

20th January 2022

Planning and Development
Basingstoke and Deane Borough Council
Civic Offices
London Road
Basingstoke
Hampshire
RG21 4AH

Development and Regulation

Council Offices
Market Street Newbury
Berkshire RG14 5LD

Our Ref: 21/02967/OOD
Your Ref: 21/03394/OUT

Please ask for: Jake Brown

Direct Line: 01635 519111

e-mail: jake.brown@westberks.gov.uk

Dear Sir/Madam

Land At Watermill Bridge, Andover Road, Wash Water, Hampshire.

BDBC Planning Application 21/03394/OUT

WBC Reference 21/02967/OOD

Proposal: Hybrid application for mixed use community comprising Outline application for up to 350 dwellings (Use Class C3) including dwellings for older people; a 1,600 square metre community building (Use Class F2(b)), a 1200 square metre Health Centre (Use Class E(e)) and a 250 square metre convenience store (Use Class F2(a)), demolition of Common Farm and associated agricultural buildings, provision of open space, allotments, community gardens, a riverside park/nature trail, drainage attenuation, landscaping and associated infrastructure. Full application for the first phase of residential development including 90 dwellings (Use Class C3), public open space, associated landscaping and infrastructure works, access arrangements including new vehicular access onto the A343 Andover Road

Thank you for your letter dated 19 November 2021 regarding the above proposed development. West Berkshire Council has consulted the Planning Policy Team as well as the Ward Members, Enborne Parish Council, Newbury Town Council and West Woodhay Parish Council. Copies of their responses are provided at the end of this letter. West Berkshire Council has also consulted the Local Highway Authority, Lead local Flood Authority (LLFA) and Principal Ecologist, however, at the time of providing this response no comments from those consultees had been received. It is anticipated that their responses will be provided shortly and once received will be forwarded on to you together with any update to the comments provided by WBC in this letter.

Please find the comments of West Berkshire Council in respect of the above application set out below.

In summary, West Berkshire Council **objects** to the development proposed for the following reasons:

1. The application site is located within the open countryside and the proposal does not represent limited development that may be permitted for areas outside of the settlement hierarchy. Therefore the development proposed is not acceptable in principle and is contrary to Policy ADPP1, ADPP2 and CS1 of the WBC Core Strategy as well as Policy C1 of the HSADPD. The WBC Development Plan provides an up-to-date framework for housing delivery in the context of paragraph 218 of the NPPF, therefore this conflict weighs heavily against the proposal. It is also considered that the development proposed runs contrary to Policies SS1 and SS6 of the Basingstoke and Deane Local Plan (2011 to 2029).
2. The site is in an unsustainable location that would not:
 - make good provision for access by all travel modes;
 - reduce the need to travel;
 - improve and promote opportunities for healthy and safe travel;
 - improve travel choice and facilitate sustainable travel;
 - demonstrate good access to key services and facilities;
 - minimise the impact on all forms of travel on the environment and help tackle climate change.

As such the development proposed, both the outline and full elements, runs contrary to Policies CS13 and CS14 of the WBC Core Strategy as well as Policies CS9 and EM10 of the Basingstoke and Deane Local Plan (2011 to 2029).

3. The proposed development, including Phase 1, would result in an incoherent pattern of development in the area, out of context, unrelated and unintegrated with any existing development in the area, particularly the ribbon development of Enborne Row. Furthermore the design of Phase 1 is considered to represent poor design due to the appearance and uniform scale of the dwellings proposed. The proposal therefore runs contrary to Policies CS14 and CS19 of the WBC Core Strategy and the NPPF and National Design Guide. In summary, these policies seek to ensure that: new development respects and enhances the character and appearance of the area; the diversity and local distinctiveness of the landscape character of the District is conserved and enhanced; and new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character. The identified harm in this regard, weighs heavily against the scheme. It is also considered that the development proposed runs contrary to Policies SS6, EM1 and EM10 of the Basingstoke and Deane Local Plan (2011 to 2029).
4. The application site provides a rural setting to the intrinsic character and appearance of the AONB and the development proposed is considered to harm that setting, contrary to the North Wessex Downs AONB Position Statement Setting (2019) through the introduction of abrupt change of landscape character.

5. Insufficient information has been submitted to demonstrate how the proposed Biodiversity Net Gain is to be achieved.
6. Insufficient information has been submitted to demonstrate the impact of air quality on ecological receptors within the site.
7. The development of the site does not seek to avoid impact on a key habitat resulting in loss and deterioration of a key habitat. Therefore, development proposed runs contrary to Policy CS17 of the WBC Core Strategy as well as Policy EM4 of the Basingstoke and Deane Local Plan (2011 to 2029).
8. In respect of flooding, no sequential test for the development proposed has been undertaken by the applicants. Therefore the application runs contrary to the NPPF as well as Policy CS16 of the WBC Core Strategy and Policy EM7 of the Basingstoke and Deane Local Plan (2011 to 2029).
9. It is not considered to have been sufficiently demonstrated that the development proposed would not increase flooding elsewhere, particularly to the nearest neighbouring properties within West Berkshire.
10. Policy CS15 of the WBC Core Strategy requires non-residential development to achieve BREEAM Excellent and all major development (residential and non-residential) to be zero carbon from renewable energy or low/zero carbon energy generation on site. It has not been demonstrated that the proposal would achieve zero carbon for both residential and non-residential development, or, seek to achieve BREEAM Excellent. Therefore the development proposed runs contrary to Policy CS15 of the WBC Core Strategy.

Comments

Principle of Development

Whilst the application site is located within Basingstoke and Deane Borough Council, it is also located directly adjacent to the administrative boundary of West Berkshire Council (WBC), and would be seen in the context of the existing character and built form in that part of West Berkshire. Therefore, many of the effects and impacts of the development proposed will be experienced by residents and users of West Berkshire and future occupants of the proposed development would rely on the facilities, services and infrastructure of the closest main town centre, Newbury, as Basingstoke is located at a much greater distance from the application site.

