional archaeological organisation acceptable to the Local Planning Authority shall prepare an archaeological written scheme of investigation relating to the application site which shall be submitted to and approved in writing by the Local Planning Authority.
22. Prior to the commencement of the development and following the approval of

the Written Scheme of Investigation referred to in condition 21, a staged programme of archaeological evaluation and mitigation shall be carried out by the commissioned archaeological organisation in accordance with the approved Written Scheme of Investigation. The programme of work shall include all processing, research and analysis necessary to produce an accessible and useable archive and a full report for publication which shall be submitted to the Local Planning Authority.

**Conservation area consent:**

1. TL4 – Time Limit

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**NOTES**  
 All dimensions refer to finished ground levels unless otherwise stated.  
 All dimensions are in meters unless otherwise stated.  
 All dimensions are to the center of the plot unless otherwise stated.  
 All dimensions are to the center of the plot unless otherwise stated.

**REVISIONS**  
 Rev. No. Date: Revision:

New Trees  
 Existing Trees to be Retained

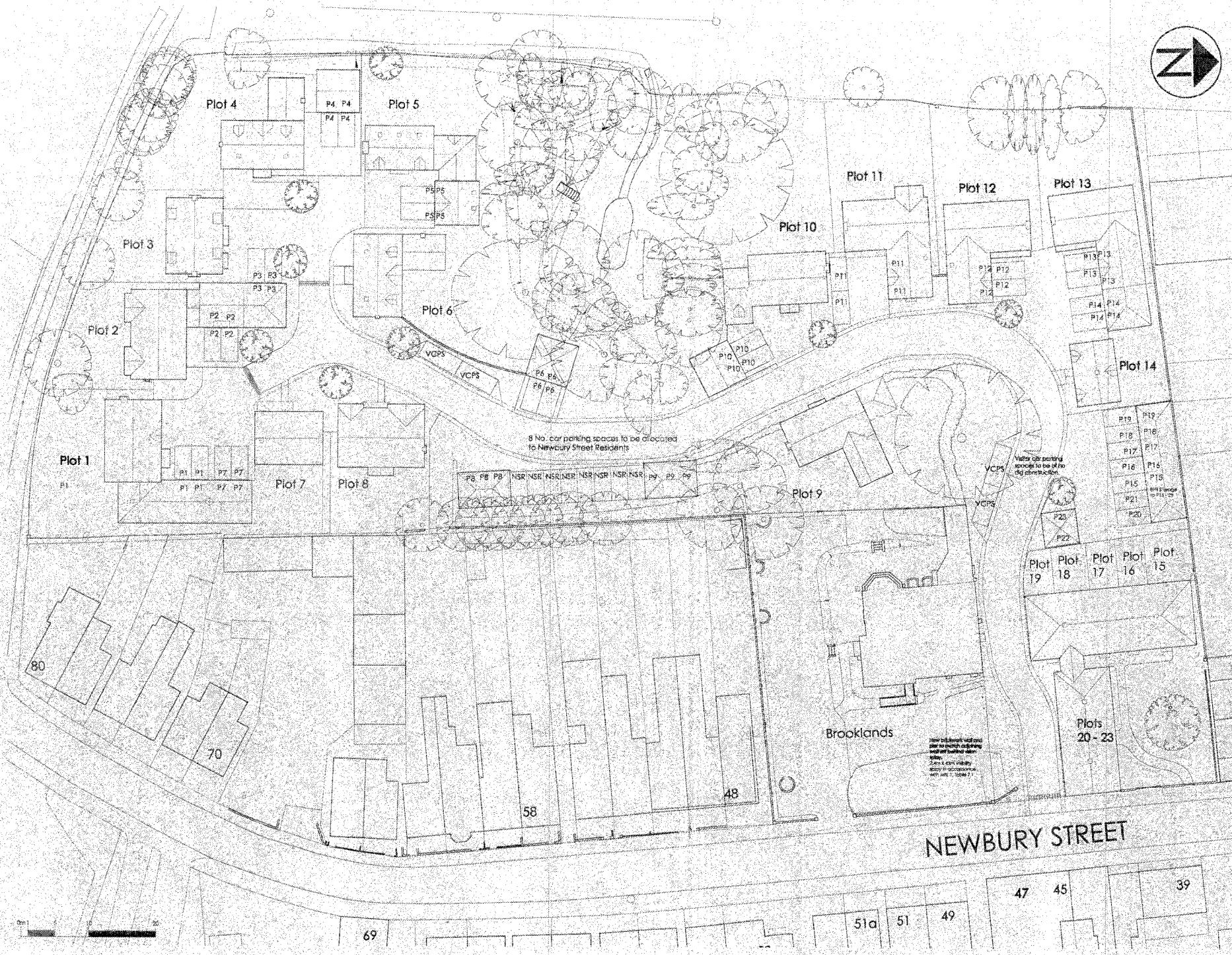
**AMENDED PLAN**

Client:  
 Berkeley Homes  
 (Oxford & Chiltern)  
 Limited  
 Jobs:  
 Land to the Rear of  
 46 Newbury Street  
 Wantage, Oxon

Drawing Title:  
 Proposed  
 Site Plan

Scale:  
 1:250 @ A1  
 Date:  
 June 2011  
 Drawing No:  
 2346.218  
 Drawn By:  
 CMH  
 Revision:  
 J

The Works are to be carried out in accordance with the following programme of works:  
 1. Site Investigation  
 2. Design  
 3. Construction  
 4. Completion



**PREVIOUS SITE PLAN**

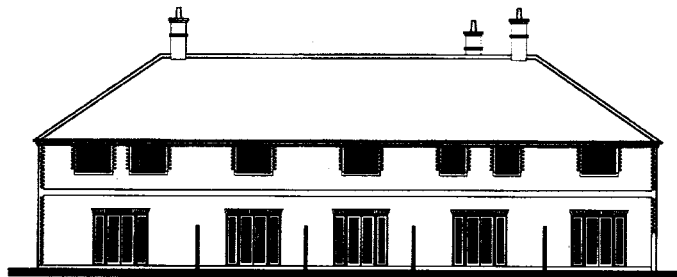




North Elevation



South Elevation



West Elevation



East Elevation



Brooklands

East Elevation : To Newbury Street



**NOTE**  
 DRAWINGS ARE NOT TO BE CONSIDERED VALID UNLESS  
 ALL DIMENSIONS ARE TO BE CHECKED AGAINST THE  
 DIMENSIONS OF THE BUILDING.

**REVISIONS**

Rev. No	Date	Rev/Marc

Client:  
 Berkeley Homes  
 (Oxford & Chiltern)  
 Limited

Job:  
 Land to the Rear of  
 46 Newbury Street  
 Wantage, Oxon

Drawing Title:  
 Plots 15-23  
 Elevations

Scale:  
 1:100 @ A1

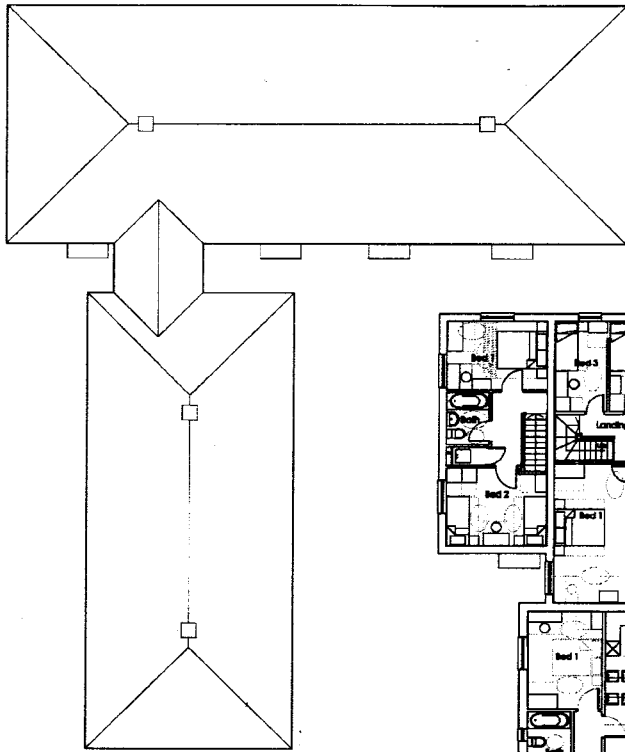
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 June 2011