Planning law requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise. Whilst the Development Plan against which this application is to be assessed comprises the Basingstoke and Deane Local Plan (Adopted May 2016);

South East Plan Saved Policy NRM6 Thames Basin Heaths Special Protection Area; and Hampshire Minerals and Waste Plan (Adopted October 2013), the Development Plan for West Berkshire is a material consideration of significant weight in the determination of the application due to the location of the development proposed. The following Policies from the West Berkshire Development Plan are relevant to the development proposal:

- West Berkshire Core Strategy (2006-2026): Policies ADPP1, ADPP2, CS1, CS4, CS5, CS6, CS9, CS10, CS11, CS13, CS14, CS15, CS16, CS17, CS18 and CS19.
- West Berkshire Local Plan 1991-2006 (Saved Policies 2007): Policies OVS5, OVS6, SHOP5, TRANS1, RL1, RL2, RL3.
- Housing Site Allocations Development Plan Document (DPD, 2017): Policies C1, C3 and P1.

In addition the following are also considered to represent material considerations in the determination of the application:

- WBC Sustainable Drainage Systems SPD (2018);
- WBC Planning Obligations SPD (2014);
- WBC Quality Design SPD (2006), including the Area Design Focus Statement for Andover Road, Newbury;
- WBC Cycle and Motorcycle Advice and Standards for New Development (2014).
- WBC Local Plan Review 2020-2037 Regulation 18 Consultation Draft – The emerging Local Plan Review policies reflect and build on the WBC Development Plan policies and also seek consistency with the policies and provisions of the NPPF. The Local Plan Review remains at an early stage on its way to eventual adoption.

The NPPF is a material consideration in terms of determining what weight is applied to policies of the Development Plan. According to paragraph 219, “due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)”.

WBC has a five year housing land supply and its Development Plan is considered to be consistent with the NPPF and up-to-date.

Paragraph 15 of the NPPF states that ‘the planning system should be genuinely plan-led’. It is considered that the development proposed should be promoted through the Basingstoke and Deane Local Plan Review and East Woodhay Neighbourhood Plan 2021-2029 in accordance with the NPPF. The submission of this application is contrary to the plan-led approach sought by the NPPF.

Policy ADPP1 of the WBC Core Strategy sets out the overall Spatial Strategy for West Berkshire. It states that “most development will be within or adjacent to the settlements included in the settlement hierarchy”. Policy ADPP2 of the WBC Core

Strategy states that 'other development will come forward through the implementation of existing commitments together with infill development and the allocation of smaller extensions to the urban area in the Site Allocations and Delivery DPD'. Policy CS1 of the WBC Core Strategy directs new homes to: suitable previously developed land within settlement boundaries; other suitable land within settlement boundaries; strategic sites and broad locations identified on the Core Strategy Key Diagram; and, land allocated for residential development in subsequent Development Plan Documents.

Policy C1 of the WBC HSADPD sets out that there is a presumption against new residential development outside of settlement boundaries. There are exceptions to this, however, the proposal does not meet any of those exceptions listed.

The application site is located within the open countryside and the proposal does not represent limited development that may be permitted for areas outside of the settlement hierarchy. Therefore the development proposed is not acceptable in principle and is contrary to Policy ADPP1, ADPP2 and CS1 of the WBC Core Strategy as well as Policy C1 of the HSADPD. The WBC Development Plan provides an up-to-date framework for housing delivery in the context of paragraph 218 of the NPPF, therefore this conflict weighs heavily against the proposal. It is also considered that the development proposed runs contrary to Policies SS1 and SS6 of the Basingstoke and Deane Local Plan (2011 to 2029).

Notwithstanding this in-principle conflict with the WBC Development Plan and Basingstoke and Deane Local Plan, contrary to that stated in the application submissions, the application site is not considered to be a sustainable location for the development proposed. Future residents of the site would, in the majority of instances, use Newbury Town Centre to access services and facilities. It is acknowledged that there are some facilities and services along the A343 Andover Road, north of the application site. However, those are limited in range and would require residents on foot to cross the busy two way, unlit, A343 Andover Road (national speed limit) twice in the first 350 metres from exiting the site to utilise the footpath alongside the road, then climb a steep uphill stretch of approximately 500 metres along unlit roads with limited to no natural surveillance. Should future residents wish to access the more extensive services and facilities within Newbury Town centre they would need to walk a further 3500 metres, representing a total journey on foot in excess of 4350 metres. Upon returning to the application site from Newbury Town Centre, future residents would also experience a long sustained climb of approximately 1300 metres along the A343 Andover Road from the junction with Buckingham Road. Those distances are considerably greater than the preferred maximums set out in the Guidelines for Providing for Journeys on Foot (The Institution of Highways and Transportation) and the 1600 metres considered by the applicants.

Furthermore they would encompass stretches of hill climbing, unlit and unsurveilled footpath/road and crossings over a busy two way national speed limit road that would further deter residents from walking, including children walking to the schools

within West Berkshire, as identified in the Chartered Institution of Highways and Transportation (CIHT) guidance 'Planning for Walking' (2015).

The application of Guidelines for Providing for Journeys on Foot (The Institution of Highways and Transportation) in determining whether a site is considered to be sustainable in terms of encouraging the use of non-car modes of travel has previously been supported by a Planning Inspector in relation to development further north of this site, closer to Newbury, as shown in paragraph 8 of the appeal decision (ref: APP/W0340/A/11/2162335) attached at the end of this letter which states:

'Although the site adjoins the defined settlement boundary, it would be approximately 3,500 metres from the town centre compared with the desirable, acceptable, and maximum walking distances of 200, 400 and 800 metres set out in the Institution of Highways and Transportation publication Providing for Journeys on Foot. The proposal would be around 1,500 metres from the nearest shops compared to desirable, acceptable and maximum walking distances of 400, 800 and 1200 metres. For commuters, the railway station is some 3,500 metres away and the nearest bus stop about 550 metres away compared to desirable, acceptable and maximum walking distances of 200, 400 and 800 metres although there is no formal footway from the site to the bus stop on Andover Road. The nearest school is in the region of 1,000 metres away which corresponds to the acceptable walking distance in Providing for Journeys on Foot. The site could not, therefore, be considered sustainable in terms of encouraging the use of non-car modes of travel. As such it would not attract the support of the Framework in that respect.'

In respect of cycling, the distances and experience of hill climbs and unlit roads would also deter cycling from the site to facilities and services in Newbury Town Centre. Local Transport Note 1/20 'Cycle Infrastructure Design' identifies that terrain is a consideration for cyclists when choosing whether to cycle or drive.

In addition, the current bus service provision to and from the site is limited and would not be considered sufficient to reduce reliance on car travel.

It is acknowledged that the application submissions propose various mitigation measures including an uncontrolled crossing point for pedestrians north of the proposed access into the site, provision of a widened shared footpath/cycleway on the eastern side of the A343 Andover Road and additional bus service provision. However, at the time of submitting these comments, we are not aware of any mechanisms that have been provided to sufficiently secure those elements proposed that seek to make the site more sustainable, improve travel choice and reduce the reliance on cars. Furthermore, it has not been demonstrated that the proposed highway works within West Berkshire have been discussed with the Local Highway Authority for West Berkshire, either prior to the application being submitted or since the submission of the application. The NPPF encourages applicants to seek pre-application advice prior to the submission of an application and it is noted that the applicants' Statement of Community Involvement excludes any reference to

direct consultation with West Berkshire Council and its Local Highway Authority or the Parish Councils directly adjacent to the application site, Newbury Town Council and Enborne Parish Council.

Nonetheless, even if those proposed mitigations measures are suitably secured and delivered, WBC maintain its position that the application site is in an unsustainable location that would not:

- make good provision for access by all travel modes;
- reduce the need to travel;
- improve and promote opportunities for healthy and safe travel;
- improve travel choice and facilitate sustainable travel;
- demonstrate good access to key services and facilities;
- minimise the impact on all forms of travel on the environment and help tackle climate change.

As such the development proposed, both the outline and full elements, runs contrary to Policies CS13 and CS14 of the WBC Core Strategy as well as Policies CS9 and EM10 of the Basingstoke and Deane Local Plan (2011 to 2029).

Comments from consultees have raised concern regarding the timing of the delivery of on-site facilities that have been proposed (retail, health and well-being centre, community hub) in an effort to make an unsustainable location for the development proposed sustainable. WBC agree that the timely delivery of those elements together with the provision of bus services, should the application be approved, are crucial in reducing car journeys. As such, they need to be delivered as early as possible in the development of the site, as part of the first phase of the development, so that they are available to the first occupants of the site to encourage take up and continued use of those facilities and services.

Design, Character and Appearance

The application site is considered to contribute positively to the rural setting of Newbury. The proposed development, with the majority of the built form positioned toward the southern edge of the site, would erode that rural setting, markedly urbanising the Enborne Valley and the rural landscape, to its detriment. Moreover, the additional pavement, crossing and highway works proposed along the site frontage would all urbanise the existing largely rural and pleasant approach into Newbury.

Furthermore, as a result of the proposed green infrastructure along the northern edge of the application site and the fields to the north of the River Enborne, the development would be detached from the existing built form of Enborne Row and appear as a stand-alone housing estate, suburban in character with a formalised layout and appearance. This would result in an incoherent pattern of development in the area, out of context, unrelated and unintegrated with any existing development in the area, particularly the ribbon development of Enborne Row.

Paragraph 174 of the Framework recognises the intrinsic character and beauty of the countryside. The proposal would result in a significant level of built development covering the valley floor, causing significant harm to the existing rural character and appearance of the area and would fail to recognise the intrinsic character and beauty of the countryside.

Turning specifically to design, Phase 1 of the development provides full details of the dwellings proposed. It is considered that a number of those proposed dwellings appear top heavy, with large roofs that are out of proportion with the overall appearance of the dwellings. This is particularly noticeable on dwellings such as those proposed on plots 27, 33, 35, 46, 50, 53, 59, 61, 62, 83, 85, 88 and 89 where the height of those roofs are almost half of the overall height of the dwellings.

Furthermore, as demonstrated by the submitted street scenes plan for phase 1, there is little variation in roof heights between the dwellings proposed. This results in a uniform appearance and scale of the development proposed representing poor design, out of character with the surrounding built form.

The proposal therefore runs contrary to Policies CS14 and CS19 of the WBC Core Strategy and the NPPF and National Design Guide. In summary, these policies seek to ensure that: new development respects and enhances the character and appearance of the area; the diversity and local distinctiveness of the landscape character of the District is conserved and enhanced; and new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character. The identified harm in this regard, weighs heavily against the scheme. It is also considered that the development proposed runs contrary to Policies SS6, EM1 and EM10 of the Basingstoke and Deane Local Plan (2011 to 2029).

The North Wessex Downs AONB begins on the southern side of the A34 and it is considered that the application site currently provides a softened edge to the settlement of Enborne Row and a transitional setting, rural in character, to the AONB. The proposed development of the site would remove that transition and introduce a hardened edge to the setting of the AONB. This is exacerbated by the positioning of the majority of the development against the southern boundary of the site in an effort to avoid detrimental impacts on the River Enborne. It is acknowledged that the A34 provides a marker to the edge of the AONB and the surrounding topography and vegetation may inhibit views of the AONB from the application site. However, the application site provides a rural setting to the intrinsic character and appearance of the AONB and the development proposed is considered to harm that setting, contrary to the North Wessex Downs AONB Position Statement Setting (2019) through the introduction of abrupt change of landscape character.

Biodiversity

Turning to matters of biodiversity, as previously mentioned I am yet to receive comments received from the Council's Ecologist. I have attached the response from the Planning Policy Team at the end of this letter which includes comments on biodiversity. I will forward any response from the WBC Ecologist as soon as they are received.

In respect of biodiversity net gain (BNG) it is noted that screen shots only from the DEFRA Matrix 3 appear to have been submitted. Best practise is to submit the spreadsheet itself so that the calculations can be checked. It is considered that those calculations are required in order to adequately demonstrate the BNG that is claimed to have been achieved.

It is also noted that the applicant is proposing to deliver off-site biodiversity enhancements on land to the north of the River Enborne within the applicants' control but also within the administrative boundary of WBC. WBC has not been approached to discuss any aspect of the proposed "enhanced ecology" and how it fits into the WBC's plans, or the Local Nature Recovery Strategy (LNRS). WBC consider that in order to secure the delivery of this biodiversity mitigation and for it to be relied upon by the applicants as part of their development proposed, a planning obligation will be required to transfer the land to West Berkshire Council together with a commuted sum for the 30 year maintenance of that land.

In respect of air quality, the application submissions (AQA) do not appear to have assessed the impact of the construction or occupation of the development on ecological receptors within the site.