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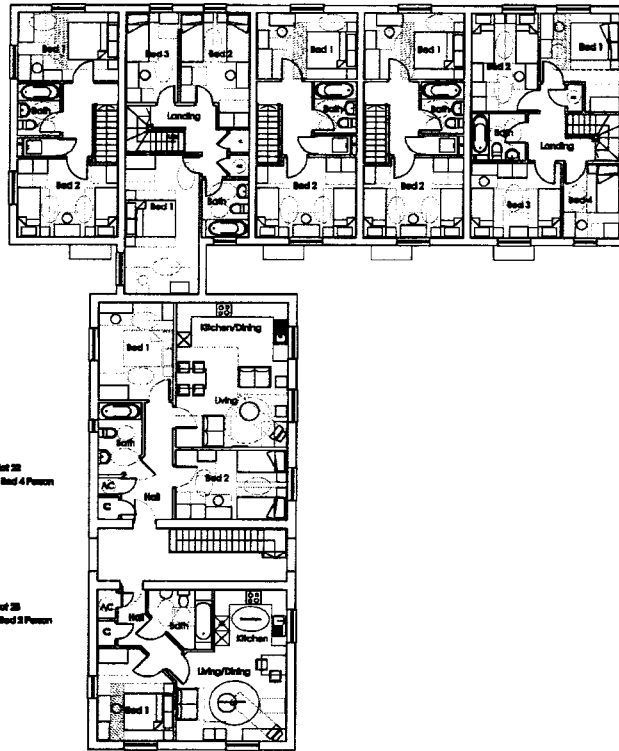
The Woodcock, 14 Church Street, Wantage,  
 Oxon OX12 0JL  
 T: 01235 746622 F: 01235 746619  
 The Harwood House, Northrup Park, Crickham,  
 Wokingham, RG40 2EP  
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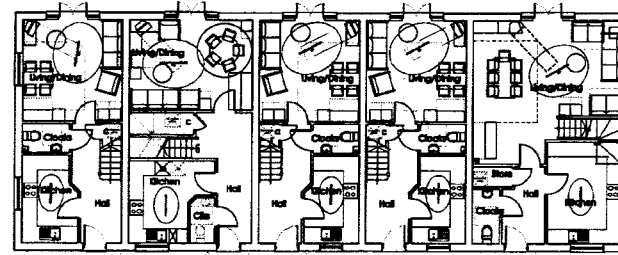
PREVIOUS ELEVATIONS 15-23



OOFF PLAN



FIRST FLOOR PLAN



GROUND FLOOR PLAN



**NOTES**  
 DRAWING AND SITE INFORMATION  
 ALL DIMENSIONS ARE TO FACE UNLESS STATED OTHERWISE  
 ALL WORK IS TO BE DONE IN ACCORDANCE WITH THE BUILDING REGULATIONS 2010  
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**REVISIONS**

Rev. No	Date	Rev/Misc

Client:  
 Berkeley Homes  
 (Oxford & Chiltern)  
 Limited

Job:  
 Land to the Rear of  
 46 Newbury Street  
 Wantage, Oxon

Drawing Title:  
 Plots 15-23  
 Plans

Scale:  
 1:100 @ A1

Date:  
 June 2011

Drawn By

Drawing No:  
 2346.215

Revised:  
 D

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 www.berkeleyhomes.co.uk



PREVIOUS FLOOR PLAN 15-23