It is noted that the proposal involves the development of an area which is composed of grassland mapped as Floodplain Grazing Marsh and areas of lowland mixed deciduous woodland/wet woodland. Floodplain grazing marsh, lowland mixed deciduous woodland/wet woodland and rivers are habitat types which have been identified by the UK Government as habitats of principle importance for biodiversity. Habitats and species of principle importance are identified via the provisions of Section 41 of the Natural Environment and Rural Communities Act 2006 and measures should be taken to avoid impacts on such habitats. The development of the site does not seek to avoid impact on this key habitat resulting in loss and deterioration of a key habitat. Therefore, development proposed runs contrary to Policy CS17 of the WBC Core Strategy as well as Policy EM4 of the Basingstoke and Deane Local Plan (2011 to 2029).

The development proposed falls within Schedule 2 (EIA Regulations 2017 (as amended)). Given the potential significant implications of the development proposed on biodiversity, including a key habitat site, and that the site contains riparian areas, WBC request that Basingstoke and Deane Borough Council consider such implications fully in determining whether the development proposed constitutes EIA development.

Flooding and Drainage

The West Berkshire Lead Local Flood Authority (LLFA) have been consulted but at the time of providing this response no comments have been received. Should comments from the LLFA be received I will forward those to you.

Nonetheless, it is noted that parts of the application site fall within Flood Zones 2 and 3. The NPPF requires the Local Authority to apply the Sequential Test in consideration of new development. The aim of the Test is to steer new development to areas at the lowest probability of flooding. No sequential test has been undertaken by the applicants. Therefore the application runs contrary to the NPPF as well as Policy CS16 of the WBC Core Strategy and Policy EM7 of the Basingstoke and Deane Local Plan (2011 to 2029).

Concern is also raised regarding the potential for the development to increase flooding within West Berkshire. As shown on the Environment Agency Flood Map, some of the residential properties in Enborne Row and in some instances the dwellings themselves, including (but not exclusively) Bridge House, Penbury House, Shire's March, Mebrill Villa, October House, Kings Farmhouse, Solfohn and Hampden, are located within Flood Zones 2 and 3. It is not considered to have been sufficiently demonstrated that the development proposed would not increase flooding elsewhere, particularly to the nearest neighbouring properties within West Berkshire. The Local Planning Authority must satisfy themselves that the development proposed does not increase flood risk elsewhere in accordance with paragraph 167 of the NPPF.

Sustainable Construction and Energy Efficiency

Both West Berkshire Council and Basingstoke and Deane Borough Council have declared a climate emergency. West Berkshire Council have also adopted an Environment Strategy.

Policy CS15 of the WBC Core Strategy requires non-residential development to achieve BREEAM Excellent and all major development (residential and non-residential) to be zero carbon from renewable energy or low/zero carbon energy generation on site. It has not been demonstrated that the proposal would achieve zero carbon for both residential and non-residential development, or, seek to achieve BREEAM Excellent. Therefore the development proposed runs contrary to Policy CS15 of the WBC Core Strategy.

Conclusion

In conclusion, West Berkshire Council **objects** to the development proposed for the following reasons.

1. The application site is located within the open countryside and the proposal does not represent limited development that may be permitted for areas

outside of the settlement hierarchy. Therefore the development proposed is not acceptable in principle and is contrary to Policy ADPP1, ADPP2 and CS1 of the WBC Core Strategy as well as Policy C1 of the HSADPD. The WBC Development Plan provides an up-to-date framework for housing delivery in the context of paragraph 218 of the NPPF, therefore this conflict weighs heavily against the proposal. It is also considered that the development proposed runs contrary to Policies SS1 and SS6 of the Basingstoke and Deane Local Plan (2011 to 2029).

2. The application site is in an unsustainable location that would not:
 - make good provision for access by all travel modes;
 - reduce the need to travel;
 - improve and promote opportunities for healthy and safe travel;
 - improve travel choice and facilitate sustainable travel;
 - demonstrate good access to key services and facilities;
 - minimise the impact on all forms of travel on the environment and help tackle climate change.

As such the development proposed, both the outline and full elements, runs contrary to Policies CS13 and CS14 of the WBC Core Strategy as well as Policies CS9 and EM10 of the Basingstoke and Deane Local Plan (2011 to 2029).

3. The proposed development, including Phase 1, would result in an incoherent pattern of development in the area, out of context, unrelated and unintegrated with any existing development in the area, particularly the ribbon development of Enborne Row. Furthermore the design of Phase 1 is considered to represent poor design due to the appearance and uniform scale of the dwellings proposed. The proposal therefore runs contrary to Policies CS14 and CS19 of the WBC Core Strategy and the NPPF and National Design Guide. In summary, these policies seek to ensure that: new development respects and enhances the character and appearance of the area; the diversity and local distinctiveness of the landscape character of the District is conserved and enhanced; and new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character. The identified harm in this regard, weighs heavily against the scheme. It is also considered that the development proposed runs contrary to Policies SS6, EM1 and EM10 of the Basingstoke and Deane Local Plan (2011 to 2029).
4. The application site provides a rural setting to the intrinsic character and appearance of the AONB and the development proposed is considered to harm that setting, contrary to the North Wessex Downs AONB Position Statement Setting (2019) through the introduction of abrupt change of landscape character.

5. Insufficient information has been submitted to demonstrate how the proposed Biodiversity Net Gain is to be achieved.
6. Insufficient information has been submitted to demonstrate the impact of air quality on ecological receptors within the site.
7. The development of the site does not seek to avoid impact on a key habitat resulting in loss and deterioration of a key habitat. Therefore, development proposed runs contrary to Policy CS17 of the WBC Core Strategy as well as Policy EM4 of the Basingstoke and Deane Local Plan (2011 to 2029).
8. In respect of flooding, no sequential test for the development proposed has been undertaken by the applicants. Therefore the application runs contrary to the NPPF as well as Policy CS16 of the WBC Core Strategy and Policy EM7 of the Basingstoke and Deane Local Plan (2011 to 2029).
9. It is not considered to have been sufficiently demonstrated that the development proposed would not increase flooding elsewhere, particularly to the nearest neighbouring properties within West Berkshire.
10. Policy CS15 of the WBC Core Strategy requires non-residential development to achieve BREEAM Excellent and all major development (residential and non-residential) to be zero carbon from renewable energy or low/zero carbon energy generation on site. It has not been demonstrated that the proposal would achieve zero carbon for both residential and non-residential development, or, seek to achieve BREEAM Excellent. Therefore the development proposed runs contrary to Policy CS15 of the WBC Core Strategy.

It is not considered that the benefits of the development proposed outweigh the harm identified and conflicts with the Development Plan and NPPF.

Should Basingstoke and Deane Borough Council consider the development proposed to be acceptable, WBC request the following before the application is granted permission:

- The proposed on-site facilities (retail, health and well-being centre, community hub) together with the provision of bus services and highway works are adequately secured to be delivered as part of the first phase of the development, so that they are available to the first occupants of the site to encourage take up and continued use of those facilities and services. This includes any S278 agreements or monies required for off-site works and services provided by WBC.
- The off-site biodiversity enhancements on land to the north of the River Enborne within West Berkshire are secured through a planning obligation providing for the transfer of that land to West Berkshire Council together with a commuted sum for the 30 year maintenance of that land.

- WBC are given the opportunity to propose conditions.

If you have any queries please do not hesitate to contact me.

Yours faithfully

Jake Brown
Principal Planning Officer

Consultation Responses Received by WBC

Enborne Parish Council

From:

Sent: 07 December 2021 14:53

To: Jake Brown

Subject: Planning Application 21/02967/OOD - Watermill

This is an EXTERNAL EMAIL. STOP. THINK before you CLICK links or OPEN attachments.

Dear Jake,

Residents living in Enborne Parish on the north bank of the River Enborne immediately adjacent to Common Farm (Watermill Bridge) and to this proposed development are hugely concerned that this development will increase the flood risk to their properties. In addition, the Parish Council can see nothing but **adverse effects** resulting from this development:

- Traffic – the only exit from the development is onto A343 - 350 homes will mean ~500 extra cars
 - Accident black spots Enborne Row and A343, & A343 crossroads below Penwood Heights will be worse
 - Congestion at rush hours – its hard to exit Enborne Row and turn right now
- Sustainability – lots of promises on buses, bikes, community centre, water wheel, convenience store (previously it was going to be a farm shop)
 - Weak transport strategy, no definitive answers about bus routes other than ‘we are negotiating with bus operators’- furthermore when the bus subsidy runs out where will the bus company look to continue the subsidy?
 - Local services already stretched, Falkland and Woolton Hill surgeries could not cope with 700 new patients – hence promise of community/medical centre but in phase 2 – who is going to staff it – shortage of doctors
 - Schools – can West Berks take these pupils/students – not St Berks or Enborne apparently – so they will have to go to Woolton Hill and the Clere – are children going to walk or cycle along the A343 through the Chase or will they be driven– its not sustainable
 - The developers is mooting a bike lane to Park House in their propaganda – How will this get across the bridge at the county boundary? Or are they negotiating for WBC to rebuild the bridge.
- Residents of Enborne parish fear being subsumed into the suburban area of Wash Common and losing our rural character

THE BASINGSTOKE & DEANE HOUSING SHORTFALL IS QUITE MYTHICAL, THERE ARE PLENTY OF BETTER SITES. WEST BERKS DOES NOT NEED THE EXTRA HOUSING.

THE DEVELOPMENT IS NOT SUSTAINABLE AND WEST BERKS AND ENBORNE WILL HAVE TO PICK UP THE CONSEQUENCES.

ENBORNE PARISH COUNCIL WISH TO SEE WEST BERKSHIRE OBJECT IN THE STRONGEST POSSIBLE TERMS.

Regards

Chris Garrett
Chair
Enborne Parish Council

Newbury Town Council

From: Darius Zarazel
Sent: 07 December 2021 10:31
To: Planapps
Subject: Newbury Town Council Comments on Planning Applications 06/12/2021

This is an EXTERNAL EMAIL. STOP. THINK before you CLICK links or OPEN attachments.

To whom it may concern,

I hope you are well.

Please see below the comments of Newbury Town Council's Planning & Highways Committees on planning applications from the Committee meeting held on Monday the 6th of December 2021.

I would appreciate it if you could forward these to the appropriate case officers.

Best,

Darius

Planning and Highways Committee Meeting Schedule of Planning Applications 06/12/2021





Running Order	Resolutions	Ward	Application Number	Location and Applicant	Proposal
1.	Objection based on the lack of community centre (including the health and wellbeing centre) in Phase 1 of the development, that this is an overdevelopment of the site, the external	Adjacent District	B&D Reference: 21/03394/OU I WBC Reference: 21/02967/OO	Land At Watermill Bridge, Andover Road, Wash Water, Hampshire,	Hybrid application for mixed use community comprising Outline application for up

	<p>noise pollution caused by the A34, potential poor air quality from the A34, and that this is a development in a flood plain.</p> <p>In addition, this site should conform to carbon neutrality.</p> <p>If the Planning Authority are minded to approve the application, it should be approved subject to inclusion of the community centre in phase 1 of the development.</p> <p>Proposed: Cllr Vaughan Miller</p> <p>Seconded: Cllr Roger Hunneman</p> <p>Resolved: That Councillor David Marsh (with Cllr Nigel Foot as a substitute) represent NTC's views when this comes to Committee.</p>		<p><u>D</u></p>	<p>for Bewley Homes</p>	<p>to 350 dwellings (Use Class C3) including dwellings for older people; a 1,600 square metre community building (Use Class F2(b)), a 1200 square metre Health Centre (Use Class E(e)) and a 250 square metre convenience store (Use Class F2(a)), demolition of Common Farm and associated agricultural buildings, provision of open space, allotments, community gardens, a riverside park/nature trail, drainage attenuation, landscaping and associated infrastructure. Full application for the first phase of residential development including 90 dwellings (Use Class C3), public open space,</p>
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					associated landscaping and infrastructure works, access arrangements including new vehicular access onto the A343 Andover Road
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DARIUS ZARAZEL
(He/Him/His)
Democratic Services Officer

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West Woodhay Parish Council

From: Robert MacDonald [mailto:Robert.Mac55@hotmail.com]
Sent: 27 December 2021 17:00
To: Planapps <Planapps@westberks.gov.uk>
Subject: 21/02967/OOD - Land at Watermill Bridge, Andover Road, Washwater, Hampshire

This is an EXTERNAL EMAIL. STOP. THINK before you CLICK links or OPEN attachments.

Dear Planapps

Land At Watermill Bridge Andover Road Wash Water Hampshire. Basingstoke and Deane Planning Ref. No: 21/03394/OUT

The West Woodhay Parish meeting objects to the above development.
The reasons for the objection are twofold:

Firstly

Scale in the context of the current infrastructure. Outline permission for 350 houses in addition to what is already planned without detailed plans and costings dealing with the overall impact on Schools, Local Roads, Bus services and Surgeries etc is negligent and against the interests of West Berkshire in general and local inhabitants in particular.

Secondly

Building on this scale on what is quite obviously a flood plane, on the edge of an AONB is contrary to a number of policies (EM1, EM10, SS6, EM7). The solution proposed by the developer to managing the risk of flooding is totally unproven.

If this development is allowed to proceed then any of the housing gains will accrue to Basingstoke and Deane and all of the responsibilities and risks will fall to West Berkshire. This is a bad proposal with little equanimity between communities.

Robert MacDonald
Chairman of West Woodhay Parish Meeting

Newbury Wash Common Ward Member Cllr T Vickers

From: Tony Vickers

Sent: 07 December 2021 14:24

To: Jake Brown

Subject: RE: 21/02967/OOD - Out Of District Planning Consultation, Basingstoke and Deane Borough Council, Land at Watermill Bridge, Andover Road, Wash Water, Hampshire

Hi Jake,

I'm afraid other matters have got in the way of me having time to thoroughly study the documentation on this. However I did have time to read some of them yesterday in preparation for Newbury TC's Planning & Highways Committee last night. NTC will be objecting on several grounds and you should be copied in, although they were invited by B&D direct to submit comments.

I note that the Applicants claim that B&D are unable to demonstrate a 5-year housing land supply, although the numbers quoted vary from making this (alleged) deficiency between about 150 homes "moderate" and 850 "serious", also that there is no agreement on sites or numbers yet. However any deficiency seems to mean that it will be hard to refuse the outline application: "adverse impacts" of the proposal need to "significantly and demonstrably" outweigh the benefits.

Accordingly the Applicant has offered more "goodies" in the proposal than I've ever seen in a housing application. But when one looks closely at the wording most of them are no more than offers, subject to funding or agreement with other parties – including our Council. I'm thoroughly sceptical about assuming that any (let alone all) of these will actually come about. I fear that viability will trump good intentions and that it will prove impossible for the Authority to turn offers into cast iron commitments that an application to vary a Planning Condition (for example, the Community Centre or convenience store) will mean the development is not what it seems.

Adverse impacts could include flooding from and/or pollution of River Enborne, noise from bypass traffic, failure to turn 'potential' modal shift onto bikes and buses into reality – and consequent traffic congestion.

I do not regard the cycle lane as being "off road" as is claimed, any more than the one on A4 London Road in Newbury. When you look at the plans in the Travel Plan, it merely reduces trafficable road width and provides protection on the existing highway for cyclists, separating them from pedestrians and vehicular traffic. The problem with that is that joining and leaving such a cycle

lane is difficult, which is partly why the London Road scheme doesn't work – although I try to use it myself.

Spokes and myself object to Sandlesford's claim to offer good cycle links into town, because of the hill climb back up to Wash Common. Watermill Bridge involves the same ascent to Wash Common facilities and then the same again back up from town centre if that is a cyclist's destination. It ignored terrain factors, which do get a mention in LTN1/20 – but not here.

What the site needs **in Phase 1** – which is the full application part – is the Community Centre. If that is not in place - also the Convenience Store - then those first 90 homes' occupants will have nothing but the Woodpecker in terms of accessible facilities. To me, that is a 'red line'. To demonstrate a serious commitment to sustainable travel, the main purposes for which travel is made should be met truly conveniently on site before those homes are occupied, for such a major housing development in the countryside.

So I hope this Council submits an objection similar to that coming from NTC, although we welcome the many "goodies" that are offered. Assuming the plans are approved, we do need to insist that Conditions are strong and that we are fully consulted whenever there are changes proposed. And of course we want the lion's share of any CIL. This impacts far more on Newbury than Basingstoke. In effect they are transferring their lack of housing land 'problem' to us!

Councillor Dr Tony Vickers
Member for Wash Common Ward

Newbury Wash Common Ward Member Cllr T Vickers

From: David Marsh (Councillor)

Sent: 09 December 2021 12:23

To: Jake Brown

Subject: FW: 21/02967/OOD - Out Of District Planning Consultation, Basingstoke and Deane Borough Council, Land at Watermill Bridge, Andover Road, Wash Water, Hampshire

Dear Jake,

I endorse the excellent points Tony makes in his email and hope they will be included in West Berkshire Council's response to this application.

I don't have a lot to add, except to emphasise that, as a ward member for Newbury Wash Common, I am very concerned about the extra traffic this development would generate along Andover Road.

It simply defies any logic and experience to believe that people moving into the development would not be almost wholly reliant on their cars. This runs completely counter to WBC's (and indeed the government's) active travel policies, which simply will not work with sites that are so far out of town.

The issue that most concerns nearby residents in the appropriately named Wash Water is potential flooding, which in my view is enough in itself for this application to be refused.

Best wishes,
David

David Marsh, Green Party councillor, Newbury Wash Common ward

WBC Planning Policy

From: Bryan Lyttle

Sent: 10 December 2021 11:33

To: Jake Brown

Subject: RE: Out of District Consultation 21/02967/OOD - Land At Watermill Bridge Andover Road Wash Water Hampshire

My initial thoughts on Common Farm Application

- 1) It is a new settlement – it should come via the local plan which is the starting point for decision making. (NPPF para 12)
To do so now is an affront to
 - a. Basingstoke and Deane Local Plan Review
 - b. East Woodhay Neighbourhood Plan 2021-2029

Clearly the site promoters and Bewley don't believe that the site will be allocated

- 2) Para 22 of the NPPF requires Local Planning Authorities to take a strategic look 15 years ahead

A side from the full application there is no indication of when the development will be completed

- 3) Flooding - the developer acknowledges that the development is in flood zones 1, 2 and 3

NPPF para 159 states – inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future).

NPPF 167 - When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment⁵⁵. Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

Not convinced it will not be increased in West Berkshire indeed part of their submission suggests that there will be increased flooding in West Berkshire
Not convinced that this development meets the sequential test or the exception test.

- 4) Bio Diversity – para 4.24 states a 17% gain in Bio Diversity the DEFRA Biodiversity Metric 3 suggests a 17.57% on site and 27% in land in West Berkshire in clouded.

West Berkshire Ecology has not been approached to discuss any aspect of the proposed “enhanced ecology” and how it fits into the Councils plans, or the Local Nature Recovery Strategy (LNRS)

They have only submitted screen shots from the DEFRA Matrix 3, best practise is to submit the spreadsheet itself so that the calculations can be checked.

- 5) Low Carbon Development – nothing special is being proposed only to meet building regulations. Would not comply with West Berkshire CS15 for example.

Bryan

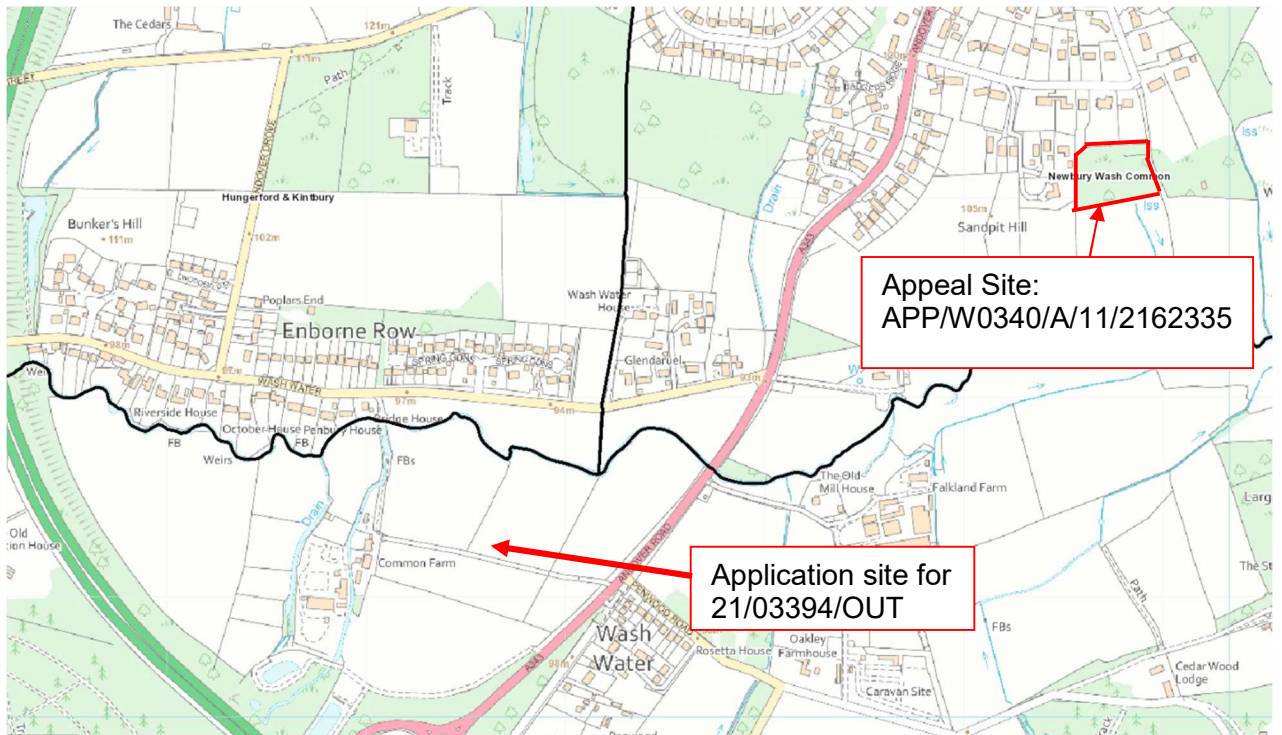
Bryan Lyttle
Planning Policy Manager
Development & Regulation
West Berkshire Council
Market Street, Newbury RG14 5LD

Appeal APP/W0340/A/11/2162335
Garden Close Lane, Newbury, Berkshire RG14 6PR

Location Plan (not to scale)



Map showing location of appeal site and application site



Appeal Decision APP/W0340/A/11/2162335



The Planning
Inspectorate

Appeal Decision

Site visit made on 17 April 2012

by K D Barton BA(Hons) Dip Arch DipArb RIBA FCIARB

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 1 May 2012

Appeal Ref: APP/W0340/A/11/2162335

Garden Close Lane, Newbury, Berkshire RG14 6PR

- The appeal is made under section 78 of the *Town and Country Planning Act 1990* against a refusal to grant planning permission.
 - The appeal is made by Mr H Marriage against the decision of West Berkshire Council.
 - The application Ref 11/00732/FULD, dated 1 April 2011, was refused by notice dated 25 August 2011.
 - The development proposed is a new detached dwelling with attached garage/annex and associated works.
-

Procedural Matters

1. Reference has been made to *Planning Policy Statement 1: Delivering Sustainable Development*, *Planning Policy Statement 3: Housing*, *Planning Policy Statement 7: Sustainable Development in Rural Areas* and *Planning Policy Guidance Note 13: Transport*, but these have since been replaced by the *National Planning Policy Framework (Framework)*. The appellant and the Council have been given the opportunity to comment on the relevance of the *Framework* to their cases and I have had regard to these responses, and the *Framework*, in determining this appeal.

Decision

2. The appeal is dismissed.

Character and Appearance of the Surrounding Area

3. The appeal site, which has an area of around 0.89 hectare, lies on the southern edge of a suburban area of Newbury outside the defined settlement boundary. Access is from Garden Close Lane, via an un-metalled track between properties known as Chancefield and Belvedere, to the north east corner of the main body of the site. Garden Close Lane has a sylvan appearance and is characterised by large detached houses set well back from the lane in relatively extensive mature gardens. The rear gardens of La Casa Blanca, Netherwood and Chancefield on Garden Close Lane within the settlement boundary adjoin the site to the north, whilst a dwelling known as The Vineyard that lies outside the settlement boundary adjoins the site to the west. Open countryside lies to the south and east. The site is not visible from any public vantage point.
4. The *Framework* expresses a presumption in favour of sustainable development, reflecting *Plan for Growth*, but acknowledges the requirement for applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan in this case includes the saved policies in the *West Berkshire District Local Plan (LP)*, and the *South*

East Plan 2009 (SEP). The weight attributable to the SEP is reduced by the Government's intention to abolish Regional Spatial Strategies whilst the weight to be given to the saved policies should reflect the degree of consistency with the *Framework*.

5. Paragraph 17 of the *Framework* sets out 12 core planning principles including, amongst other matters, recognising the intrinsic character and beauty of the countryside. This reflects objectives set out in the development plan which should therefore attract significant weight. LP Policy OVS.1 indicates that the Council will follow the existing settlement pattern whilst HSG.1 lists the settlements within the boundaries of which new housing development would normally be permitted. LP Policy ENV.18 sets out where development in the countryside might exceptionally be allowed but none are applicable in this case. SEP Policy SP3 indicates that the prime focus for development in the South East should be urban areas.
6. In policy terms the site is in the countryside. The settlement boundary might not have been reviewed since at least 1993, but the rear gardens of the existing houses on the south side of Garden Close Lane provide a transition between the built development of the houses and the open countryside beyond the rear gardens. Notwithstanding the 'backland' location of The Vineyard to the west, the appeal site forms part of the open countryside and is not functionally or visually related to the built-up area of the settlement.
7. Although the proposal would be for a large house in a substantial plot similar to development on Garden Close Lane, additional 'backland' development outside the settlement boundary would erode the intrinsic character and beauty of the countryside beyond the settlement boundary and create a hard edge, contrary to the general aims of the adopted *Quality Design Supplementary Planning Document* and the *Newbury Town Design Statement*. It would not benefit the rural economy, provide beneficial use of a brownfield site, or be for one of the categories of housing development permissible in the countryside. The site might historically have been part of the residential curtilage of Netherwood but the scant remains of an Anderson shelter and a garden incinerator on the site do not differentiate its current appearance from that of open countryside. The proposal would encroach into the countryside and would detract from its character and appearance contrary to the aims of the *Framework*, saved LP Policies OVS.1, HSG.1 and ENV.18, and SEP Policies SP3 and CC1 ii).
8. Although the site adjoins the defined settlement boundary, it would be approximately 3,500 metres from the town centre compared with the desirable, acceptable, and maximum walking distances of 200, 400 and 800 metres set out in the Institution of Highway Engineers publication *Providing for Journeys on Foot*. The proposal would be around 1,500 metres from the nearest shops compared to desirable, acceptable and maximum walking distances of 400, 800 and 1200 metres. For commuters, the railway station is some 3,500 metres away and the nearest bus stop about 550 metres away compared to desirable, acceptable and maximum walking distances of 200, 400 and 800 metres although there is no formal footway from the site to the bus stop on Andover Road. The nearest school is in the region of 1,000 metres away which corresponds to the acceptable walking distance in *Providing for Journeys on Foot*. The site could not, therefore, be considered sustainable in terms of encouraging the use of non-car modes of travel. As such it would not attract the support of the *Framework* in that respect.

9. The proposal would achieve the highest Code for Sustainable Homes rating of level 6. Whilst increased sustainability is to be encouraged, it does not require a countryside location. Paragraph 63 of the *Framework* indicates that great weight should be given to outstanding or innovative designs that help raise the standard of design in the area. The proposed dwelling would have a traditional appearance, except for the incorporation of large areas of photovoltaic panels, and so would have little impact on the overall landscape character area within which it lies, in accordance with LP Policy ENV.1. However, notwithstanding the sustainability measures that would be incorporated, the design of the proposed dwelling would not be so outstanding, or innovative, as to outweigh the harm that its location in the countryside would cause. The proposal would be contrary to the objectives of SEP Policy CC6 and LP Policy OVS.2.
10. Reference has been made to three dwellings at Cherrydene, Garden Close Lane. These are within the defined settlement boundary and, at the time of the Council's decision, that site was considered previously developed land, the redevelopment of which was encouraged by national policy. That is no longer the case. As such Cherrydene would not justify the development now proposed. Similarly, whilst the emerging *Core Strategy* proposes to allocate a major urban extension to the built up area at Sandleford Park on the south side of Newbury, this planned development would not justify allowing piecemeal development outside the defined settlement boundary.

Infrastructure Provision

11. The Council's third reason for refusal relates to off-site mitigation measures to offset any impact on local infrastructure, services and amenities. Subsequent to the Council's decision, a Unilateral Undertaking has been submitted making provision for contributions towards healthcare facilities, library facilities, public open space, adult social care, educational facilities and transport facilities but the Council has not commented on it or withdrawn its reason for refusal.
12. *Community Infrastructure Levy (CIL) Regulation 122* sets out three tests that must be met by Obligations. Detailed submissions and calculations based on 'Topic Papers' indicate levels of contributions that would be fairly and reasonably related in scale and kind to the proposal. These contributions, directly related to the development proposed, are necessary to make the proposal acceptable in planning terms and satisfy the *Regulation 122* tests. The proposals would, therefore, accord with the aims of SEP Policy CC7, saved LP Policy OVS.3 and adopted Supplementary Planning Guidance 4/04 Delivering Investment from Sustainable Development.

Other Matters

13. Whilst neighbours and the Parish Council have concerns about the proposal setting a precedent, each case should be considered on its own merits. Access to the site, and egress from Garden Lane onto Andover Road, have also been raised. However, the Highways Officer concludes that there is adequate visibility at the site's access to Garden Lane Close, sufficient size to accommodate emergency vehicles and that the proposal would not significantly alter the existing situation onto Andover Road such as to cause concern. There is little evidence to support a contrary view.
14. The proposed annex with its own entrance could be used as a separate dwelling and sub-division could lead to further intensification of use and domestic

paraphernalia outside the defined settlement boundary. However, this could be controlled by condition, albeit that such a condition might be difficult to enforce in such a location, and so would not, in itself, justify refusal.

15. Notwithstanding the conclusion on infrastructure provision, and other matters considered above, it is the detrimental impact that the proposal would have on the character and appearance of the countryside that is the determining issue in this case.

K B Barton

INSPECTOR